

Administrative Reforms: Past Review and Current Practices in Bangladesh

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DECLARATION

I, the undersigned, on behalf of the research team, would like to state that we did not submit this study report for full or partial publishing or presentation anywhere. Moreover, it is said that the report is genuine and original and has got legitimate and followed all standards to the letter. Thus, I want to make sure that secondary literature and resources and empirical original data are widely acknowledged.

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An expert panel of public administrator, practitioner, academician, senior civil servant and trainers are under went interview to capture the administrative reforms, its past history, new challenges, and reason for failure of past recommendations. Thus, we are whole heartedly acknowledged their contribution to enrich our research report. Moreover, we are also delighted with the respondents who have given their opinion on questionnaire survey and send back to us by post, emailing and individually filled in survey questionnaire.

Finally, we would like to acknowledge the report evaluators, who have given their academic input to enrich the report a presentable and publishable one.

Research Team

ABSTRACT

Bangladesh Public Administration has experienced a number of paradigm shifts initially started with rotating the focus on a citizen-friendly administration to the contemporary concept of technology driven innovative public service delivery. Soon after independence of the country, Bangabondhu Sheikh Mujibur Rahman- the Father of the Nation, underlined times and again the importance of service delivery oriented and accountable of civil service with a clear view to replace the colonial bureaucracy. Presently, the development agenda of the government 'Bangladesh on the March towards Prosperity', on the other hand, consists of many innovative initiatives such as: efficient, service-oriented, open and hassle-free administration; at the same time, Government wanted to shape the public administration so that the economic goals are achievable. March towards prosperity is also given priority on developing a citizen friendly law & order enforcing agency; my village-my town; blue economy for opening of the horizon of development. But, all these plans yet to be accomplished.

In between, the country- particularly the public administration has faced many other exercises to bring changes in terms of restructuring institutions, updating legal systems, capacity building, strengthening good governance, rebalancing state organs through redistribution of authorities, and in terms of setting priorities, too. At least seventeen major committees and commissions for administrative reform and pay commissions have been formed and all of them submitted recommendations. Out of these (17), only seven reform bodies dealt with the entire civil service. Six were concerned with issues related micro-restructuring in the civil service. Three bodies worked exclusively about the pay structure of the civil service. The rest dealt with some specific issues, such as recruitment and promotion.

This research work is an exploratory one, by nature. The overall objective of the study is to review the reform initiatives in Bangladesh Public Administration and to capture the trend of public administration reform in the country. In particular, the research objectives, are to (i) review post independent public administration reform initiatives and its status of implementation; (ii) examine the current practices of good governance and focus of public administration reform; and (iii) identify future

requirement & change actions for better public service delivery and (iv) Finally, to provide policy suggestions for public administration reforms in Bangladesh.

To realize the research objectives both qualitative and quantitative approaches have been adopted in this study. Therefore, the study develops few research questions as stated in chapter one. Accordingly, to address the research question mixed approach was adopted to accomplish the objectives. A tool of qualitative approach KII has adopted to get the data and information from the expert, practitioners and academicians of public administration area. In regards to quantitative approach, questionnaire survey tool is also used to accomplish the study objectives. For KII thematic technique is applied to illustrate respondent interview. Quantitative data is analysed by using SPSS software. Respondents' views are captured in frequency distribution tables and percent values along with descriptive statistics, correlation and T value. Reliability test is also performed to see the variable items consistency and Cronbach Alpha results confirmed that variables items are consistent at the satisfactory level. The study variables are related with: reason of administrative reform; benefit of administrative reform; reasons for good governance; government that works (1996); failure of reform initiatives and forces for administrative reform. Those variables are measured with descriptive statistics.

The study strongly suggests to align any future reform initiative in line with achievement of Vision 2041 and Delta Plan. To do so, it also suggests to consider delineating specific time plan, benchmarks, create enabling environment, and determine responsibility for each of the reform targets. The study finds that although there have been many efforts to bring reform in Bangladesh Public Administration, many of the recommendations are yet to implement. The 'yet-to-implement' suggestions need to scrutinized in an appropriate manner so that considering the Vision 2041 including the Delta Plan, relevant suggestions could be picked up for implementation, as soon as possible. An efficient civil service is the key to constantly persuade the reform agenda. Institutional capacity building along with good governance practices are required to ensure administrative reform; human & economic resources are to be distributed equitably; and avoiding Big Bang approach is important to capture administrative reforms.

