

Major Challenges of Public Administration in Bangladesh: Few Observations and Suggestions

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Abstract

This article tries to address some of the challenges of public administration in Bangladesh. By ensuring effective implementation of some in-built mechanism of bureaucracy and making provision of devolution type decentralization system, independent judiciary, ombudsman, ensuring effective role of participatory management, parliamentary committees, political pluralism, vibrant civil society, responsible media etc. bureaucracy can be made accountable. Openness and free flow of information regarding government policies, programs and projects can help in ensuring transparency. Powerful and effective anti-corruption commission by which misappropriation, defalcation of public fund or any kind of corrupt practices can be treated quickly with necessary punitive actions, measures for checking political corruption in public-sector can reduce corruption in public administration. Effective personnel management i.e. recruitment, training, promotion, transfer policy, result oriented performance evaluation system, rationalization of pay structure, modernization of office equipment, standardization of services, fruitful monitoring system, system of reward and punishment, modern budgetary and tax system, capacity building of personnel of legislative, judicial and executive branches etc. can help in overcoming the hurdles and challenges of public administration in Bangladesh.

Keywords:

Public administration
Challenges of bureaucracy
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Public sector governance
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1. Introduction

All over the world public administration, the supreme legitimate institution plays a *sine-qua-non* role in the socio-economic development of the country. It is an axiomatic fact that the more developed the public administrative system of a country, the more developed the country is.

But public administration system in Bangladesh represents a dismal picture and suffers from various ills *i.e.* colonial hangovers, inefficiency, absence of accountability, transparency, misuse of power and position, jurisdictional infringements, corruption, low performance and low morale etc. (Task Force Report, 1991). Moreover absence of efficiency, transparency, accountability, representational political culture, institutional weakness of political, social and economical apparatus and malfunctions among those systems have made the public administrative system of these countries despicable and disdainful.

The main theme of this paper is to un-ravel the issues related with the major hurdles and challenges of public administration in Bangladesh. Most of the chronic problems of public administration in Bangladesh can be epitomized as misgovernance, which has emerged as an important issue in the development discourse in Bangladesh society.

1.1. Objectives

The general objective of the article is to identify hurdles and challenges in public administration in Bangladesh. The specific objectives of the article are to:

- i) Identify hurdles and challenges in public administration in Bangladesh;
- ii) Suggest interventions to overcome the problems of public administration in Bangladesh.

2. Methodology

The paper is entirely based on secondary information/data collected from various journals, books, reports, periodicals and government documents etc. suited to the needs of the content analysis on which the paper is prepared.

The collected data are analyzed on the basis of researchers' experience and insights developed through their institutional involvement in similar works for a considerable period of time.

2.1. Defining the Concepts

For better understanding of the assigned issue it is exigently essential to have good grasp over the major two terms used in the paper. The concepts of public administration and bureaucracy have been explained with a view to providing a clear understanding of the terms.

a) Public Administration

The concept of public administration, as a distinct discipline, emerges after the Second World War. Public administration is interdisciplinary. Public administration-an admixture of various subjects- deals with the apply of knowledge and insights of the social sciences particularly from social psychology, political science, sociology, international relations, psychology and anthropology etc. Above all, it has borrowed many concepts from management.

The main proponent of the concept of public administration was Woodrow Wilson who wanted to establish the fact that administrators should be amenable to political will. In the words of [Wilson \(1941\)](#) quoted in [Kapoor \(1986\)](#) "public administration is detailed and systematic application of law. Every particular application of law is an act of administration. According to [Dimock and Dimock \(1975\)](#) "administration is concerned with the 'What' and the 'How' of government.

The 'What' is the subject matter, the technical knowledge of a field, which enables the administration to perform his tasks. The 'how' is the techniques of management, the principles according to which cooperative programmes are carried to success. Each is indispensable; together they form the synthesis called administration".

Public Administration is essentially the process of carrying out public will as expressed in law, the coordination of collective efforts to implement public policy ([Bartholomen, 1962](#)). Public Administration is "government's central instrument for dealing with general social problems" ([Waldo, 1972](#)) quoted in [Nigro and Nigro \(1984\)](#). [Nigro and Nigro \(1984\)](#) have given the most comprehensive definition of public administration.

They term public administration connotes that: i) Public Administration is cooperative group effort in a public setting; ii) It covers all three branches-executive, legislative and judicial and their inter-relationship; iii) It has an important role in the formulation of public policy and is thus a part of the political process; iv) It is different in significant ways from private administration; v) It is closely associated with numerous private groups and individuals in providing services to the community.

In essence the major task of public administration is i) to provide services to society, ii) to regulate or to govern the society and iii) to do nation building. The main task of public administration is to implement politically determined goals.

b) Bureaucracy

A German social scientist, Max Weber was the exponent of bureaucracy that connotes of an idea of a legal, rational and normative model of large-scale organization. It has become a persistent concern in the firmament of social science studies that possesses a predominant role for its prolific contribution towards shaping today's human civilization.

Other than developing countries all over the world, bureaucracy represents the most efficient organization in modern times. According to [Roth and Wittch \(1968\)](#) quoted in [Khan \(1980\)](#) the Weberian bureaucracy is governed by six principles, and the position of the bureaucratic official is also based on six principles.

The six principles of bureaucracy are: i) There are fixed and official jurisdictional areas - ordered by rules, so that official duties are regular activities, based on the ends of the organization; ii) There is a firmly ordered hierarchy providing for the supervision of lower offices by specified higher ones. Lower officials have the right of appeal as a counter-balance to the regulated domination from above.

Such offices are not ephemeral—they are fixed and then filled by successive incumbents; iii) the management of office is based on written documents and a filing system—hence clerks to keep the files. The office should be distinct from the home of the official and the segregation of business and family interests is presupposed for all members of the bureaucracy; iv) Each specialized position demands specific training; v) Official business should not be a secondary activity, but should occupy the energies of the official full-time; vi) The rules of the bureaucracy demands relevant learning and expertise based in relevant academic disciplines. The six principles behind the position of the officials which are: i) Office holding as a vocation, requiring a prescribed course of training, the passing of examinations to indicate quality, impersonality in the conduct of the office; ii) The official enjoys a social esteem in accordance with his rank in the hierarchy; iii) The official is appointed by a superior authority; iv) The official enjoys tenure (of office) for life; v) Security is ensured for the official by the payment of a salary in accord with his status in the hierarchy (and a pension at the end of his service); vi) Career stages will characterize the official's life and he will expect to be moved from less well paid to better paid offices with time.

According to Weber, enormous growth of capitalism, size of the states and the organization, Protestant Ethics, impact of cultural, economic and technological advancement and technical superiority of bureaucracy over other forms of administration resulted in the configuration of bureaucracy (Gerth & Mills, 1958) quoted in Sudha (1994).

In the early days of industrial revolution management was based on personal whim and wishes. Personal subjugation, nepotism, cruelty, emotions were some of the common managerial practices in those days. That is why as a reaction against those odds and in search of order, discipline, stability, structure, rationality, efficiency and economy bureaucracy was developed (Parsons & Henderson, 1947).

In developing the concept of bureaucracy, Weber took into consideration the human society as a whole and wanted to devise a system by which all human institutions could be analyzed, classified and operated (Kapoor, 1986).

Instead of traditional and charismatic authority, the Weberian bureaucracy has been developed on the basis of legal rational authority.

From the definitional point of view, it can be portrayed that bureaucracy tries to establish a relation between legally constituted authorities and their subordinate officials, who is characterized by defined rights and duties prescribed in written regulations.

Now-a-days it is the supreme powerful institutional arrangement that provides vital inputs to the political process, accomplishes politically determined goals and serves the whole society in various ways (Zafarullah, 1992). Actually, bureaucracy is originated as a technical term referring to a specific form of organization for administrative purposes that are inevitable for every human organization.

