

Bureaucracy in Bangladesh: Past, Present Experiences and Future Expectations

Jannatul Ferdous

Department of Public Administration, Faculty of Social Science, Comilla University, Comilla, Bangladesh

Abstract

Bureaucracy plays dominant role in the development of the society and it is the cornerstone of modern society. Bangladesh has seen bureaucrats a continuous role in policy formulation and policy implementation. The bureaucracy, in present Bangladesh originates from the bureaucracy in British India. The bureaucracy in this portion of the subcontinent has experienced several ups and downs throughout the three distinct periods of British, Pakistan and Bangladesh era. The bureaucracy in Bangladesh is repeatedly apparent with the issues of corruption, nepotism, inefficiency, lack of accountability and transparency, etc. It is sometimes represented bureaucracy as an undesirable rather progressive facilitator to the progress of the country. Still bureaucracy plays traditional role and calls for a better system to meet the changing needs of the society. The service which citizen get and the services of the public servant renders, the people are disappointed with their performance quality. At present people are conscious of their rights. This paper discusses the loopholes of bureaucracy and provides recommendations to make bureaucracy efficient and meet the demands of the citizens due to the changing needs of the time.

Keywords: Bureaucracy, Globalization, Administration, Change, Reform

1. Introduction

Bureaucracy is an integral part of modern states. Contemporary regimes, regardless of their philosophy and character, practiced bureaucratic systems for the establishment of vibrant facilities and for the implementation of various programs of socioeconomic progress. No government can disregard the significance of sustaining a proficient bureaucracy (Siddiquee, 1999:88). In the age of globalization and development of information technology, the administrative reform crafts turn into one of the essential advanced approaches round the world. In the case of Bangladesh, it is not an exception that as the attainment of Bangladesh's determinations headed for economic and social progress to a large degree on the administrative reform effort. The executive organ of the government is more powerful than other organs, that rearranging the executive organ is one of the crucial improvement programs in various developing nations (Kim & Monem, 2009:1). In Bangladesh, the dominant character of bureaucracy in the state is familiar with the politicians, academics and general citizens to a great extent. Bangladesh has been and remains designate to an administrative government where bureaucrats have played a serious part both in policy construction and policy execution. Public statements aside, the politicians who are in authority have had to be contingent profoundly on the proficiency of the bureaucrats. Fragile political organizations, a dispute over the system and the functioning of the regimes, greed for authority and power of politicians have entirely backed on diverse point of bureaucratic ascendancy over the state activities. Bureaucracy as a result, is entirely vitiated by numerous complications.

The speed of modifications everywhere in the world has been a pretense growing contests to the old-fashioned character of government as supplier of public goods and services. It is demanding determinations to reconstruct the public sector as per proficient to harmonize with the shifting prospects of people. Academics and specialists from all around the world have been placing efforts in shaping the public sector by means of a system that is more appropriate for the 21st century through getting instructions from previous practice and getting into understanding contemporary actuality. Transforming from a mechanical configuration the moving world puts emphasis on heavily an organizational structure that is collective, reactive, well-organized, and economical and that generates better horizon for citizen involvement in governance functions. To reconstruct the public bureaucracy for forthcoming age, it is important that the reform determinations are genuine, founded basically on the previous practice and contemporary issues and are in orthodoxy with the local perspective (Khan & Naziz, 2013: 123). This paper centered on the analysis of secondary foundations of literature. Consequently, this paper first briefly reviews the historical background and past experiences of bureaucracy, present trends and issues of bureaucracy, followed by a discussion the paper prescribes some recommendations for better performance of the bureaucracy according to the changing needs of the time.

2. Theoretical Framework

2.1 Bureaucracy: The Conceptual Framework

Max Weber (1864-1920), the notable German sociologist, remains a name to be estimated within the progress of, society assumed in modern periods. Weber developed concepts munificently to the entire divisions of social science through his creative works. He could be viewed as the initiator of the organized study of the bureaucracy.

Weber notified social scientists to the significance of a phenomenon they had inadequately considered and understood more than anybody. He can be regarded as the guide of those academics who consequently come to be concerned and added to the thoughtful and explaining of the term "bureaucracy" (Khan, 2009: 39).