Key words: Administrative reform; reason; benefit, forces, good governance;
KII;and failure of reforms

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Chapter 1

1.1 Introduction

Public administration has been in existence since the beginning of human civilisation. Since then, as many as six paradigms are prevalent. The *1st paradigm* (1900-1926) emphasised non-politicisation of administration. Another key feature was separation of power between the three organs of government namely: executive, legislature and judiciary. The *paradigm* argues that policies will be formulated by politicians and implemented by non-partisan public servants.

In *2nd paradigm* (1927-1937), social scientists tried to set the principles of public administration. For example, social scientists broadly set the principle that the public administrators needed to formulate only policies and to execute those. In administrative theory, Henry Fayol enunciated 14 principles of management that includes essentially the division of work, authority, discipline, unity of command, unity of direction, equity, remuneration of personnel, stability of tenure, subordination of individual interests to the general interest, etc.

The 3rd paradigm (1950-1970) is an exercise to re-establish the linkage between public administration and political science. But resulted to 'define way' away' at least in terms of analytical focus-essential expertise. However, there is no denial of the fact that the former was born of the house of the latter.

In the *4th paradigm* (1956-1970) public administration as administration in that context did not matter when applying methods of administration. Part of the concept was that public, private and non-profit administrations were indistinguishable from one another. Management provided a focus but not a locus. It offers techniques, often highly sophisticated techniques, that require expertise and specialisation, but in what institutional setting that expertise should be applied is undefined.

Paradigm 5 (1970-onwards) refers to successful break of public administration with both political science and management followed by emergence as a separate discipline containing both study and practice. It admits that public administration is emerging with new thoughts in a world of globalisation, devolution and tend to redefining government. Government works in a changing phenomenon,

involves various groups, including private and non-profit organisations to deliver public goods. This kind of *paradigmshift* requires knowledge about both the institutions of government and networking.

New Public Management (NPM) has been introduced in 1980s in the public sectors of a few countries to insert business-like nature in public sectors treating the citizens or service seekers as customer. NPM focused on value for money, increased efficiency etc. In this paradigm, public administration focused on public affairs and public policy making process and its analysis. New Public Administration (NPA) emerged as a new concept as reaction against traditional one. It gives more emphasis on citizen centric service delivery approach that focuses on the ‘voice of common man’ in politics. Keeping citizens’ engagement in main thrust this approach demands that the public administration should be more responsive.

Paradigm 6 (1990-onwards) views public administration as governance. It admits, while rapid changes are occurring in technology, communication, global economy, the power and role governments result in self-assessments within business, non-profit and public sectors. As a result, their roles are changing and public administration has to equip itself with necessary knowledge and skills for coping up in the changing scenario. To some extent these various sectors should play complementary roles.

It is informed that New Public Governance (NPG) emerged severely criticising New Public Management (NPM) for over emphasis on profit, efficiency and targets fulfilment keeping aside welfare, human relation issues and procedural correctness. It recognises the strengths of both traditional public administration and NPM. In a nutshell, the main focus of NPG includes treating organisations as social units, inter-organisational relationship emphasising competition in public service delivery, neo corporatism (monitoring activities of private organisations by government), reviewing role of voluntary organizations in delivering public services and so on (Osborne, 2010).

In Bangladesh, many changes have happened in public administration since its independence. Both parliamentary and presidential forms of government were faced by the citizens of Bangladesh after its birth in 1971. In terms of administrative

reforms, several reforms reports (from 1972 to 2000) were prepared. However, suggestions were not implemented fully. Managerial dynamism, a merit-based system, solving intra-service conflict, openness, decentralization, etc were the recommendations of the reforms. World Bank Study (1996) and Public Administration Reform Commission (2000) that strongly emphasized the characteristics of NPM. Important reforms were not implemented due to lack of political and bureaucratic willingness and many other reasons.

However, the government of Bangladesh motivates public officials to practice and bring innovations in public service delivery using emerging technologies and through the tools of business process re-engineering (BPR). Maintaining 'e-nothi' or electronic filing system is another initiative to reduce time in decision making process. Many field-level offices bring small changes under Total Quality Management (TQM) measures to provide services easily. Government has introduced five machineries to ensure governmental accountability and to bring good governance in this country. These tools are Citizen Charter, Right to Information (RTI), Annual Performance Agreement (APA), National Integrity Strategy (NIS), and Grievance Redress System (GRS). APA is the initiative to appraise the performance of an institution or organization by the government. From citizen's part, they can go for seeking services from any office as per its citizen charter and if anyone could not get service of his/her logical demand through GRS he/she can find solutions. NIS is the strategy to motivate civil servants to maintain honesty in their career. The development agenda of the government 'Bangladesh on the March towards Prosperity' consists many innovative initiatives to be fulfilled, such as; efficient, service-oriented and accountable administration, developing a citizen friendly law and order enforcing agency my village-my town, blue economy-the opening of the horizon of development and so on. But, all these plans yet to be followed and to be implemented.