Caiden (1971) quoted in Zafarullah (1992) has synthesized the idea about bureaucracy in a broader perspective. Bureaucracy is now portrayed as a political actor, an essential ingredient of the political system, a consumer and producer of social products, a power centre, a pressure group, a system stabilizer, a change agent, a political symbol, a political stabilizer, a social elite, and an interest articulator, a political, social and economic system, a source of political recruitment, a decision broker and an environmental determinant. In the democratic system, bureaucracy possesses the following attribution in black and white: i) it is based on the merit principle; ii) it guarantees financial probity; iii) it represents political neutrality and impartiality under law; iv) it is committed to serve any government well; v) it is accountable at all levels (Stowe, 1992). In the summarized form the basic responsibilities of bureaucracy are: i) To inform ministers and parliament - with complete and accurate data, presented objectively and in time; ii) To advise ministers - by analysis of data and appraisal of options in which they can have confidence; iii) To implement ministerial decisions and to administer the legislation; iv) To account to ministers and parliament for their actions or inactions, with particular reference to the safeguarding of public funds and ensuring effective value for money (Vajpeyi & Kaul, 1993). Weber (1958) quoted in Sudha (1994) thought that it would be the most efficient form of organization possible, for in its mechanism, precision, speed, un-ambiguity, knowledge of the files, continuity, discretion, unity, strict subordination, reduction of friction and of material and personal costs are raised to the optimum point in the strictly bureaucratic administration. Zafarullah and Khan (1991) elaborates that Weberian bureaucracy was the most advanced form of human organization that society had devised and the most rational means for the performance of collective task, especially those requiring large scale organization.

2.2. Major Problems and Challenges of Public Administration: A Brief Account

Human institutions everywhere have their roots deep in the past. Bangladesh inherits its administrative system from British colonial rule. Unlike other countries the British intruders founded the cornerstone of today's administrative system in a manner that it could facilitate their very purpose of surplus extraction from this self-sufficient repository of enormous resources (Alavi, 1973).

The administrative system of Bangladesh is still very much in the British style and perform the same what the Britishers did. After the independence most of the governments embarked on a multi-functional campaign to refurbish sectors of society *i.e.* its economy and administration.

The public administration systems of Bangladesh suffer from a lot of limitations. The major problems of public administration in Bangladesh can be classified in three broad areas. These are i) Lack of accountability; ii) Lack of transparency; iii) Massive Corruption and iv) Inefficiency.

i) Lack of Accountability

Accountability in administration is one of the most significant imperatives for better performance of public service. Through accountability the performance of administrative organizations can be measured. Every administrative unit has some goals to be full-filled. To ensure administrative accountability, attempts are taken to have an account of how that organisation is discharging its functions, duties and responsibilities. Accountability is some extent concomitant to administrative responsibility. Administrative accountability is achievement oriented. It tries to ensure optimization of the available resources and abreast to optimize the organizational objectives. Accountability is also an effective measure against corruption in public offices (Muhith, 1999). An unaccountable bureaucracy is a disgrace to democracy and basically this unaccountable system helps bureaucracy to become monopolized for which every public policy is made by them and almost all policies are implemented by them. A basic value in a democracy is that administration is held accountable for its actions and inactions. It is effectively controlled lest it over-stepped its boundaries and posed a threat to democracy itself (Task Force Report, 1991).

Although theoretically public bureaucracy is bound to be accountable at all level with financial probity but in Bangladesh public administration system cannot ensure accountability due to lack of following causes:

- **Weak Institutional Means:** There are lots of institutional means to ensure accountability in the bureaucracy. These include hierarchy, span of control, supervision, unity of command but all these instrument of achieving bureaucratic control are weak in Bangladesh, which are creating hurdles towards performance of civil service. Parliament, parliamentary committees, etc. are not playing effective role for keeping the bureaucracy on truck.
- **Weak Audit and Accounts System:** There is a proverb that public money is no money. In an unaccountable bureaucracy a lot of public resources are eaten up adopting illegal means if the government audit and accounts department cannot play vital role. The CAG in Bangladesh is constitutionally empowered to look into all documents in the public bureaus and thus to maintain financial accountability but the system of making accused the guilty person are very complex, lengthy and complicated. Most of the detected irregularities are ultimately managed and manipulated through unethical means in Bangladesh.
- **Lack of Participatory Management:** Participatory management is one of the best form for decision making but due to undemocratic attitude some of the officials do not prefer participatory management style. This might help abuse public resources.
- **Lack of Strong Civil Society:** Civil society protects the interest of the general mass and it acts as a countervailing force to government. It helps to humanize the public policies and tries to develop a policy debate and thus to ensure the public interest. In a pluralistic society, the role of civil society is a must to ensure the accountability in the civil service. But in a country like Bangladesh it is yet to take its proper and objective role.
- **Weak Enactment of Departmental Action:** There is system of departmental action if any one violates service rules and is charged with misconduct or misappropriation of fund. But due to faulty enquiry or authorities improper action this system of accountability is malfunctioning which is creating problem for the better performance of the public administration in Bangladesh.
- **Weak Administrative Tribunal:** Administrative tribunals are set up with a view to providing justice to civil officers but due to clumsy procedure no one dare to go there for getting remedy from this department.
- **Weak System of Reprimand and Censor:** If any civil officer is involved in any kind of unethical activities, the authorities can opt this option for rectifying the convict but in the service structure of Bangladesh it is rather weak.
- **Weak Political Institution:** All over the world bureaucracy works under the political system. Here due to weak political institution qualitative bureaucratic control is absent. Therefore public bureaucracy is playing an autonomous role in Bangladesh. In Bangladesh the administrative system is somehow overdeveloped than the political system, which is no way desired in the philosophy of democratic governance.

ii) Lack of Transparency

To overcome the hurdles of public administration and to improve the performance of civil service it is extremely essential to maintain a transparent administration and people should have equal access for information regarding the day-to-day affairs of the state.

Being paid by the taxpayers' money it does not seem rational to maintain an embargo in obtaining information regarding activities of the public bureaus. But in Bangladesh, there are Acts of 1923 and the Government Servants Conduct Rules (GSCR) of 1979 that bind the civil servant to an oath of secrecy, at all times. Paragraph 19 of the GSCR, for example, even forbids government servants, unless empowered by the government, "to disclose directly or indirectly to government servants belonging to sister organizations or to non-official persons or to the press, the contents of any official document, or communicate any information which has come into his possession in the course of his official duties-whether from official sources, or otherwise" (World Bank, 1996).

Unfortunately in Bangladesh, an extraordinary number of activities remain outside the public purview, a phenomenon, which is at least partly a carryover from colonial times when official interests were divergent from those of the public (World Bank, 1996).

Many countries now recognize that secrecy reduces efficiency and the quality of decision-making, but most importantly, it compromises democracy. Decisions taken in full view of the public are more likely to be economically rational. As a result, several countries have changed their legislation to ensure a more open government. In New Zealand, for instance, the Official Secrets Act says that everything is available unless designated as secret (World Bank, 1996).

Greater openness would, above all, improve the interface between the government and the private sector. The principle guiding public and private sector interaction must be that tax-payers deserve to know what the government does and, even more important, what it fails to do (World Bank, 1996).

iii) Massive Corruption in Public Administration

Misuse of resources is one of the chronic problems in public sector management. A significant portion of the resources meant for the poor was siphoned off and misappropriated by people with power and authority, the very group from whose clutches the poor were intended to be saved. Institutional checks on misuse and corruption were weakened and cynicism replaced idealism and public morality (UNSAID/GOB, 1989). Every year huge resources are devoured by the bureaucrats in a form of rent seeking, bribing and corrupt practices that are causing problem to the people.

Corruption is one of the major problems for ensuring good governance in Bangladesh. Mullan (1970) identifies a corrupt official as: "a public official is corrupt if he accepts money or money's worth for doing something that he is under duty to do any-way, that he is under duty not to do or to exercise a legitimate discretion for improper reasons".

According to the views of Dey (1997, quoted in Ahmed (1981) the necessary conditions for corrupt practices are (a) existence of power and/or position of power and /or protection of powerful persons and (b) existence of opportunity to use such power deliberately for personal or parochial gain. The "Bangladesh Prevention of Corruption Act", popularly known as "Anti Corruption Act of 1947 (GOB, 1947) quoted in Hussain (1988) "defines corruption in terms of misconduct.

According to this law, a public servant is considered as corrupt: (a) if he accepts or obtains or agrees to accept or attempts to obtain from any person for himself or for any other person, any gratification (other than legal remuneration) as a motive or reward such as is mentioned in section 161 of the Bangladesh Penal Code, or (b) if he accepts or obtains or agrees to accept or attempts to obtain for himself or for any other person, any valuable thing without consideration or for a consideration which he knows to be inadequate, from any person whom he knows to have been, or to be, or likely to be concerned in any preceding or business transacted or about to be transacted by him, or having any connection with the official functions of himself or of any public servant to whom he is subordinate, or from any person whom he knows to be interested in or related to the person so concerned, or (c) if he dishonestly or fraudulently misappropriates or otherwise converts for his own use any property entrusted to him, or under his control as a public servant or allows any other person to do so, or (d) if he, by corrupt or illegal means or by otherwise abusing his position as public servant, obtains for himself or for any other person any valuable thing or pecuniary advantage, or (e) if he or any of his dependents, is in possession, for which the public servant cannot reasonably account, of pecuniary resources or of property dis-proportionate to his known source of income (Khan *et al.*, undated).