German Dictionary (1813), defined bureaucracy such as;

“The authority or power which various government departments and their branches arrogate to themselves over their fellow citizens” (Albrow, 1970:17). The development of bureaucracy turns into the practice of rationalization for some causes. Firstly, bureaucracy is a rational sensation. It denotes the procedure of rationalization in its actual presence; from side to side, it’s inside arrangements and mode of action. It is also said by Weber that it is the most rational managerial form of administration together in the public and the private sector. Secondly, the bureaucracy is the key institute for the presentation of the strict rule, which is one more vital component of rationalization. Thirdly, bureaucracy for instance a central element of the public sector is essential for the working of the capitalist economy, because the capitalist economy is grounded within an exact calculation and accounting. The nature of the modern society, particularly its procedural economic structure necessitates this scalability of concern (Gajduschek, 2003: 709).

The most famous sociological writer, Max Weber made three distinctions of authority as follows;

- a) Traditional Authority,
- b) Charismatic Authority,
- c) Rational Authority,

At present, we need to clarify Weber's Authority sets: -

- a) Traditional Authority;

Certain persons are followed for the reason that they constantly assumes that the traditional authority is applied through an inborn priest or using the English Common Law.

- b) Charismatic Authority;

Certain persons are followed for the reason of their extraordinary personalities that command straight respect from their supporters, as for example Muhammed, Christ, or Napoleon. This is called Charismatic Authority.

- c) Rational Authority;

There are not enough charismatic people all around the world, and traditional authorities cannot cope with the administration of the complex, modern society, the general trend is towards the rational bureaucratic authority (Altay, 1999: 34-36).

Weber claimed that bureaucracy stayed as the wholesome system of rational rule. Presuming that, the rational authority is described as by means of the organization through documents, constituting of administrative rules and regulation, and assignment distribution for rendering service. There are recognized ten features as the nature of administrative bureaucracy in the following:

- 1) The personal liberties of staff- associates are protected and staff -associates follow this.
- 2) There happens a vibrant discrepancy of positions among the officials.
- 3) The responsibilities of officials are noticeably specified.
- 4) Officials are employed through agreement
- 5) Officials are carefully chosen on the basis of merit and, basically merit is recognized by qualifications that they attained through passing the examinations.
- 6) Officials are provided with salaries in the system of money and, are usually permitted to have a pension. Salaries are determined in agreement with the position of every official in the institute. Officials can liberally abandon their rank and under definite conditions are being discharged from their positions.
- 7) The one and only major job of every official is to work for the organization.
- 8) The promotion of officials is contingent on the total years they have functioned, their performance of the job, and the findings of their seniors in the hierarchy.
- 9) Officials do not individually grip their positions nor adopt different means that go with their positions.
- 10) Officials follow specified instruction and discipline (Iio, 2011).

Hegel is saying that the government as demonstrative of the collective concern with the bureaucracy aiding as a connection concerning the government and numerous benefits to the general public. The government executive was organizationally categorized on three layers respectively, with varied duties. At the bottommost was a group of regular civil servants who held a subordinate position to the advanced advice-giving bureaucrats. At the top level, were 'ultimate' heads of units who in a straight line networked with the ruler. Civil servants were free of the good will of the ruler and his Ministry, committed to the concern of the state and through a trustworthiness transcending that to any specific person (Zafarullah, 1992:14).

According to Max Weber, Bureaucracy is rationally systematized deed and it is this sensation that delivers it through technical supremacy and efficiency in relation to other methods of organization. Bureaucracy, where understanding, knowledge and technical capability are significant features, there is the-expression or a kind of conduct that is ordered, rational and objective concerned. Unlike traditional forms of authority - bureaucratic authority stems from clearly defined rules. It is the legal-rational base that emphasizes 'its ability to

coordinate action over a large area, its continuity of operation, its monopoly of expertise and control of the files, its internal social cohesion and morale' (Beetham, 1987:15).

Robert Michels (1970) stretched Weber's theory of bureaucracy, formerly advanced to investigate the bureaucracy of the capitalist country, to the study of the general working class and unions of the initial stage of the twentieth century. The "iron law of oligarchy", nowadays incorporated by social-democrats and neo-Stalinists, signifies that the development and usurpation of authority by a level of permanent officials are expected characteristics of general working class groups and unions in capitalism and of some post-capitalist societal order (Panda & Patnaik, 2010:15).