1.2 Problem Statement

Actually, Bangladesh Public Administration has experienced a number of paradigm shifts initially started with rotating the focus on a citizen-friendly administration to the contemporary concept of technology driven innovative public service delivery. Soon after independence of the country, Bangabondhu Sheikh Mujibur Rahman- the Father of the Nation, underlined times and again the importance of service delivery oriented and accountable of civil service with a clear view to replace the colonial bureaucracy. Presently, the development agenda of the government, such as- ‘March towards Prosperity’, including many unconventional and innovative initiatives offer focus on efficient, service-oriented, open and hassle-free administration; at the same time, Government wanted to shape the public administration so that the economic goals are achievable. In between, the country- particularly the public administration has faced many other exercises to bring changes in terms of restructuring institutions, updating legal systems, capacity building, strengthening good governance, and rebalancing state organs through redistribution of authorities, and in terms of setting priorities, too. At least seventeen major committees and commissions for administrative reform and pay commissions have been formed and all of them submitted recommendations. Out of these (17), only seven reform bodies dealt with the entire civil service. Six were concerned with issues related micro-restructuring in the civil service. Three bodies worked exclusively about the pay structure of the civil service. The rest dealt with some specific issues, such as recruitment and promotion.

However, a thorough review on the reform initiatives, including scrutiny on the relevant suggestions laid down in different reform reports yet to find any systematic study. As there remain a number of reform endeavours carried out by different commissions and committees, it is equally important to capture the trend of implementation of public administration reform-recommendations in Bangladesh. This is also a matter of interest to study how those suggestions and subsequent reform initiatives are relevant to offer good governance and better service delivery.

1.3 Study objectives

This research work is an exploratory one, by nature. The overall objective of the study is to review the reform initiatives in Bangladesh Public Administration and

to capture the trend of public administration reform in the country. In particular, the research objectives, are to (i) review post independent public administration reform initiatives and its status of implementation; (ii) examine the current practices of good governance and focus of public administration reform; and (iii) identify future requirement & change actions for better public service delivery and (iv) Finally, to provide policy suggestions for public administration reforms in Bangladesh.

1.4 Study Research Questions

(i) What were the post-independence reform initiatives and to what extent the recommendations were implemented? (ii) What are the forces and focus of reforms? (iii) To what extent reform agenda could fit into reality or could be implemented? (iv) How reform contributes to bringing change in public administration for better governance and service delivery? (v) Looking at the trend of reform initiatives and tendency of implementation what could be the policy suggestions, in this respect?

1.5 Rationale of the Study

History reveals that a well-structured public administration system was in existence in the ancient India. Bangladesh has been a part of that tradition. Kautilya's 'Arthashastra' is considered as one of the oldest books on public administration. He argued that Arthashastra is a science which deals with acquisition and protection of means of livelihood. Moreover, public administration is the most effective means for welfare of the people (Banerjea, 1916).

It is observed that the success of public administration in ancient India owes to a number of factors i.e. high performing bureaucracy along with restrained royal power; prudence of king and bureaucracy in formulation and implementation of laws respectively; and active role of the state in every sphere of the overall production system. Particularly, the Mauryan rulers were able to make balance between the interest of the regime and the subjects by dint of the efficient and effective administrative machinery (Khan, 2013).

During the medieval age emperor Akbar the great successfully implemented administrative reforms in various sectors of administration, particularly in land management. 'Inclusiveness' was one of the basic principles of this great ruler

(Rashid, 2008). A well organised check and balance system was established to ensure internal administrative accountability (Khan, 2013).

Effective and efficient public administration is now the future demand to obtain country's vision by 2030 and 2041 as well Delta Plan by 2100. Bangladesh Government has formulated Delta Plan, which has given focus on economic growth, environmental conservation, and mostly climate resilience. In order to implement this plan inclusive governance, minimized disaster risks and improvement of productivity vis a vis work performance is required. It is estimated that if Delta Plan is implemented successfully then poverty will be reduced and a number of jobs will be created in different sectors. Moreover, Delta Plan will help to minimize urban migration and business opportunity will be enhanced. Therefore, in order to harvest optimal benefits from Delta Plan public administration reforms and earlier reforms recommendations are needed to be carried out, which ultimately require a corps of efficient and effective civil servants.