Corruption has also been perceived as a cultural problem. The perception and magnitude of corruption vary from society to society.

Corruption problem is now -a- days more or less reigns all over the world irrespective of developed and developing in nature. It is obvious that the political, economic, social, cultural and behavioral factors combine in contributing to corrupt practices and ethical bankruptcy among the wrong doers (Khan, undated).

In the recent time the prevalence of corruption has tremendously been aggravated in Bangladesh. In the year 2008 among two hundred countries of the world, Bangladesh has been earmarked as number one corrupt country in the CPI ranking made by the Transparency International (TI), Germany (TIB, 2008a).

The agenda of combating corruption has also gained momentum in the election pledge of all the political parties in Bangladesh. It is an axiomatic fact that the world's poorest people are the greatest victims of corruption and vast amounts of public funds are being wasted and stolen by corrupt officials (TIB, 2008b).

In a growth poor country where corruption is endemic, chronic, pervasive and corruption is deemed as a draconian enemy of its development which have a direct negative impact on the developmental efforts of the country.

Corruption also causes considerable inefficiency in public administration: it leads to higher costs and delays in public projects; it leads to biases in the formulation of policies to create opportunities for rent (such as the introduction of import quotas or grants of monopoly licenses), and distortions in the implementation of policies to benefit particular groups. Due to corruption in the public sector the direct foreign investment (DFI) has been dwindling gradually.

Every year major chunk of the resources/ development budget has been devoured / eaten up or otherwise channelized through illegal practices or evil-doers. It is also evident in the utterance of former World Bank's Chief Economist and Senior Vice President, Nicholas (2002) in a recent public lecture on the "Investment Climate, Governance and Inclusion in Bangladesh" opined that, "one of the reasons for the economy's poor performance is almost certainly related to the reported corruption problems. In international governance ranking, Bangladesh fares very poorly.

On measures of the rule of law, extent of corruption and government effectiveness, Bangladesh ranks worse than such competitors as China and India." Corruption could also be expected to reduce growth by lowering the quality of public infrastructure and services, decreasing tax revenue, causing talented people to engage in rent-seeking rather than productive activities and distorting the composition of governments' expenditure Manuro, undated).

According to a seminar report on corruption, presented and arranged by the Transparency International, Bangladesh in 1999 at Dhaka, it was disclosed that there is a positive relationship between corruption and growth. For example the report shows that the more the corruption prevalence, the lesser the growth performances.

In the countries of Philippines, Vietnam, Nigeria, Russia, Cameroon etc, corruption is much higher than that of Hong Kong, Singapore and Malaysia. But in case of Hong Kong, Singapore and Malaysia, corruption is relatively prevailed in a lesser extent and in case of these countries growth performance is relatively better than that of those countries (TIB, 1999) quoted in Nazrul (2001).

In another research by the TIB, it discloses that among the government offices corruption is extremely prevalent in police, BDR, Ansar etc., Local Government, Education, Health, Taxation, Financial Institutions, Forestry, Water Development Board, Post and Telecommunication and Land administration Department. Among the reportedly corrupt departments the extent of corruption done by Local Government is in the second position in which embezzlement and extortion are the highest (TIB, 2000) quoted in Ahmed (1981).

In general corruption takes place in the public bureaus owing to the absence of any effective means of obtaining redress through legal or administrative procedures and it helps to abuse bureaucratic power whimsically and arbitrarily that as a rule, go unpunished (World Bank, 1996).

Some scholars opine that low salaries for public servants are one of the main causes of corruption in public sector (World Bank, 1996). One of the most important factors behind spreading of corruption is interlinked with the corruption of political leaders. It is now turned into a common practice that political leaders invested relatively large sums of money in their election campaigns by flagrantly violating the legal rules and limits on campaigns expenditures.

As soon as they come into power they start to take advantage of rent seeking opportunities through various inter and intra- state business activities and thus they utilized their investment by making huge profit (World Bank, 1996). The corruption of politicians has a strong demonstration effect throughout the public services: as the saying goes, "the fish always rots from the head" (World Bank, 1996). Regarding this one political scientist expressed the same view that postulates that if the top is good the whole is good.

There is an Anti-Corruption Commission (ACC) for combating corruptions among the government departments/ ministries, politicians but instead of playing a formidable role in mitigating corruption it is largely ineffective.

Due to its arbitrary procedures for selecting cases for investigation, the ACC is now widely viewed as a vehicle for pursuing personal or political vendettas. In fact, the unpredictable nature of the ACC's activities, and the lack of legal sanctions against unjustified harassment by its officials, has made the agency yet another source of delay and inefficiency in government. Importantly it has created a fear and paralysis of action. ACC is now an independent organization and efforts have taken to keep it free from any political and administrative pressure. But problem lies with the procedures of framing charge and its final enactment.

iv) Inefficiency in Public Administration

Bangladesh Bureaucracy suffers from efficiency culture. In Bangladesh these large-scale public organizations are largely lethargic and monolithic. The decision making process are highly hierarchical and slow. The causes of inefficiency are myriad. Some of the factors that caused poor productivity and efficiency are given below:

- **Weak Personnel Management System:** The personnel system includes recruitment, selection, promotion, transfer, training, performance evaluation, pay structure, career planning etc. In the civil service of Bangladesh most of the aspects of the public personnel management are not functioning properly, which have a direct bearing on the poor performance of the civil service in Bangladesh.
- **Low Morale:** Due to lack of appropriate pay structure, illogical promotion and transfer policy, most of the civil officers have low morale. Therefore their performance is bound to be unsatisfactory.
- **Low Performance:** Bureaucracy in Bangladesh is castigated for its below-standard performance. Low performance of bureaucracy in Bangladesh can be obtained from a recent study conducted by UNDP on "*The Utilization of Project Aid in Bangladesh*" which reveals that the delays in implementation of projects increases the project cost by 35-40% on an average. It increases not only cost but it also prolongs the implementation period by 60% as compared to the time frame anticipated at project approval (Task Force Report, 1991). Another study titled "*Public Administration Efficiency Study*" by (UNSAID/GOB, 1989) discloses that wide spread corruption and inefficiency plague delivery of goods and services by the public sector. This problem haunts from telephone and power connection to supply of agricultural inputs and credits (UNSAID/GOB, 1989).

Poor performance occurs from the unaccountability, ineptness, obstinacy, strict rigidity and lack of transparency. Moreover, back passing, misuse of power, corruption, favoritism, nepotism, fractional practices, procrastination are rampant in Bangladesh bureaucracy. Due to despondent result emanating from frequent changes of policies and programs and its aftermath half-hearted implementation or non-implementation of the undertaken programs by the previous government, lack of commitment and coordinated efforts, no commendable success is yet to achieve for its development and thus to address the problem of grueling poverty, mal-nutrition, mass illiteracy, unemployment, disease and death that engulfed the entire county. Several reform measures to refurbish its local government/ decentralization policy were also initiated but these naive attempts have been thwarted by the anti-participatory bureaucratic system and unfortunately the institutional and structural continuity is going on without having any substantial change in its oligarchic form and practices (Rahman, 1987).

The grim picture of today's bureaucracy has been sketched succinctly in the words of Muhith (1999) an ex-luminary of the Bangladesh bureaucracy who elaborates that "colonial bureaucracy however was lean and streamlined. It delivered as desired. It enforced laws and provided the services it was required to. It also strictly followed its rules and regulations. Its chain of command was clear and it worked well. Its sense of discipline was very strong. The legacy of such a bureaucracy in Bangladesh has only the evils and none of its strength. It is blotted and indiscipline. It largely does not perform at all. It is completely unaccountable and does not indeed know its job. It exercises powers usually to serve material and financial objectives of individual bureaucrats or to cause harm to others" (Muhith, 1999). The all-pervasive role, presence and function of bureaucracy in Bangladesh are essentially deemed to be an instrument of oppression and sufferings and it gives a notion of despondency to the common people. Bureaucracy in Bangladesh is in the quagmire from the very inception of its origin. It is sagacious to envisage that in comparison with the performance of today's civil service in Bangladesh, colonial bureaucracy was more effective and efficient to cater the needs of that contemporary time (Kabir, 1991). After achieving the independence, administrative system of Bangladesh required to be moulded and equipped with new structure and function to cope with the new hopes and aspirations of the country. But the performance of our bureaucratic system has been deteriorating day by day. Now-a-days it is in a jeopardy that causes untold sufferings to the people of this deltaic, riparian fertile land.