Michel Crozier, a French sociologist, though supportive with Weber that bureaucracy is unavoidable and inescapable part in modern society, emphasizes on its dysfunctional sides. Basically unproductive, the bureaucratic society 'cannot correct its behavior by learning from errors'. He makes an argument, that a rigid organization incorporating job classification, job organization, and interactive relationships, yields a collapse in communication between individuals or groups. Persons and groups, in place of refining the condition, take benefit to develop their situation in the fight for authority inside the institute. This generates extra stress to put on neutral rules and integrated control. Consequently, a 'vicious circle' is at all times at work in a bureaucratic institute (Crozier 1964:187). The instructions are preordained to simplify an organized mechanism of subordinates by their superiors, "thus limiting the opportunities for arbitrariness and personal favoritism". The actions of the bureaucracy "exclude irrational feelings and sentiments in favor of the detached, professional expert". Thus, an individual may assume from the previous that Weber trusts that organizational objectives can be achieved if there is a science of management, which divides facts from the values (Habil, 2011: 106).

3. Background of Bangladesh Bureaucracy

Bangladesh in its entire public administration system carries a colonial legacy. For almost two hundred years from now Bangladesh was part of the British Empire. In 1947, the Pakistani rulers switched from the British and ruled the zone, then recognized as East Pakistan up to a rancorous war in 1971 brought about a sovereign state, Bangladesh. A colonial inscription keeps it up in Bangladesh, exclusively in political and administrative activities. The British practice assisted the bureaucracy to turn into an indispensable instrument of governance. By the side of the same period, it is alleged of succeeding the "Pakistani tradition of involvement in power politics"(Jahan, 2006:1).

The bureaucracy in current Bangladesh derives from the bureaucracy in British India. The bureaucracy in this part of the subcontinent has experienced various modifications throughout the three separate phases: the British era (1757-1947), the Pakistan era (1947-1971) and the Bangladesh era (1971-till) (Rahman, 2002:46). The organization and functioning arrangements of bureaucracy in Bangladesh are an inheritance of British colonial rule, which obstructed reform efforts taken place after the independence and produced politicization of the administration and governance system (Mollah; 2011: 137). The politics-administration boundary still rests in a misty zone. There could rise numerous gray spaces if the public administrators are to be given independence, and sections of the public sector are to be amassed-off to the private sector. However yet again at the end of the day, the politicians are in command to be detained in authority for the activities of appointing public servants and private businesspersons. Political duty in critical parts still remains a pointed matter at the milieu of public-private interchange and communications. These matters need to be discussed meticulously with the intention of utilizing the welfares of globalization. The western managerial thoughts have to be evidently realized and functioned according to the contextual demands. The Bureaucracy has to renovate, modernize and familiarize to these shifting drifts (Khan, 2003:121).

Backgrounds of Bureaucracy in Bangladesh can be sketched to the past history. Past changes throughout the Hindu, Sultani and Mughal period are vital, so far "modern" bureaucracy in this state has been expressively shaped by practically two centuries of British colonial ascendancy of the Indian subcontinent. Nearly all characteristics of Indian society were swayed and old principal organizations were molded in the British style (Khan, 2000: 64). The basic arrangement of bureaucracy in Bangladesh was recognized throughout the British colonial times.

3.1 The British Era (1757-1947)

The British rule, crossing above 200 years, left a different administrative and organizational legacy. An insignificant, but influential set of civil servants, particularly employed and instructed, controlled over an extremely consolidated administrative arrangement. They were operated as appliances of imperial mechanism, apparently to link the gap concerning the ruler and ruled. Usually, they accomplished two main tasks, such as corrective and revenue management, with certain contribution in judicial matters. The institutionalization of the administrative system was intentionally arranged to stand the expansion of local political organizations (Zafarullah & Khan, 2001). The British colonial administration mechanism, recognized as the Indian Civil Service (ICS) was entirely separated from the common crowds. The associates of the Indian Civil Service (ICS),

who was educated in Britain, actually, continued the British colonial customs and standards. The ICS officers were trained enough to retain them isolated from the common masses. Actually, the British colonial rulers utilized the exclusive and consolidated bureaucratic mechanism as a tool of suppression and regulate of the Indian inborn inhabitants so as to make stronger the base of imperial dominance. The exclusive behavior of the ICS officers persists the elites that facilitated to endure the colonial rule, even after Indianization of British Indian Civil Service. In Addition, the entrance into the ICS throughout the colonial rule was tremendously inadequate, and simply the very educated persons amongst the well-off Indians could succeed in entering the civil service career. In the British imperial rule, the bureaucracy was to be fitted so isolated and advantaged section in the society, and was very obedient and devoted to the colonial rule in the conservation of the imperial wellbeing of the colonial rulers that general crowds practiced extreme troubles in interconnecting with the bureaucrats and in getting government facility (Islam, 2011:12).