Chapter 2

Literature Review

1.2 Background

Since its emergence, Public Administration has been marked by its pronounced bias towards change and reform. Although informed, evidence-based and analytical discussion of ‘Administrative Reform’, however, is not a very old phenomenon. The roots of the contemporary reforms can be traced in the Thatcherite reforms (UK) and Reaganomics (USA) in the 1980s developed in Neo-liberal politico-economic thinking. In the same period, the collapse of the USSR and the socialist bloc happened in the world. This change paved the way for the rapid transition to a market-led liberalisation of the economy and democratisation of politics. The wave against state intervention in economic activities swept through the globe that demanded downsizing of bureaucracy. At the same time, it gave prominence of the voice of people and the civil society. Another decisive factor has been ‘globalisation’ characterised by free flow of goods and services across the national boundaries (Bhattacharya, 2006). The state is under enormous pressure to become more efficient in the contemporary world of changes in markets, civil societies and global forces (World Development Report, 1997). Moreover, it is argued that in the 21st century, governments are facing challenges to create a system of governance aimed at supporting and promoting efficient economic interaction. Added to this, they have to ensure improvement in health safety, welfare and security of the citizens (Khan, 2013).

1.3 Administrative Reform: Concepts and Issues

Actually, public sectors, throughout globe, are in a ‘cyclone of change’. It is argued that a motivation for implementing public sector reform is to have a sustainable competitive advantage on other nations. Six prominent themes related to reform are performance, and horizontal government, responsiveness and political management, improving service delivery and implementation, e-governance, and flexibility and balance (Halligan, 2006).

‘Change’ and ‘reform’ are often used almost synonymously. Other commonly used concepts are ‘modernisation’, ‘reinvention’, ‘reorganisation’, ‘renewal’ and ‘innovation’. Generally, ‘reform’ means a planned and deliberate action to bring about significant change in an important segment of administration or the entire public sector (Bhattacharya, 2006). Most of the reforms face opposition from the bureaucrats because of their inherent nature to resist to change (Khan, 1998).

Administrative reform is termed as the reorganisation of state institutions aiming to rationalise the state machinery for the purpose of improving the quality of services through increased capacity of the civil service. It consists of a number of efforts that call for or lead to major changes in civil services in the form of transformation in the existing behaviour, practice and structure. Change for the sake of improvement is the essence of administrative reform (Jahan, 2013). Circumstances that are likely to result in reforms include: the existing administrative machinery may fail to produce desired outcome, administrative system may be identified as problematic, and a number of elements of the administrative set-up may be obsolete or ineffective (Huque, 2002).

Public administration system streamlined by reforms may result in optimising its capacity in terms of public management and implementation of development programmes of a country. In other words, reform is a ‘special public policy’ to enable the administrative machinery adapt with the changing environment (Cripton, Gabriela and Davis, 2010; Azizuddin, 2019). Improving the efficiency of the civil service and the performance of the public sector are key elements of administrative reforms in developing nations (Zafarullah, 2002).

Bangladesh achieved independence in 1971 after a nine months long war of liberation against the erstwhile West Pakistan at the cost of enumerable loss of lives and assets. One of the priorities of the government of the new state was to replace overhauling of archaic, anti-people, inefficient colonial administrative system that led to fragmented economic growth in Pakistan (Sarker, 2004).

1.4 Need for Administrative Reform in Bangladesh

Historically, Bangladesh was a British colony for almost two centuries (1757-1947). After that, it was a part of Pakistan (1947-1971). The common features of

these two periods were exploitation and disparity. Colonial legacy was prevalent in all spheres of the administration. The following issues emerged in a newly independent country:

- Pervasive role of government was in demand in all spheres of citizen's life. Government was overburdened with so many tasks. Private sector including NGO initiatives could partner many of these tasks;
- Dominant role of bureaucracy was prevailing in absence of developed political and other institutions;
- There was centralised decision making that made subordinate offices powerless;
- Efficiency and effectiveness of public service delivery was in question;
- Existence of culture of secrecy;
- Weakness in the control and accountability mechanism;
- 'Resistance to change' mindset of the civil servants;
- Poor service delivery and generalist-specialist conflict; and
- Corruption and lack of motivation including career planning (Sarker, 2004).

There is no denial of the fact that in Bangladesh, colonialism has been deep-rooted everywhere including the civil service. History reveals that the colonial rulers used bureaucracy as an institutional tool for the sake of serving their own interest (Huque and Ferdous, 2019). Soon after independence of the country, Banglabondhu Sheikh Mujibur Rahman- the Father of the Nation, underlined time and again the importance of service delivery oriented and accountable of civil service with a clear view to replace the colonial bureaucracy. However, the vested interest group remained silent to aggressively deal with change related initiatives in administration and ultimately there had been no major changes. In countries like Bangladesh, most of the prevailing laws were legislated in the colonial regime. Ironically, the bureaucrats of such countries claim with pride that they practice the colonial system introduced by the British rulers. Because of this kind of mindset, they fail to realise that the age-old laws and systems as obsolete and ineffective; and thereby the legal and institutional systems remained almost unamended (Hughes, 1998).