- **Jurisdictional infringements:** Jurisdictional infringements in all strata of administration including secretariat administration are rampant (Huda & Rahman, 1990). To have the work done or having final sanction or decision a file has to travel a long way that evokes innermost hatred of the common people. In general, without offering speed money or bribe to the cunning clerks most of the files are kept or remained clandestine.
- **Generalist Versus Specialist Conflict:** Another deplorable vile in Bangladesh bureaucracy is factionalism among various groups, *i.e.* generalist versus specialist group, freedom fighter versus non-freedom fighter, B.Sc. engineer versus diploma engineers, CSP versus BCS, direct officers versus promoted officers, administration cadre versus other cadres, cadred versus en-cadred officers (UNSAID/GOB, 1989). Any conflict is abortive for developing a "team spirit" among the civil officers, which are counter-productive.

- **Misuse of Power and Position:** Some scholars express that due to gradual deterioration of the education system and its standards, the quality of manpower is on the decline in the public sector.
- **Lack of Professionalism:** Most of the civil officers do not have professionalism among them. Professionalism helps them accountable and efficient.
- **Over-centralization:** Due to lack of decentralization and delegation of official authority it takes long time to get decision. Such delays in making decisions also necessitate extra public money. Centralization encourages mal and slow administration.
- **Dearth of Qualified Personnel:** Now-a-days there are lacks of highly qualified civil officers. It is quite evident that the quality of the CSP officers was far better than those of today's BCS officers. Some scholars express that due to gradual deterioration of the education system and its standards, the quality of manpower is on the decline in the public sector (The Task Force Report, 1991). Lack of qualified and experienced civil officers is one of the causes of inefficiency.
- **Quota System:** In an age of competitive world quota system cannot ensure better service. Due to quota system low quality people are recruited in the civil service, which is another cause of inefficiency of civil service.
- **Reduce Domination of a Single Cadre:** In all strata the administrative cadres are getting prerogatives over other cadres. They are occupied in some of professional position, where they are not performing well. Domination of a single cadre created intra and inter cadre conflicts.
- **Counterproductive Bureaucratic Culture:** There are lots of counter-productive bureaucratic cultures in Bangladesh, which represent an utterly frustrated scenario. The colonial hangover is one of such things that precipitated to the existing bureaucratic system can be epitomized as constant "sirring" of the bosses; standing up from the seat when boss enters into room; receiving and seeing off bosses at airports, railway station and lunch terminals; offering elaborate farewells and receptions to bosses through speech making, giving presents, refreshments and garlanding; using subordinate employees for personal purposes without any compensation; offering banquets during inspection and visits etc. Sometimes offering of these outmoded courtesies or niceties of etiquette are extended to the wives and children of the superior authority (Siddiqui, 1996). A new administrative culture of subservience and sycophancy has replaced old values of pride of performance and upholding of public interest. The trend has been reinforced by the eager participation of a section of senior officials in a rat race to curry favour or amass wealth (UNSAID/GOB, 1989). The culture of avoidance of responsibility and militant trade unions with their illogical demands, labour unrest, unnecessary *hartal*, strike and seizure causing low productivity and closure of industrial units every year.
- **Weak MIS:** It is quite necessary to maintain a good Management Information System (MIS) for ensuring better service and efficiency in the public administrative system but in Bangladesh there is no sound MIS system for the civil officials
- **Lack of Regular, Timely and Need-based Training:** For all the civil officers there are lack of regular, timely and need based training. Some of the professional cadres are imparted foundation training at the middle or fag end of their service life, which are not any way desirable for public administrative system.
- **Lack of Efficient Financial Management:** Lack of sound budget, tax and custom systems can have negative impact for the efficient public administrative system.
- **Process Oriented Rules and Regulation:** Most of the legal provisions are process oriented and they are not result oriented. Therefore, it encourages corruption and makes delay in action.
- **Old and Outdated Laws:** No legal reform has taken yet in Bangladesh. Most of the rules regulation and legal provisions are outdated and obsolete. These are creating hindrance for smooth functioning of the civil administration.

2.3. Challenges of Today's Public Administration

In early days, the role of bureaucracy was quite different than that of today's role of bureaucracy. During those days bureaucracy was engaged in performing some tasks of traditional type that can be dubbed as traditional bureaucracy.

The main task of the traditional bureaucracy was to maintain law and order and collection of revenue. But in course of time, colonial bureaucracy has been transformed into a developmental bureaucracy. In the traditional administration government regulatory bodies *i.e.* police, tax, administration, customs, audit & accounts etc. play the crucial role in maintaining the day-to-day affairs or activities of the government. Today's state is administered with a special purpose. The main thrust of today's bureaucracy is to bring socio-economic development of the country. That is why, in order to usher development public administration of the developing countries need to engage itself consciously and directly/indirectly in the task of bringing about

social change and development either by initiating policies and decisions aiming at implementing change and development planning. The engagement of bureaucracy in developmental activities can be termed as development administration or bureaucracy.

Now-a-days government's nation building departments such as agriculture, fisheries, live-stock, education, social welfare, family planning, health, engineering etc. departments should be the prime concern for accelerating development administration of a nascent state like Bangladesh. Hence, development administration has to play a more positive and dynamic role in fulfilling hopes and aspirations of the general mass in response to environmental changes. In short developmental bureaucracy must have a new look, a new spirit, different attitudes and professional skill to face the challenges of a space age.

Leaving aside the technological sophistication of the West, the fundamental frame is the same- the administration working for change, a change adopted by the national policy framers and if administration does not keep pace with this change, its socio-economic and political implication can be serious (The Fulton Committee Report, 1968).

Regarding new role of bureaucracy in the developing countries Arora (1979) has rightly pointed out some important responsibilities. According to Arora (1979) to meet up the challenges of development the major tasks of this developmental bureaucracy of the third world countries are: i) Establishing domestic and foreign security; ii) Institutionalization of new technologies and institutions; iii) Developing and keeping consensus on the legitimacy of the government; iv) Achieving an integrated national political community; v) Distribution of formal power and functions between the public and the private sector; vi) Gradual dissolution of traditional centres of power; vii) Propagation of psychological and material benefits; viii) Mobilization of finances for economic development; ix) Planning and programming of resources; x) Establishing continuity by efficient management of facilities and services; and xi) Widening public participation for efficient responses.

In the age of globalization the public administration of the developing countries are bound to engage itself in the economic diplomacy. Standing on the threshold of an era of New Public Management, ITC, market, automation, public bureaucracy of the developing countries will require to be knowledge based, equipped with latest and modern technology, pro-active and outward looking, and these challenges are hardly avoidable for a developmental bureaucracy. The similar is the case with Bangladesh too.

2.4. Suggested Interventions to Overcome the Hurdles and Challenges of Public Administration in Bangladesh

To overcome the hurdles and challenges of the public administration of Bangladesh, it needs to ensure accountability, efficiency, transparency and mitigating corruption, which are intrinsically and intricately interrelated with one another. It is hoped that if accountability in public bureaucracy is ensured, efficiency and transparency will be improved and *vice versa* to bring efficiency and transparency in public sector, ensuring accountability is essential. To enhance efficiency and utilizations of resources- it is a must to reduce corruption in the public sector. Improvement of one aspect has a positive impact on the other.