3.2 The Pakistan Era (1947-1971)

Pakistan after liberation in 1947 had innate strong bureaucratic structure. On the central part of this bureaucratic structure was the civil service of Pakistan (CSP). The CSP was actually derivative in arrangement and philosophy from the ICS (Bribanti, 1966:97). The CSP had been advanced, swayed, and acclimatized mostly by its administrative legacy, which was obviously British. Its exclusive character confirmed its special domination over significant policy formulating and policy-implementing point in the territory of public service (Khan, 1979:134).

Inside the organizational system exclusive civil servants had to shield themselves as an organization and unsatisfied key administrative reform efforts that endangered to dissolve their connections with the tradition and disruption of their dominant hold above the vital policy making points. Fragile political governance status, the domination of a minority entrepreneurial class, and inter and intraparty disputes on small biased matters backed to the creating and deconstructing of fragile coalitions that upset political expansion. The political dilemma that followed aggravated an aspiring military governance to take hold of government power in participation with the exclusive civil service. A lengthy period of military-bureaucratic domination above the state device, constant political domination, economic disparity between provinces, and disturbing policies to abolish cultural ethics of the Bengalees were contributory in the political fragmentation of Pakistan (Zafarullah & Khan, 2001). Obviously, the CSP measured itself as the legitimate successor to the ICS of entire India.

3.3 The Bangladesh Era (1971-till)

Since independence of Bangladesh in 1971, though various reform efforts have been commenced to redesign the functioning and the interaction pattern of the bureaucracy in Bangladesh, the exclusive and influential organizational system is still predominant in Bangladesh. Though several initiatives have been assumed at the contemporary time to eradicate the domination, the generalist civil servants above the specialist civil servants, the specialized generalist civil servants are utmost central point in the arena of civil service of Bangladesh (Islam, 2011:12). Organizationally no key modification was carried in the civil service after the liberation. Secretariat-field administration contradiction, functional cadre services at the top echelons of the civil service class-centered employment, and practice have sustained from the Pakistan era. Presently the secretariat comprises of 37 ministries and 43 divisions. Ministries and divisions are largely involved in formulating policy and managing the execution. Every ministry or division has a number of directorates, departments, and attached offices, that effort together by means of the field offices for that –ministry or division. Field offices are liable for executing programs, plans, and assignments accepted by the related ministry or division. Most of the ministries have their field agencies at every hierarchical executive entity that is divisions, districts, and upazilas. Field agencies of all ministries or divisions of a specific executive entity organized consist of the field administration of the related entity. Therefore, Bangladesh has field administration at different levels, including divisional, district, and upazila levels. Whereas in policy-level harmonization is enabled in the secretariat over the cabinet and inter-ministerial discussion, management at the execution level is attained through the field administration. In this secretariat-field administration contradiction, the positions in the secretariat are dignified beneficial and pleasing as ministries device the human resource tasks of fully its employees, together with field officers; assign, accept, and distribute budgets; and create policy judgments. Since the British era, the functional cadres have been the top services of the state. Right now, there are 28 cadres in the BCS. Every cadre officials has his place in Class I salary positions and enjoys the equivalent prominence and remunerations (Khan, 2013:206).

The civil service organizations in Bangladesh, India and Pakistan remain to be affected in an important method by British colonial organizational observance and philosophy, though a long time has passed since the culmination of the British rule in the Indian subcontinent. The organizational structures entirely in the three countries still depend on the ascendancy, exclusiveness and suspicion equally within the general people and elected agents. A lot of unsatisfying efforts are the outcome of the absence of political determination and bureaucratic resistance.