1.5 Reforms in Bangladesh (1971-1975)

Most of the developing nations inherited a colonial legacy with much dependency on the western countries and suffered difficulties to work with such system effectively. However, many of the newly independent countries have successfully transformed their civil services in line with the purpose of development. Others failed, lagged behind and remained dependent on assistance from the West (Farazmand, 2002). Like other decolonised countries, leaders of newly independent Bangladesh faced constraints with the outdated laws and archaic public institutions that were not pro-people and development oriented. Therefore, various regimes including democratically elected and military dictatorships have introduced administrative reform initiatives aiming at organisational, technical and behavioural transformation of the civil service (Haque and Ferdous, 2019).

It is evident that almost all regimes of Bangladesh, irrespective of nature, i.e., civil or military, appointed committees and commissions for the purpose of administrative reform. At least seventeen major committees and commissions for administrative reform and pay commissions have been formed and all of them submitted recommendations. Out of these (17), only seven reform bodies dealt with the entire civil service. Six were concerned with issues related micro-restructuring in the civil service. Three bodies worked exclusively about the pay structure of the civil service. The rest dealt with some specific issues, such as recruitment and promotion (Khan, 2016).

Soon after independence in 1971, Bangladesh government felt the need for administrative reform i.e. reshaping the colonial administrative set up in line with the needs of a sovereign country. One of the aims of the liberation war was to end socio-economic exclusion and exploitation in the society, and to terminate civil-military bureaucratic regime. Socialism, secularism, nationalism and democracy were made basic principles of the state by constitution to establish a socialist egalitarian society free from exploitation (Rabbi and As-Saber, 2012).

In order to suggest ways of re-establishing and re-vitalising the administrative machinery Civil Administration Restoration Committee (CARC) was appointed soon after independence. The Committee recommended a secretariat structure consisting of

twenty ministries. It also submitted plans for the rehabilitation of field level administration. CARC did not make any recommendations indicating ‘significant departure’ from the system established by the Pakistan government. Rather it anticipated that radical changes including civil servants in important positions may result in difficulties (Huque and Ferdous, 2019).

It is argued that pressure from the reformists within the ruling party (Awami League) and intellectual group paved the way to the formation of the high-powered reform body i.e. Administrative and Services Re-Organisation Committee (ASRC) in 1972 (Zafarullah, 2002). The four members committee was headed by a professor of the University of Dhaka (Muzaffar Ahmed Chaudhuri). One parliament member, one academic and one senior civil servant were the other members (Huque and Ferdous, 2019). The Committee thoroughly examined the existing public administration system and made some significant recommendations. These were fairly advanced and to some extent ‘radical’ (Zafarullah, 2002). The first National Pay Commission (NPC1) was formed during this period. The recommendations of ASRC include a single, classless, unified grading structure with an appropriate number of different pay scales combining different levels of qualifications, skills and responsibilities. To develop an integrated public personnel management, the committee recommended the following measures: a merit based rational selection process; long-term career planning; formulation of a general training policy; coordinated institutionalised training; merit-cum seniority-based promotion. But these ‘radical’ recommendations were not implemented by the government. However, the recommendations of NPC1 to replace the existing 2200 pay grades with 10 were implemented (Khan, 2009; Khan, 2016).

1.6 Reform Initiatives in Bangladesh during Military Regimes

The first military takeover occurred in 1975, the year when the Father of the Nation Bangabandhu Sheikh Mujibur Rahman was assassinated. The military government formed a Pay and Services Commission (P&SC) in 1976 to work on the restructuring of the civil service. One of the major tasks was recommending a suitable pay structure for public servants. The ten member’s body included five full time and five part time members (Huque and Ferdous, 2019). It recommended for an all-purpose civil service through inclusion of all functions within the scope of the civil service. It underscored need for merit system for recruitment and promotion. It also

suggested creation of an apex cadre comprising talented, experienced and efficient members from all cadres through appropriate and systemic selection. The Commission recommended for fifty-two pay grades for the purpose of overcoming redundancy (Khan, 2016).

A number of the major recommendations were implemented with few adjustments. These include creation of twenty-eight services within fourteen main cadres; creation of Senior Services Pool (SSP); and introduction of New National Grades and Scales of Pay-NNCSP (Khan, 2016).