However, all aspects of such improvements are crucial for overcoming the problems and improving governance in today's bureaucracy in Bangladesh. In line with the problems and challenges of the bureaucracy the following remedial measures are suggested.

i) Ensuring Accountability in Bureaucracy

There are lots of measures to ensure accountability in the public administration system, which are given below:

- **Strengthen Institutional Means for Accountability:** Accountability in bureaucracy can be maintained in administrative ways. Bureaucracy has some in-built instruments for accountability. Hierarchy, span of control, unity of command, supervision etc. are some mechanisms by which accountability can be promoted in bureaucratic organization. Control and supervision from the higher offices to lower offices through system of hierarchy, span of control, unity of command, inspection, supervision, loyalty etc. are some well-known instruments of accountability. In bureaucracy, certain level of accountability can be obtained through maintaining standard norms, ethical and moral behaviour by the superior authority.
- There are various formal and informal means for making bureaucracy accountable. Outside formal institutions like the legislature and its committee system and the courts serve as potent sources of control; extra-constitutional structures like parties, pressure groups or even the people at large can influence the accountability system (Zafarullah, 1992). These formal internal mechanisms include: ministers and administrative superiors; central personnel agencies *i.e.* Establishment Division, Public Service Commission and central coordinating ministries/departments like Finance, President's Secretariat, Cabinet Secretariat, Auditor General; supervising departments; ombudsman and administrative tribunals; conventions and codes of conduct. Here supervising departments mean the organisations to which they are empowered to supervise the activities of the attached bodies or subordinate organisations. For example, the M/O Public Administration (previously it was known as

Establishment Ministry) is a supervising authority to the Bangladesh Public Administration Training Centre. Ministry of Public Administration; M/O of Local Government, Rural Development & Cooperatives (LGRD & C), M/O of Finance as well as concerned ministries can significantly evaluate the performance of the attached bodies and thus ensure considerable level of accountability. The Minister must periodically reviews the policies and programmes and takes corrective measure for ensuring timely fulfilment of the targets. Among the formal external controls there are parliament and parliamentary committees, cabinet and cabinet committees, courts, and enabling legislations, and freedom of information can immensely help to ensure accountability. The informal internal mechanisms are peers and subordinates, conscience, loyalty, personal values and ethics, professionalism, and anticipated expectations and reactions of ministers and administrative superiors. The general public, political parties and party committees, interest/pressure groups and their representatives, mass media and media representatives are some of the informal-external means of control that can contribute for an accountable administration. In Bangladesh, the controls included in the last category are not very effective (Zafarullah, 1992).

- Interplay of a vibrant parliament, an independent judiciary and a neutral executive agency, above all a free, fair and responsible press can play a decisive role in making the administration people oriented and an accountable one. Moreover the system of ombudsman to hear complaints and grievances of the citizen and criticize administrative action has been a source of inspiration as to make the bureaucracy accountable. Though there is constitutional provision for setting up an office of ombudsman but government of Bangladesh is yet to do that. Every government after coming to power takes some steps to operationalise it by fits and starts and in the long last all are turned in vain.
- In a democratic polity, bureaucracy must be subservient to political will through representative and participatory system of management and decision-making. Adopting democratic system in every sphere of life can help make bureaucracy accountable because the establishment of democratic institution meant loss of authority, power and status for the bureaucracy. Bureaucracy in all countries is made accountable to the general public through the legislature and the executive. According to Weber, one of the important methods of political control over bureaucracy was parliamentary control over the administrative activities of the government. He contended that parliamentary control over bureaucracy could be effective only when parliament may conduct inquiries and cross-examine the administration before commissions of enquiry. He also recognized that parliamentary committees provide an opportunity for politicians to become more educated about administration. In addition, these committees increase parliamentary control over administration through public disclosures (Arora, 1979). Parliamentary control is exercised mainly through control over policy, control over implementation of policies through ministries, control over finances through financial committees and Comptroller and Auditor General. Parliamentary committees are an effective means of exercising control by all legislatures whether presidential or parliamentary. The Estimates Committee, Public Accounts Committee, Committee on Subordinate Legislation, Committee on Public Undertakings and Committee on Assurances are all important tools of control over bureaucracy.
- **Improve Audit and Accounting system:** The audit and accounting system can play a vital role in making the bureaucracy accountable. So in case of defalcation of any public fund by the bureaucrats should be dealt with iron hand and provision of exemplary punishment should be there in making the wrongdoers accountable.
- **Introduction of Participative Management:** Practice of participatory management in every government institution can play a pivotal role in strengthening democratic process and good governance. Sethi (1983) remarks that bureaucracy has now become the biggest barrier in the way of the emergence of any participating model. But there is no denying the fact that the popular pressure and participation from the grassroots organizations are necessary prerequisites for political change and economic progress. Bureaucratic centralism and control of the local government, weakens the educative effects of political participation. Decentralization, delegation, devolution, de-concentration are thought necessary for ensuring accountability. The devolutionary system of decentralization can buttress/prop to make bureaucrats accountable in all levels of administration. The system of participative management and decentralization of policy making authority in the field level and a bottom-up planning machinery can also help for establishing an accountable, efficient and a transparent system of public administration. That is why, the devolution type of local government system needs to be responsive to stakeholders' interests and needs, which requires a participatory approach not only in service delivery but also in planning and decision-making. In this regard, the tasks of local governments are to identify and support the development of local partnerships, for example, with CBOs, NGOs, and the private sector, and ensure commitment to a partnership / participation-enabling strategy (Edralin, 1997). To develop participation it is essential to support grassroots organisations and intermediary organizations such as professional associations, consumer groups and trade unions; to involve all project stakeholders in programme design and implementation

and to provide support for decentralisation programmes. For participatory development it is essential to ensure better access of marginalized groups to the formal economic and legal system that requires a change in political and bureaucratic attitudes by definition. The success of participatory development cannot be harvested overnight rather it is an issue of long term exercise - which requires better economic policies and more investment in human capital, infrastructure, and institution-building, along with better governance. Sometimes the ruling party tries to suppress the efforts of participatory development in fear of losing the base of its own power. Genuine participation of the people in administration and implementation of the government programmes can also help in smooth functioning of democracy which otherwise can make ground for holding bureaucracy accountable at the grass-roots. Capacity building in local governments can accelerate the decentralization process. But its sustainability cannot be based only on a capacity-building strategy. It also requires a substantial effort and commitment from local governments to improve their political accountability to their constituents for discharging their responsibilities in accordance with local needs. Among the limitations found were the lack of a local political culture in some countries, the lack of any agreed or accepted view of the place and role of local governments within a decentralized system, the expansion of the concept of accountability from conventional housekeeping and support activities such as financial management to a more general concern for service quality, and persistent national government intervention due to continued financial dependence of local governments on national government-which restricts local initiative, discretion, and accountability.

- **Strengthening the Role of Civil Society:** A vibrant civil society can contribute a lot for consolidating democracy, ensuring efficiency and accountability in administration. The organizations of civil society represent many diverse and sometimes contradictory social interests which are shaped to fit their social base, constituency, thematic orientations (e.g. environment, gender, human rights) and types of activity. They include church related groups, trade unions, cooperatives, service organizations, community groups and youth organizations as well as academic institutions and others (Rinddell and Bebbington, 1995 quoted in Robinson (1995). Diamond (1994) quoted in Robinson (1995) conceptualises that "civil society is a vital instrument for containing the power of democratic governments, checking their potential abuses or violations of the law and subjecting them to public scrutiny". Basic to democratization is the development of a pluralist civil society comprised of a wide range of institutions and associations, which represent diverse interests and provide a counterweight to government. Interaction between the formal political regime and civil society contributes to, and also requires, a responsive government, which is one of the characteristics of a functioning democracy. Supporting pluralism, e.g. the development of autonomous civil associations, professional and interest organizations, is an important step for fostering democratization. Democratization without a serious effort to reform and/or strengthen the state machinery *i.e.* bureaucracy may mean that a diversification of political elites through multi-party competition will just mean more snouts in the trough and successful private-sector development will just mean fattening more frogs for snakes. The democratic developmental state will need to have a broad writ with at least three basic socio-economic functions: regulative, infrastructural and re-distributive (White, 1995). This involves areas of traditional political engineering such as electoral systems, decentralization and devolution of government, administrative reform, legal systems, division of powers and the nature of legislatures. Periodic free, fair and neutral elections are considered to be an essential feature of functioning democracies. For improving the functioning of representative political institutions, electoral processes and consultative mechanisms - a pluralist political system, a free but responsible press and better access to information are exigent. White (1990) argues that the growth of civil society can contribute to democratic governance in four complementary ways: by i) altering the balancing of power between state and society to achieve a balance opposition in favour of the latter; ii) enforcing standards of public morality and performance and improving the accountability of politicians and the state officials; iii) transmitting the demands and articulating the interest of organized groups in the process for providing an alternative sphere of representation; and iv) instilling and upholding democratic values. The role and functions of the democratic political institutions are heavily influenced by the character and behaviour of the organized groups in 'civil society'. Sometimes organized and strong civil society group can change some political and administrative policy directives when it seems to be harmful for the public or environment or for any other causes. It is now an axiomatic truth that civil society can play a role of a watchdog and thus they can substantially contribute for consolidating democratic process. As mass parties grew up leaders not dependent upon the bureaucracy but on mass support at elections and that is why, the stronger the political institutions, techniques for controlling the bureaucracy would grow stronger. The more groups outside the state, in business, agriculture, the labour movement and the professionally developed and produced their own organizations, the more the bureaucracy was further held accountable to other groups of policy makers.
- **Enforcement of Departmental Action:** The proper enforcement and enactment of detrimental action can improve the accountability of the civil servants.