4. Present Realities of Bangladesh Bureaucracy

Similarly, like many other South-Asian countries, Bangladesh has an innate colonial organizational structure categorized by exclusive, protectionist, non-responsive to political direction, political corruption, inconsideration and gripped leadership with sustaining its eminence and freedoms (Khan & Naziz, 2013:125). The bureaucracy of Bangladesh is still now follows a closed system, because of several reasons.

4.1 Failure of Reform Effort

An outdated and colonial organizational structure is present in Bangladesh. The show of the civil service has not been ahead because of difficulty. Succeeding regimes tried to amend the secretarial scheme by adopting office reform expenses and appointing committees to insist on an altering civilization (Jahan & Shahan: 2009:70). Bangladesh embarked on the administrative reform initiatives shortly after its independence in 1971, through a slight sign of actual development, But the recent history of Public Administration Reforms has become nothing more than a series of reform proposals and studies. Different groups and some of the person's information were prepared on the initiative of a number of the significant development associates, chiefly the World Bank, the UN Development Programme (UNDP), the Asian Development Bank (ADB), the Department for International Development (DFID), and the US Agency for International Development (USAID) (Kim & Monem, 2009:10).

4.2 Cosmetic Change

In Bangladesh the system of government is usually careful as a congested system, which aims to oppose change. To initiate substantive improvements and optional modernisms every administrative reform committee has attempted. The Administrative reform committee named the Public Administration Reform Commission (PARC) that projected the provision of performance criteria and mentioned about the citizen's charter for important five organizations and three ministries; the constitution of three clusters of closely related ministries—economic, socio-political and general infrastructure; and three public service commission's formation—general, technical and educational services. It is necessary to focus that any of these recommendations have been executed (Ferdous, 2014: 483).

4.3 Elitism in Bureaucracy

The Bangladesh civil service shows the promises of an established bureaucracy. The bureaucracy as an elite thing and its approaches and performances attained recognition and permanence in society, yet its value system could not continuously interconnect through those of the political elites or the common public over a lengthy period of time. The bureaucracy's principles, objectives and social relations have helped its institutionalization and accustomed its dealings with other organizations in society. Repeated government failures in the previous periods and miserable performance by consecutive political leadership unsuspectingly constrained the people to be dependent on the more 'strong' bureaucracy. Traditionally, government organizations and their officials are more accustomed to the general citizens than parliament. Village people, for example, can definitely rely on themselves, on the local council officers and their selected parliamentary agents who favor to live away from their areas (Zafarullah: 2007:165-166). The whole BCS is elite or, to be more definite, created by sub-elites and taken organized method on elite advantaged group in the society. All the civil servants, employed through a particular competitive exam, get alike pay scales and are guaranteed the equal type of retirement remunerations, an improvement from a perpetual enduring career. When they are inaugurated to a rank of definite positions, they are entirely secure from job losses for political, managerial or financial causes. This supremacy complex retains them detached from the society.

4.4 Politicization of Bureaucracy

The bureaucratic culture in the nation is seriously grieved as a consequence of politicization of the organization. There were a large number of promotions and transfers of the civil servants at the previous time, completely on political concerns. Having necessary qualifications a large number of officers were deprived of due promotions, which generated a turmoil in the civil admin. Actually, Bureaucracy has an extensive ascendancy in the state organization of Bangladesh. The impartiality of the bureaucracy is analytically susceptible on account of the excessive influence of the political leaders. Such condition backs to the inequity and poor dissemination of public service, which inclines to in turn breed corruption, conspiracy and nepotism. A consecutive government by politicization of the bureaucracy has shaped a basically dysfunctional and demoralized employee. Many competent officers are suffering as officers on special duties (OSDs), inactive at home and getting their salaries simply. The government has overlooked the point that a discouraged workforce cannot convey services whatsoever incentives might be presented to them (Khan, 2012). Definitely, nobody should ignore the role of bureaucracy in achieving good governance of the state. The triumph of democracy and implementation of improvement programmes is mostly influenced by the public servants and bureaucratic administrations involved in constructing the prospect of the state. Intrinsically, the organizational arrangement along with organizations

needs to be capable, operational, lively, pioneering and progressive in nature.