Immediately after the second military takeover in 1982, the new government formed a Martial Law Committee (MLC) for examining the organisational structure of civil service-Ministries, Divisions, Departments, Directorates and so on. It was also assigned to determine the actual need of manpower by reviewing the existing and sanctioned manpower; formulating charter of duties for public servants; requirements and use of various facilities of public servants such as accommodation, telephones, vehicles and equipment. MLC 2 was appointed in the later part of 1982 with mandate to approve the revised organisational arrangement after examining the recommendations of MLC1. Both of the Committees were headed by in-service military officials (Huque and Ferdous, 2019).

The major recommendations include reducing the number of ministries and civil servants (mostly at lower levels); restructuring the role of secretariat and other executive bodies; and delegation of financial and administrative power. As recommended by the MLC1&2, there was a trend declining the number of ministries and lower-level public servants. The number of ministries was reduced from thirty-six to nineteen. The existing 243 Departments, Directorates and subordinate offices went down to 181 and the number of officials mostly belonging to the lower levels were curtailed from 9440 to 3222. Moreover, the implementation of the recommendations resulted in reduction of public statutory bodies from 155 to 109. A total of 28,740 posts were identified as surplus and thereafter abolished (Khan, 2013). Later on, the number of ministries and lower-level employees increased again, gradually (Khan, 2016).

One of the important focuses of administrative reform committees was to deal with local government system of the country. They emphasised on decentralisation of government activities accompanied by an active network of local government bodies. Local level planning and implementation of development initiatives/projects by local government bodies commonly remained in the reform recommendations. Particularly, two committees namely, Committee for Administrative Reform and Reorganisation (CARR) and National Implementation Committee for Administrative Reform and Reorganisation (NICARR) highly emphasised on this process. The CARR was assigned to make recommendations in their given domain. On the other-hand, the NICARR was formed to facilitate to implement the recommendations made by the CARR. It was also assigned for planning the phases for changes recommended by the CARR. Preparation of a detailed plan to determine the number of offices and personnel from the defunct sub-Divisions to the new administrative unit Thana (renamed as Upazila) were included in its responsibilities (Huque and Ferdous, 2019).

The Committee for Administrative Reform and Reorganisation (CARR) made a number of important recommendations for paving the way to determine administrative, functional and judicial powers to the field level to be exercised by elected public representatives. However, in reality the implementation of these recommendations led to the delegation of limited administrative and financial power to the lowest administrative unit with real control still in the hands of the national government (Khan, 2016).

‘Special Committee to Review the Structure of Senior Services Pool (SC) recommended continuation of the SSP. Moreover, the Committee suggested that Public Service Commission will conduct the competitive examination for the entrance of the officers of deputy secretary level to the Senior Services Pool. The recommendations were referred to the Cabinet Sub-Committee. The Sub-Committee recommended to abolish the SSP and it was implemented accordingly (Molla, 2014).

1.7 Involvement of Development Partners

Initially after independence Bangladesh had a stand to maintain a distance from the Development Partners or Multilateral Development agencies. However, being struck by huge economic crisis the country started softening its views about the

International Development Agencies-IDAs. As a result, relation between Bangladesh and IDAs became closer and the latter got involved in various matters including administrative reform (Rabbi and As-Saber, 2012).

International Development Agencies spent considerable efforts and resources to bring about positive changes in the civil service in terms of efficiency, productivity and accountability. The main focus of World Bank (WB) and United Nations Development Programme (UNDP) sponsored studies rotated around organizational and personnel management including institutional and human resource capacity building for good governance. Those studies suggested the mechanism for improving efficiency and effectiveness in the public sector of Bangladesh. Enhanced capability of the civil service for implementing the Structural Adjustment Programme (SAP) undertaken by the Bank was the particular focus of WB (Sarker, 2004). The WB undertook civil service reform programme and Bangladesh worked on various areas such as information systems, undertook diagnostic work, and restructured employment and management incentives for public servants (Rabbi and As-Saber, 2012).

The World Bank Study titled ‘Government That Works: Reforming the Public Sector’ was conducted in 1996. The study recommended the introduction of a competitive and market based public administration in Bangladesh and called for limiting the scope of public administration; enhancing the responsiveness of public service; streamlining and overhauling the rules regulations and processes; and maintaining an efficient, committed and professional corps of public servants (World Bank, 1996).

The World Bank expressed that implementation of administrative reform is a difficult task in a country like Bangladesh. However, it cautioned non implementation of reform would be very costly. The cost will occur in the form of lower economic growth; continuous poverty; and less service for more pay by the citizens. However, none of the major recommendations by the WB were implemented by the government (Khan, 2016).