- **Strengthen Administrative Tribunal:** Administrative tribunals should play its proper role to provide justice to civil officers who are deprived by any legal right.
- **Activate the System of Reprimand and Censor:** Civil officers who are charged with doing of any unethical activities, the authorities can opt this option for rectifying the convict and ensure the accountability in civil service in Bangladesh.
- **Strengthen Political Institution:** Committed, honest and educated leadership can ensure qualitative bureaucratic control. The elected MPs should be equipped with parliamentary rules and norms. Qualified leadership can help ensure bureaucratic accountability.

Thus by parliament, public accounts committees, independent judiciary, administrative tribunal, departmental action, political parties and pressure groups, free press and public opinion, the system of censure or reprimand, publication of the reports of the disciplinary actions committees, bureaucracy can be made accountable.

ii) Bringing Transparency in Administration

- A freedom of information law should be enacted rapidly. All government documents and information should be open to public in some cases after some passages of time. The reasons for classifying information and documents as secret or confidential must be explained to the public on demand. This will be salutary step in ensuring ethics in government and reducing corrupt practices (Muhith, 1999). This system can make bureaucrats accountable and answerable to public. It is recommended that serious consideration be given to amending the Official Secrets Act and the GSCR, to encourage and legitimize the flow of information between the state and the citizen (World Bank, 1996). In developmental bureaucracy government should open-up and adopt an open-window policy in place of the traditional closed-door approach. Government should maintain healthy rapport and active liaison with professional research bodies, management institutions, training agencies, and (why not) progressive private industrial houses which can help sucking in fresh air of constructive exchange and release the forces of desirable change in attitude, outlook, operational style or even in the substance of decision making work transacted in the government (Dey, 1978). Recently it is learnt from the public media that present government is going to frame a new conduct rules for public servants that will forbid them to involve in any association or political affiliation etc. But there is constitutional provision that allows every citizen to have his right of expression and thoughts and they can involve themselves in various professional bodies. Such provision is healthy for establishing democracy which helps to represent diverse views and sometimes it acts as a counter balance to government activities. So the new laws underway on this issue should demand meticulous attention from the lawmakers and government.
- The transparency within societies and the access to information may be improved by promoting diversity of written and broadcasted opinion, increasing the flow of relevant economic information as well as facilitating the establishment and articulation of producer and consumer interests. On the other hand, the wide dissemination of information on government policies provides for informed public debate; it also helps to improve policy design, facilitates acceptance and ensures efficient implementation. Openness in administration can be maintained in a manner that citizen can ensure their access to look into it and get required information. Secrecy in government operation is a gift of autocracy and warfare (Muhith, 1999) despite that sometimes government prefers to keep clandestine some issues of public concerns, which are not salutary for democratic sustenance.

iii) Combating Corruption

- ACC is now playing a formidable role in curbing corruption but problem lies with the procedures of framing charge and its final enactment. This tardy procedure should be accelerated so that unnecessary delays can be avoided like other government departments. The officials of the anti-corruption commission should thoroughly equip with the administrative, judicial and financial rules and regulations of the land. Before framing a charge the investigating officers should meticulously think for the greater interest of the nation. Anti corruption officers should be provided with positive incentives in the form of higher salaries and perks in order to boost up their morale for the difficult and sensitive task they are required to perform under trying circumstances (Siddiqui, 1996). This commission should anyhow maintain the sanctity and neutrality in dispensation of their jurisdictional duties and responsibilities. Frequent transfer and posting should be reduced in order to ensure playing an effective role as an investigating officer of a certain case. There is huge pending cases of corruption, which should be completed shortly and efficiently, and accordingly the culprits should be punished and the innocent should be set scot-free. The new institution should perform its task very methodically and there should have system of quick completion of cases instead of a tardy or snail's pace process, which is one of the biggest criticisms of the government sector.

- There are constitutional provisions for mitigating corrupt practices as the article 20(2) of the Bangladesh Constitution ([Government of Bangladesh \(GOB\), 1998](#)) reveals that "The state shall endeavour to create conditions in which, as a general principle, persons shall not be able to enjoy unearned incomes, and in which human labour in every form, intellectual and physical, shall become a fuller expression of creative endeavour and of the human personality". The provision is ruthlessly violated in our bureaucratic system.
- Bangladesh society has been suffering from the deplorable ills of the culture of rent seeking. Inculcation of an ideology of austerity can help in curbing desire for material gain that may cause corruption. Philosophical guidelines of simple living and austerity from both the appointed and elected leaders can be of some helps to minimize corruption.
- Strengthening public service commission with enormous power to investigate and punish corrupt behaviour can be adopted as a measure of inhibiting corruption. Instilling ethical and moral behaviour through philosophical and theological means can also be useful for checking corruption.
- There is system of disclosures of annual returns of assets and property. According to this system every government servant has to provide an annual statement of his or her property and assets held by him or her or on his or her behalf, his/her wife, children or dependents at the entry to his or her service and this is regularly reviewed every year by the concerned ministries. This system can effectively be utilized to control for creation of assets and property illegally obtained or created. But it is a matter of great sorrow that this does not imply anything ominous rather it miserably failed to serve its sacrosanct objective. This has turned in a simple practice of describing such assets and property. In most of the cases the statement given in the prescribed format are damn lies. The authority can devise a system of checking the discrepancy between the given and the actually owned assets and properties which can put a bar to amass enormous resources by the government servants by illegal means.
- In the context of Bangladesh, the experience of Singapore may be a bright example. In Singapore, an effective control of corruption has been brought about by a leadership which is regarded as honest and up-righteous, a leadership which is prepared to act against corrupt individuals and companies, however important they may be ([Ahmed, 1981; Quah, 1989](#)). The problem of corruption shall be tackled by exposing corrupt practices in the media that can help reducing the opportunities for corruption. Through greater reliance on transparent and competitive bidding processes in large-scale public procurement and auctions can play a pivotal role in curbing corruption in these affairs. There is no dearth of laws against corruption in Bangladesh. But these laws and regulations cannot function effectively because of various interferences from different corners. These public laws must be allowed to function rigorously without any exception. The anti-corruption agency should be made free from executive branch of the government so that it can function effectively. Reducing the scope for graft can then be combined with efforts to induce higher, value system and ethical standards – through better training, developing an *esprit de corps* based on service prestige and increasing compensation.

iv) Increasing Efficiency of Civil Service

- **Improvement of Personnel Administration:** To facilitate development administration, bring efficiency and good governance some changes in personnel administrative system is crucial. These include appointment procedures, methods of payment, promotion and retirement, hierarchical structures and a body of rules to guide proceedings. Some features including hierarchies, formal rules and career systems need modifications to suit the circumstances obtaining in Bangladesh society. For ensuring an efficacious and smooth functioning of development administration the system of rigid hierarchy and strict super-ordination and sub-ordination relationship is not quite conducive to the new tasks which require healthy team spirit, collaborative problem-solving approach, collegiate decision-making process and collective responsibility ([Kapoor, 1986](#)). Appropriate changes in personnel administration especially recruitment, training, placement, performance appraisal system, promotion etc. can improve administrative efficiency.
- **Rational Recruitment Policy:** Furthermore, in democratic practice *vis-a-vis* market oriented economy where dominance of private sector is in the offing - the development administration should be achievement oriented, action oriented, performance oriented and goal oriented. Against this backdrop the underscore of a suitable recruitment policy and career system cannot be overemphasized. The recruitment policy should be wide open as to ensure a constant supply of fresh talent of the country. There should be no barriers of age, sex, caste, creed and religion in selection process. The provision of *viva-voce* as a measurement of quality should also be followed by a general standard in the questions asked to the examinee or it should be abolished.
- **Changes in Performance Appraisal System:** Result oriented performance appraisal system can help in increasing efficiency and accountability. Therefore, the performance appraisal system should be

based on merit and previous performance records of his/her responsibility and duty. Here new system of assessment or performance evaluation can be introduced. Contemporary performance appraisal in public sector offices is done on the basis of ACR (Annual Confidential Report) by the superior authority. There is not enough logic to term the ACR confidential rather it should be renamed as Annual Performance Appraisal (APA) (Aminuzzaman, 2006). ACR helps to impose considerable control over the subordinates by the higher authority. Sometimes this creates utterly problematic situation for an employee who tries to hold a distinct personality and go with his self-willed way of doing things. Excessive control inhibits innovations, enthusiasm of the subordinates. It helps to make the subordinates tame and timid. This system of ACR is not commensurate with the need of every public sector organization particularly those organizations are engaged in innovation type activities e.g. research, training, project or any other academic activities. In those organizations new system based on some prefixed criteria can be practiced for measuring performance in lieu of the contemporary ACR system. Here research can be undertaken to devise a new system of performance that will entirely be judged on merit principle and efficiency.