4.5 Corruption

Corruption is everywhere in Bangladesh. Yet corruption has been a part of our politico-administrative tradition. There is no denying fact that after independence the organs of corruption have surrounded the whole society. Thus resilient and continued is the effect of corruption that maximum people have come to admit it such as a fait accompli. Not only the citizens have acknowledged it as a part of their daily life, but as well more terrifyingly, they sense themselves ineffective to speak about the phenomenon at any level of the state. It is generally recognized that nearly all types of corruption propagate in political and administrative life in Bangladesh. The most common form of corruption is financial bribes. The other forms of corruption are: misuse of authority, partiality, nepotism, deception, patronage, stealing and treachery. The level of corruption differs subject to how powerful a position, the individual civil servant holds. The civil servants have generally become habituated to lead a standard of living far outside their legal income. The citizens have believed the blatant truth that not anything changes without sufficiently satisfying the related civil servant (Khan, 2003:18-21).

4.6 Bureaucratic Resistance

The matter of all-inclusive administrative reform has realized in the setting of the role and effect of the public bureaucracy. Administrative reform efforts have paused for deficiency of gratitude and care by the civil servants who are liable for executing reforms that are probable to influence on them in Bangladesh. Most civil servants assume a protective outlook in the direction of the prevailing power alignment, which typically welfares entrusted interest groups as well as themselves. They perceive the reform efforts as decline their existing rank, locus, and power and arrange opposition to discourage reform execution. The propensity of most civil servants to reserve the existing state of affairs, and, preferably, encompass their area of effect within the public service arrangement, is very much obvious in Bangladesh. Fragile political leadership promotes, supports bureaucratic resistance to administrative changes. This matter is predominantly vital when the Bangladesh government devises an NPM-style reform program on the stand (Sarker, 2004:75).

4.7 Factionalism in the Public Sector

In place of executing a broad agenda of reform programs, consecutive governments have been concerned in playing with the prevailing factional conflict inside the public bureaucracy, in sustaining the existing state of affairs, and in strengthening their own backing base. The deep-rooted factionalism has many extents: conflict between the generalists and the specialists, spoils system, contestants versus recruits through competitive examinations, freedom fighters as opposed to non-freedom fighters, pro-Awami league as opposed to pro-Bangladesh Nationalist Party civil servants, civil servants with a military related contrasted with civil servants with civilian experiences, and factionalism constructed on district attachment. All these sets, bargain with the political leadership concerning difficulties disturbing their own interests. If the reform agenda that impends the benefits of specific clusters, they have a tendency to mount determined efforts to pause the execution process (Sarker, 2004:375).

4.8 Unproductive Public Management Practices

It is a recognized factor that, NPM is usually used to develop the prevailing institutes where the bureaucracy is at present, aware of the public management procedures in the developed countries. Though, in most of developing countries, as well as Bangladesh, rule of law, concrete official agendas, suitable mechanism arrangements, checks and balances, the civil service system, and responsibility systems are unproductive. Western countries are currently demanding to amend the principles of classical organization theory by means of a system of reinventing the government. In spite of good objectives, most developing states have become unsuccessful in that track. Critics debate that the guidelines of NPM for example, strategic management, performance management, etc., can be operational only when the fundamentals of the management are in place. The Bangladesh public administration has validated its insufficiencies in forming a rule-based arrangement and administering a control arrangement, causing frequent dysfunctional costs (Sarker, 2004:375).

4.9 Centralization of Power

Decentralization is approximately well-defined as the transference of political, organizational and legitimate power for formation, decision-making and overseeing public utilities from the central level of government to its field administrations, local administrative entities, semi- autonomous and para-statal administrations or else non-governmental organizations or voluntary associations of the general public.

Bangladesh is a systematic organization. Bureaucratic principles are categorized by the concentration of power, exclusivity, absolutism, corruption, deficiency of responsibility and transparency, opposition to change and the subordinate position of populaces vis-a-vis civil servants. Concentration of authority is perceived in the

propensity to centralizing power at the topmost of the ladder, leaving slight room of decision making at lower echelons. A centralized bureaucratic structure has been constructed about four diligently associated issues, specifically, the secretariat structure, the organized inclination for generalists, the cadre structure and rigid and strict forms of hierarchical position (Khan, 2002: 10). Decentralization for instance a conception is beneficial as it deals with serious matters of control and power. Leading to the understanding of certain practice decentralization is the dissemination of power amongst the various levels. In the course of implementation decision making power is essential.