United Nations Development Programme (UNDP) conducted a study titled ‘Public Administration Sector Study (PASS) in 1993. The study made a total of fifty-

two recommendations (Khan, 2016). The major recommendations include introducing strategic management in all public sector offices; integration of planning and budgetary systems; and the establishment of result-oriented management systems through setting objectives and measures of outputs and impacts (United Nations Development Programme, 1993). The major change directions of this study include the infusion of responsiveness, transparency and accountability in the public sector (Zafarullah, 2004).

Another study titled ‘Building a 21st Century Public Administration in Bangladesh was conducted by the UNDP in 2007. The study identified the drawbacks of Bangladesh civil service and recommended major changes to overcome these weaknesses. The proposed changes had clear focus on managing changes; improving human resource management; human resource development; and organisational performance management (Molla, 2014).

A tour to United Kingdom by a four-secretaries group was sponsored by the British government supported Overseas Development Agency (later renamed as Department for International Development-DFID) to learn and suggest for more predictable and timely suggestions for administrative changes in Bangladesh. The group submitted a meticulous report containing suggestions for administrative reform to the Bangladesh Government on the basis of the study tour. The report suggested merit-based recruitment and promotion; incentives for better performance; improving financial management and so on (Sarker, 2006).

‘Taming Leviathan- Reforming Governance in Bangladesh’ was another study conducted by the World Bank in 2002. Its main focus was rapid and sustainable development of Bangladesh. The report emphasised that for achieving rapid and sustainable development enhanced awareness and capacities of civil society was imperative. Judicial reform for proper application of law, strengthening accountability within organizational mechanism, side by side the needs for human development had to be prioritised. It further suggests for a coherent approach conducive to improved governance and institution building of the country (Molla, 2014).

1.8 Public Administration Reform Commission (PARC): NPM Influenced Drive

Public Administration Reform Commission (PARC) was constituted in 1997 headed by ATM Shamsul Haque, a retired civil servant. The PARC submitted its report in 2000. It was mandated by the government to recommend policies, programmes and activities to ensure efficiency, effectiveness, transparency and accountability in the public sector and thus enable the government to bring about even national development (Government of Bangladesh, 2000). The commission categorically mentioned in its report that it had taken New Public Management (NPM) measures for improving the performance of public sector (Khan, 2006).

During 1980s and 1990s, NPM was termed as a global paradigm emerging in contemporary public administration. Some commentators even argued that NPM was a world-wide phenomenon, moving swiftly from one country to another, manifesting a kind of global demonstration effect. It is an “irresistible force” rapidly spreading across Europe, leading to the “internationalisation of public management”. Almost in every government with developed political systems and highly institutionalised administrations there is a new emphasis on the well-designed administrative set-up for public management (Sozen and Shaw, 2002).

According to Hood (1991) and others, the key features of NPM are: Improving human resources; Staff involvement in decision making; Usage of information technology; Explicit standards of performance; Removing unnecessary controls; Treating public as customer or client; and Contract out/ privatisation.

Pollitt (2001) has suggested the following components of NPM: More emphasis on output and outcomes rather than input and process; introducing realistic and effective performance appraisal mechanism; Replacing large, multi-purpose and hierarchical bureaucracies by more specialised, lean, flat and autonomous organisational forms; Substituting hierarchical relationships by contract-like relationships; Shift towards efficiency and individualism; and Emphasis on public-private partnership.

The advocates of NPM have identified the following strengths of this new model: NPM enables organisations produce more transparent budgets from an

accounting perspective, with performance indicators for outputs and attributing costs to outputs; organisations engage themselves in principal-agent relationships consisting of networked contracts tied to efficient performance; public service functions becomes disaggregated and decentralised into quasi-market and/or quasi-contractual arrangements; foster public-private competition through the roles of provider and purchaser; and minimise the size of the provider agency, facilitating greater exit and entry in the provision of public services for maintaining an effective market for these services (Budd, 2007).

As stated, recommendations of The PARC reflect the basic characteristics of New Public Management to a large extent. These include: improving service delivery; determining missions and functions; introducing performance monitoring and result oriented performance appraisal; delegation of power to subordinate and field offices; merit based recruitment, selection and promotion; separation of judiciary from the executive; market based pay and salary structure; privatisation and contracting out; reducing wastage; appointment of Ombudsman; introducing citizen's charter; establishment of an independent anti-corruption commission; enhancing users' fees in respect of utilities and services; turning public sector hospitals into limited companies; stopping irrational system loss etc (Khan, 2006).

A number of recommendations including separation of judiciary from the executive; privatisation and contracting out of public enterprises; establishing an independent Anti-Corruption Commission; reducing number of ministries have been implemented. However, significant change in terms of economy, efficiency and effectiveness in managing public affairs is hardly found in the recent past as recommended by the PARC (Obaidullah, 2006).