- **Improve Promotion Policy:** The promotion policy should be based on merit judged on an all-pervasive written test. The promotion policy should also be transparent (Aminuzzaman, 2006). In other words, performance and potential should be decisive factors along with seniority.
- **Rationalization of Pay Structure:** Financial incentives with bonuses linked to performance or consumer satisfaction and meritorious awards, would also be introduced for increasing efficiency (World Bank, 1996). Strengthening civil service compensation packages can help in mitigating corruption and that is why pay of the public sector employees can be increased (World Bank, 1996). Sometimes it is necessary for increasing efficiency to develop innovative incentive mechanisms to induce high standards of public service (World Bank, 1996).

Civil servants are generally ill equipped and insufficiently or inappropriately prepared to do the jobs required of them. In many countries qualified personnel are difficult to recruit and retain because the private or overseas labour markets offer better alternatives. In Bangladesh public administration has inadequate systems of establishment control, personnel information management and manpower planning. They cannot provide sufficient incentives to motivate staff performance. Appropriate career development and training programmes for civil servants are mainly non-existent (Nunberg, 1992). In such a situation government job should be made more attractive.

Rationalization of pay structure, career planning/ advancement, human resource development planning and capacity building programs etc. of the employees may fructify the efforts for having and retaining the best and the most talented people in the public sector organizations.

In fact, in order to attract and retain the best and experienced personnel in the professional or academic organizations, pay structure and other benefits should be different from those of other government bureaus. Arora (1979) has suggested that extra compensation should be paid to those individuals who take great interest in the development of other individuals. Different pay scale, performance evaluation, promotion policy along with some facilities can improve the existing situation of those types of organizations. Rules regulations of such organizations should be flexible so that really deserving candidates should be recruited and thereafter contained in such organizations. Sometimes the positions of chief executives can also play very decisive role for its efficiency. Government should consider the role of such organizations very crucial for ushering change, development and innovation. That is why the position of chief executive demands special qualities to take the helm of those afore-said. Here a special body for executive search of such organizations can be established under the cabinet ministry or public service commission. This executive should comply with requisite qualifications suitable for those organizations. Sometime this can entangle extra pay benefits and incentives for the position to be filled up by a means of open-ended policy through which executives other than regular bureaucratic set up can also be blessed with such positions.

As a sequel of price spiral time-to-time pay commissions are made to restructure or reorganize the pay structure of the employees of the government sector. Sometimes being politically motivated ruling party uses such attempts to increase their vote bank. Instead of setting up pay commission restructuring or increasing of pay can be done through adoption a price index system. Bangladesh Bank can prepare a list of price index of some essential commodities and they can update it every one, two or three year/s alternate. In consonance with the price spiral and inflation rate, the authority of the concerned institutions can easily fix salary of the public sector employees. Total amount of pay can be multiplied by that calculated inflation rate fixed by the competent or jurisdictional authority, *i.e.* Bangladesh Bank. Thus amount of pay can easily be ascertained. Perhaps among the countries of South Asia the compensation package or emoluments of public sector in Bangladesh is miserably low. This should be meticulously devised in order to enhance efficiency and instill morality among them. This, in turn, can contribute to reduce corruption in the public sector.

- **Transfer Policy:** There should have a regular policy for transfer of bureaucrats. After completion of certain period transfer of bureaucrats is essential and this should strictly be maintained. Flexibility can be there in it as to give a redress in case of community people's conviction against any servants of any particular area.
- **Improve Training Arrangement:** As soon as the civil officers are recruited in the service, foundation training should be imparted. The curricula of the training should be need-based so that it could be matched with his professional requirement. Training should be imparted within three years after entry into service. Indoctrination of ethical values, morality and training can serve to increase bureaucrats' understanding of the goals of the organization and it helps to promote more responsible conduct among them. Training should be linked with promotion and posting.
- **Introduction of Punitive Measures for Jurisdictional Infringement:** Jurisdictional infringement in day-to-day administration in almost all administrative units is rampant. Even secretariat administration is no exception to it. Therefore any case of jurisdictional infringement in any administrative unit should be handled with necessary punitive measures.
- **Develop Professionalism:** An encouragement of professionalism can make the civil service more impressive and thereby it can attain efficiency. In the field of carrier system, the system of position classification in lieu of rank classification can make the civil service more effective and efficient. To enhance the performance of some of the public sector organizations which are engaged in academic activities *i.e.* training, research along with projects certain measures can be adopted.
- **Need to Develop Expert Pool of Human Resources:** Inadequacy of qualified personnel is one of the chronic problems encountered by such organizations. That is why attractive service benefits *i.e.* higher scale of pay in both the initial stage and top position, regular and timely promotion, more flexible and employee friendly legal framework can help to retain skill manpower in these organizations.
- **Need to Abolish Quota System:** There is quota system in BCS recruitment system that includes district quota, children of freedom fighters, tribal people, women etc. To reduce the regional disparity district quota is used and to minimize sex discrimination and men- women ratio, women quota system is practiced. There is no sufficient rationale of such quota and it is definitely detrimental to build up a merit based recruitment system and moreover it cannot ensure better quality. So the quota system of these two categories should no more be practiced and it should be abandoned at once. In case of other quota systems in BCS recruitment system it should seriously be reviewed after taken a research on the issue.
- **Need to Introduce Lateral Entry:** Even appointments of senior personnel in administration there should have provision of direct recruitment through the system of lateral entry. These positions may include DC, Joint Secretary and in above positions too. Professional comprises of university teachers, doctors, engineers, industrialists, agriculturist, senior officers from other than administration cadre and so on should have equal opportunity to compete with the regular administration cadre personnel. This open-ended policy can make the development administration more dynamic, efficient and responsible.
- **Reduce Dominance of a Single Cadre:** Thus over exaltation of a single cadre *i.e.* administration cadre over the other cadres can be de-monopolized. The introduction of Superior Service Pool (SSP) can make the bureaucratic system more competitive and efficient. It helps to infuse fresh talents in the service. Moreover, rather than choosing members of regular cadre service employees from various public and private sector can also help to bring efficiency in public service. It may be mentioned here that many changes have taken place at national level but the pecking order within civil administration at district and Upazila level remain disproportionately biased towards the magisterial and the police function. Office responsibilities in some crucial sectors such as education and social welfare are accorded little prestige and are seen and treated as being near the bottom of the administrative pecking order (Rahmane, 1995). In the realm of development administration programs of the nation building departments should get the optimal priority from the government.
- **Improve Bureaucratic Culture:** In a bid to overcome the loopholes of current inept and corrupt system and to trim down the monopolize power of our civil servants - bureaucratic reorientation comprising its overall structure, culture, behavior, norms and standard, attitude and manner - needs to reorganize for ensuring its productivity.
- **Need to Set up MIS:** Civil service reform of any category requires reliable data on employees, ghost employees, and payrolls in the first place, and may then proceed to appropriate adjustment measures. Ministry of establishment can prepare a data bank or MIS for the government servants covering the personal and job related information. As soon as an employee enters or joins into service, relevant data should be maintained in a file that should have to be updated every two or three years alternate.

By establishing a data bank, the service of the government employee may be regularized or regulated, disciplined and well-ordered. This data bank can also help in controlling, promotion, posting, transfer, performance evaluation, pay fixation and even pension cases etc. of the employees. Every ministry and agency should also practice such data bank based on its initiated program and projects and activities etc. This would help the ministry to monitor and evaluate government programs and performance and provide more timely and economic and social statistics (Rahmane, 1995).