4.10 Administrative Structure and Decision-making Problem

The existing managerial structure focus the marks of British regal rule – centralized choice making arrangement, strictly controlled superior-subordinate relations, the strict use of rules, as well as a patron-client relationship with the populace. Structural inflexibility, many hierarchical coatings as well as a formalistic approach towards-administrative labor has significantly slacken the choice of making procedure and delay policy and managerial harmonization and reforms. In its place of facilitating the execution process, guide to additional stoppages, buck-passing is a not an unusual phenomenon-and interdepartmental discussions. Exaltation of policies as well as programs endures. Rules connecting to accountability, sharing and allocation of power are, additional or less obviously specified other than barely followed input into practice accordingly. Governmental choices are pressured by issues other than the directorial main or yet routine (Ferdous, 2014: 483).

4.11 Gap between Bureaucrats and Citizens

There is seen an extensive gap between bureaucrats and general citizens. On the one hand, this gap causes from the authoritarianism of bureaucrats, on the other hand and their severe devotion to rules, instructions and principles. The use and explanation of instructions and rules emphasize their authoritarian personality. Their law coordination or negligence of it is frequently bothered for a common mass. Rules and regulations are rarely determined excepting upon tadbir regardless of their option to make sure of it (Jamil, 2007:20-21). This specifies that bureaucrats are more working in upholding the status quo rather than shifting the structure for the welfare of the masses.

4.12 Lack of Transparency

The propensity to spot the whole thing undisclosed and keeps citizens in the shadowy position about resolutions taken by the civil servants existed in traditionalism with the vice regal method familiarized in India by the British. The administration was considered to work merely the regal concern. Therefore, the matters of transparency in administrative actions and assessments were neither appropriate nor significant in that specific situation. The decision making procedure in the civil service in Bangladesh is quiet, non-transparent in nature. Concerned citizens do not have any prospect to acquire about how specific conclusions have been attained. Nontransparent resolution making method has made it challenging to hold civil servants responsible for their decision making (Khan, 2013:58).

4.13 Lack of Accountability

Making the civil servants accountable for their activities has demonstrated to be a challenging job in Bangladesh. Old apparatuses including hierarchy and supervision have frequently unsuccessful to achieve success. Other instruments such as the parliamentary control mechanism through several committees and subcommittees, judicial interference and the press have basically been ineffective in creating the civil servants accountable for their deeds of oversight and assignment (Khan, 2013:59). Accountability devices are whichever still not in position and they do not work properly. They are typically present in paper only. Procedures and guidelines intensify the distresses of public and defend ineffectiveness and high handedness of the administrators (Khan, 2009:171).

4.14 Problems of Recruitment

The bureaucracy was basically a tool of the colonial masters throughout colonial periods. Aimed at their particular determinations, the colonial rules retained superior importance on creating the bureaucracy an exclusive and systematized power entirely isolated from the society. The bureaucracy continued a resilient and extremely settled state device at independence (Alavi, 1972: 59-62). The matter of direct recruitment, the writings suggest that the exam method, even the amended one, is adequate to take commendable employees into the public service. It does not assess for innovative thinking and systematic aptitude. Lessons illustrate that the civil service examination is not as difficult and competitive as it was in the British or Pakistani phases. The BCS examination has converted so easily so that most of the applicants learn guides put pen to paper to answer routinely and pass the exam. The question that arranged for the BCS examination are not good enough to detect justifiable applicants for class I places. Severe claims, for example the leak of question has been made against

the Public Service Commission (PSC). The PSC has not so far resolved this difficulty or view, as claims of leakage continued to rise at each preliminary and written examination. The persistent anxiety about leakage along with politicization costs the reliability of the public service examination procedure and is producing meritorious students to reevaluate tracking public sector jobs (Jahan, 2006: 10-11).