- **Improve Financial System:** Moreover efficiency in financial administration can be ushered through introducing improved budgeting and expenditure management system through efficient information systems, effective tax and custom administration. Here necessary technical supports are enormously required from the finance ministries and central banks.
- **Setting up Measurable and Qualitative Service Standard:** The Prime Minister of UK in 1991 introduced the system of *The Citizen's Charter* which contributed enormously to increasing efficiency. It was introduced with the aim of raising the standard of public services by making them more responsive to the wishes and needs of the people. The Charter is based on the facts that all public services are paid for by individual citizens, either directly or through their taxes. Citizens are entitled to expect high-quality services, responsive to their needs, provided efficiently and at a reasonable cost. The state organization is engaged in regulating, taxing or administering justice and in discharging, the functions of those organizations are bound to carry out fairly, effectively and courteously. *The Citizen's Charter* has empowered the common citizenry. It is not a recipe for more state action, but a statement of the Government's belief in the right of citizens to be informed and to choose for themselves. Here the concept of "value for money" has also been ascertained through - efficient and economical delivery of public services within the resources the nation can afford and independent validation of performance against standards is strictly maintained (World Bank, 1996). In our bureaucracy the quality of services can be improved by fixing a desired level of standard and in case of failure to fulfill those standards some preventive and punitive measure should be there.
- **Independent Judiciary and Computerization:** Independent court system may pave the way for having justice and discipline in the society. The personnel employed in the legal system can be imparted professional training in order to speed up their functions and bring efficiency in judicial sector. Here judicial procedure needs required overhauling of the existing system. Computerization of the judicial system with necessary concomitant aids can improve its performance. Of course, the success of all these changes will be dependent totally on its acceptability to the implementers, their commitment and willingness to adherence to those norms.
- **Introduction of Result Oriented System:** Administration pays very much importance to the process of doing things. Instead of that basic emphasis should be given to achievement. That is why it is exigently essential to simplify rules, regulation, procedure and process so that administrators do not have to waste time in maintaining unnecessary procedures.
- **Modernization with ICT and Automation:** Modernization of civil service by providing the necessary modern equipments can make the civil service more dynamic and efficient. Now it is the age of globalizations. The whole world is experiencing phenomenal change in the field of ICT in which Bangladesh has made remarkable progress. Here government should undertake positive steps to set up a holistic telecommunication network in the country so that people can ensure their easy access to these public services without having any hurdles. The service providing departments should be equipped with automated systems so that quality of public services should be provided with unnecessary harassment to the general mass. Improve Supervision and Monitoring Mechanism: Efficiency can be increased through strengthening the supervision and monitoring mechanism. Almost all the government nation-building departments are engaged in carrying out various projects addressing poverty alleviation and development of the country. In Bangladesh public sector projects are being monitored, supervised and evaluated by the Implementation, Monitoring and Evaluation Division (IMED) that is working under the Ministry of Planning Commission. The agency is responsible for all routine monitoring of projects and for preparing quarterly and annual overviews of expenditures and the attainments of physical benchmarks. The IMED also carries out inspections to verify information provided by the implementing agencies. Though officially IMED should have a decisive role for better performance of the project but this role is limited in monitoring and supervision rather than qualitative evaluation of the projects (World Bank, 1996). In order to enhance good governance and bring better performance the role of IMED should be strengthened. The jurisdictional or discretionary power of the IMED should be increased. A high powered executive body can be created that should be equipped with multidisciplinary experts encompassing renowned economist, social scientists, administrations and other professional experts from various universities, research organizations like BIDS, CPD, APD etc.

- **Capacity Building:** Capacity building in public sector management can help tremendously in increasing efficiency of bureaucracy in Bangladesh. Capacity building for public service management includes improvements in the ability of the public sector organizations, to perform appropriate tasks. This requires improvements in the ability to identify problems requiring public action, assess options for responding to these problems, formulate policies that constructively address these problems, implement activities required by the policies, and sustain such activities over sufficient time to have an impact on conditions for economic and social development (Arora, 1979). Mcguire (1994) quoted in Edralin (1997) from Indiana University used three indicators of development capacity in their study of non-metropolitan communities in the US. Their indicators include: (a) citizen participation that addresses issues dealing with community input and the strength of local political institutions; (b) community structure to address management in governmental institutions, formal linkages with other communities and higher levels of government and participation in development activities; and (c) development instruments to measure the degree to which appropriate and effective policy tools are used by the community. Cohen (1995) developed a framework for analyzing capacity-building issues and interventions that aimed at addressing some important issues. His framework consists of five dimensions: (a) targeted personnel capacity (*i.e.*, personnel who carry out critical or high priority government functions such as public sector managers, professionals, and technicians); (b) capacity-building stages (beginning with anticipating, planning, and advocating manpower needs, recruiting candidates into the public service to meet the institution's needs, managing and utilizing effectively the institution's emerging cadre of skilled personnel, training and upgrading of skills through in-service programmes, and ending with promoting an attractive public service through leadership, strategies, and rules); (c) training capacity (*i.e.* the need to identify external educational and training institutions that facilitate governments' and aid agencies' efforts to build human resource capacity); (d) external institutional, manpower, and systems support (e.g. obtaining support from institutions in charge of training, managing and retention of manpower, institutions that play a role in supporting their capacity-building efforts, information, communications, and institutional co-ordination systems support by political leaders, decision makers, and stakeholder and budgetary and financial resources); and (e) public-sector task environment factors that affect institutional efforts to recruit, effectively use, and retain skilled personnel (these include priorities for economic growth, government revenue, national plans, and budgetary allocation, public sector rules and regulations, educational sector plans and priorities, poaching of skilled personnel by the private sector and aid agencies, and national political factors, social pressures and client groups). Ensuring capacity of the public sector organizations as well as their personnel in the above-mentioned manner can contribute good governance and efficient public administration in Bangladesh.
- **Develop Political Institution:** (Tullock, 1987) quoted in Moore (1992) has also suggested some measures to reduce the role of omni-powerful bureaucracy. He points out to privatization wherever possible; to as much decentralization as possible so that the local community- the authentic societal realm- can exercise maximum influence over the apostate realm of bureaucrats and politicians and to a minimal public sector, it does not address the questions of how the (residual) public service is to be organized. The Weberian bureaucracy- known in many different names *i.e.* the rational model or the mechanistic instrumental or machine model and the critics of bureaucracy viewed that the machine is not auto-responsive it has to be directed externally by the political authority of the state (Moore, 1992). Even Max Weber (quoted in Arora (1979) was doubtful about bureaucratic accountability as he critically observed that in a modern state, day to day administration was in the hands of the bureaucracy, and this enhanced specialized knowledge, coupled with the secretive character of administrative functioning, made the accountability of bureaucrats extremely difficult. So the greatest need for ensuring good governance and development administration remains at the strengthening of parallel political institutions and authorities for balancing the undesirable concentration of powers and functions in the bureaucracy, and making it responsive to the needs and aspirations of the people and the society (Task Force Report, 1991).
Indeed, of all possible methods of holding the bureaucrats accountable, probably none is more effective in the long run than structural self-regulation and self-control. These are the two principles to build a system of bureaucratic accountability. In fact no class or group can be held responsible if it does not feel obliged to some kind of self-correction and self-control (Sethi, 1983). Moreover, (Bryant & White, 1982) quoted in Maheshwari (1983) deplored saying that when a bureaucracy is unavoidable and inescapable, efforts must simultaneously be made to humanize and professionalize it.

3. Conclusions

Modern states are welfare states, more explicitly, an administrative and developmental state. So bureaucracy is an inevitable institution for the socio-economic development of Bangladesh society. To ensure good governance and make the bureaucracy efficient, accountable and transparent qualitative political intervention is essential.

Mere structural change and modernization is not enough for that.

Rather emphasis needed to be given for bureaucratic reorientation of their behaviour, conduct and attitude etc. In order to ensure efficiency and productivity in development administration research can be undertaken to examine the recruitment system, pay structure and classification of position, performance appraisal system, promotion policy, establishment, control, transfer policy, HRD, etc (Nunberg, 1992).

To overcome the problems and challenges of bureaucracy it is now quite exigent to arrange or reorganize the state machinery for coexisting with the axiom of globalization and ICT revolution. In consonance with the concept of globalization and ITC revolution - the role, functions and responsibility of bureaucracy should be devised in a way that it can ensure accountability, transparency, productivity and efficiency by creating an enabling condition for development.

For having an accountable and efficient development administration democratic sustenance is a must. Unless and until we can understand the need for a democratic system by practicing frequent election involving adult franchise - the politics of rhetoric and rigmaroles will not be eliminated; let alone the other ills within the state machinery.

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