5. Recommendations

Public service areas are still subjective by the hereditary organizations and practices. Weakening in the standard of education at large and higher education status, especially in many developing nations has undesirably affected the quality of civil servants existing at all stages. The clear resolution is to create merit-centered proficient services that are capable of accomplishment in a proper way. There is an aggregate mandate for well-timed and excellent service from the public sector. In the prevailing situation some positive steps are essential to be taken to reorganize the public service. These are:

- A mission speech in the civil service may aid to create a perfect sense of track and promise for civil servants functioning in diverse divisions within an institution.
- Motivation amongst public servants for a feeling of association in the organization;
- Shifting socio-economic situation, particularly increasing necessities for transparency have need of the government for evaluation and amend devices to confirm that public servant's behavior in consistent with ideals and standards. Simultaneously hopes of people from the civil servants have increased in relations of their behavior and presentation. Thus reforms must be suitable to equilibrium principles with modification.
- Reinforce and harmonize regime's determinations to generate a well-functioning bureaucracy. The emphasis contains some tasks such as make simpler the guidelines for the commercial segment, creating bureaucracy more citizen-oriented and accessible and streamlining principles for improved the quality for service delivery.
- It is an extreme necessity of the contemporary time and will remain to inhabit a vital room in any upcoming reform plan. A quantity of reform inventiveness has been implemented in Bangladesh to improve service delivery.
- Promoting and maintaining gender equality is at the top of the reform agenda in many countries, Bangladesh is in the line of increasing needs for gender equality. An all-inclusive policy to promote gender equality in the civil service arena as well as expansion of a fresh equal opportunity procedure like a programme for favorable act in extents of staffing, appointment, training and sexual harassment and arrangement of definite equivalent objectives at various levels have been attained over a specific period of time.
- Well-organized and efficient working of the civil service necessitates optimal operation of IT technology. Upcoming improvement is closely connected with it. Essential to raise the practice of IT technology through stress on more improvement has had an affirmative influence on output, time management and client satisfaction.
- In the existing recruitment rule, there are three methods of recruitment: direct recruitment through open competitive examinations, through promotion and transfer. Class I Officers are employed straight by the PSC by an open competitive examination into 28 cadres and the additional government service area. Thus, recruitments should be apparent and impartial.
- The assurance of political leadership can act as a powerful force after the execution of administrative reform initiatives. But, in the context of Bangladesh, political leadership is responsible for distracting the comprehensive reform agendas.
- In its place of executing broad-based reform agendas, the successive governments should be interested in small targets, which they can fulfill and keep concentrating on the targets.
- Politicization of administration as a phenomenon is common in almost all countries, it has taken a horrible situation in Bangladesh and its consequences are damaging the fundamentals of the organization. The huge influence of politicization is needed to reduce and to apply the reform of the bureaucracy and install the NPM model.
- Administrative reforms essential to be concentrated on the portion of the government in power. It is now a big point for those successive governments in Bangladesh who have dejectedly become unsuccessful to prove their capability. Numerous factors can be detected that have made silent the capability of consecutive governments to drive through reform inventiveness. The rule of law is in dividing line that affects public lives in all compasses. Therefore, the ability of the government should be amplified to bring success in administrative reform.
- Corruption eradication should be the state's number one important step to be taken into consideration against the alarming rise of political and administrative corruption and its diverse possessions on the society on the whole. It is essential to be assumed by all that abolition of corruption is simply conceivable if resilient political commitment is existent there. Lacking of solid political commitment, reorganization of bureaucracy and an energetic and active civil society for scrutinizing corruption will be a very challenging and nearly an

impossible task. Simply drastic and essential policy processes introduced and intensely assisted by a devoted political leadership and maintained and executed by an innovative bureaucracy and supervised by a systematized civil society can regulate the corruption issue in the perspective of Bangladesh.

6. Conclusion

Well, we can roughly say that the part of bureaucrats cannot be overlooked in Bangladesh as a developing country. They play a very important role in our society, the administration and efficient modification. Organizational development is not an easy job, predominantly in a state like Bangladesh which is beset with diverse complications. This does not denote that the regime should be unconcerned toward development. This paper recommends definite procedures for active reform execution. If they can avoid problems like corruption, favoritism, nepotism and make effort with devotion and neutral political approach, then Bangladesh will progress quickly. After the independence of Bangladesh in 1971, Bureaucrats are playing the role of a vibrant protagonist for the progress of the country. The productivity, efficiency and responsibility of the executive also rose to the range of time. But the situation is not sufficient to attain the objective. The political government must promise itself to reform packages, as per they are assured to yield both high political and economic settlements to the regime itself. The regime must act promptly to reestablish discipline in the governing arrangement through positive tools of direction, defense, delivery and regulation before boarding on micro level changes in the organizational arrangement.

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