Meanwhile Despite having much promise and success in countries like the UK and New Zealand, New Public Management has been criticised from different quarters. Public sector is treated as homogenous. The diversity of this sector in terms of tasks, values and relationships is often ignored (Sarker, 2006). NPM is arguably too much lenient to private sector. For instance, one of the assumptions of NPM remains-private sector is more efficient than public sector in terms of its management practices i.e. delivering its products or services with greater economy and effectiveness (Norton, 2007). Critising the businesslike approach it is argued that running business

and governing state are quite different (Stoker, 2006). Moreover, NPM is said to ignore the distinct welfare nature of public sector and more concerned with profit (Hughes, 1998).

Table 2.1: Reform Initiatives Undertaken by Government of Bangladesh (GoB)

	Commission/Committee	Year
1	Civil Administration Restoration Committee (CARC, 1971)	Appointed on 27 th December 1971 Submitted report on 4 th January, 1974
2	Administrative and Services Reorganisation Committee (A&SRC)	Appointed on 15 th March, 1972 Submitted report in two phases in April 1973 and May 1974
3	National Pay Commission (1 st NPC-Headed by MA Rashid)	Appointed on 21 st July 1972 and submitted report in 1973
4	Pay and Services Commission (P & SC)	Appointed on 20 th February 1976 and submitted report on 27 th May 1977
5	Martial Law Committee (MLC 1 headed by Brigadier Enamul Haque) for examining administrative set-up Ministries/Divisions/Directorates and other organisations	Appointed on April 1982 and submitted report in phases between 31 st May-August 1982
6	Committee for Administrative Reform and Reorganisation (CARR-Headed by Rear Admiral MA Khan)	Appointed on 28 th April 1982 and submitted report on 22 nd June 1982
7	Martial Law Committee (MLC2) for examining organisational setup of statutory corporations	Appointed on 8 th May 1982 and submitted report on 17 th April 1983
8	Committee for Examination of Irregularities in Appointment and Promotion of Officers and Staff in the government (CEI)	Appointed on 9 th September 1982 and submitted report on 17 th April 1983
9	National Pay Commission	Appointed on 31 st May 1984 and submitted report in 1985
10	Secretaries' Committee on Administrative Development (SCAD)	Appointed on 20 th April 1985 and submitted report in 1986
11	Special Committee to Review the Structure of Senior Services Pool (SC)	Appointed on 23 rd December 1985 and submitted report in 1986
12	Cabinet Sub Committee (CSC)	Appointed on 3 rd June 1987 and submitted report on 22 nd June 1989

13	Committee to re-examine the necessity of retaining certain government offices in the light of changed circumstances	Appointed in 1989
14	National Pay Commission	Appointed in August 1989 and submitted report in 1990
15	Commission for review of Structure of the Local Government	Appointed in 1991
16	Administrative Reorganisation Committee (ARC)	Appointed in August 1993 and submitted report in 1996
17	Local Government Structure Review Commission	Appointed in 1993
18	National Pay Commission (4 th NPC)	Appointed in August 1996
19	Local Government Commission	Appointed in 1997
20	Committee for Recommendation of Financial Powers and Sources of Financing Local Government Institutions	Appointed in 1999
21	Public Administration Reform Commission (PARC)	Appointed in 1997 and submitted report in 2000

* detail is enclosed in Annexure 1.

1.9 Good Governance Programme: Influenced by NPG or Responsive Governance

Amid severe criticism of New Public Management, a new paradigm-New Public Governance (NPG) emerged. However, The United Nation's Report has branded the newly emerged paradigm as 'Responsive Governance' (Kim and Monem 2009). The key features of NPG are:

- Considers organisation as a social unit;
- Gives emphasis on the satisfaction of the external as well as internal stakeholders (employees);
- Acknowledges the increasingly fragmented and uncertain nature of public management in the twenty-first century;
- Concerned with 'relational organisation';
- Posits a plural state, where multiple inter-dependent actors contribute to the delivery of public services and where multiple processes inform the policy making system;

- Focus is very much upon inter-organisational relationships and governance of processes, and it stresses service effectiveness and outcomes;
- Lays emphasis on design and evaluation of enduring inter-organisational relationships, where trust, relational capital and relational contracts act as core governance mechanisms; and
- Combine the strengths of both Traditional Public Administration and New Public Management by recognising the legitimacy and inter-relatedness of policy making and implementation/service delivery processes (Osborne, 2010).

The Good Governance Programme (2008) was formulated in line with the national policies and priorities set by the caretaker government that held office during 2007-2009 in collaboration with Asian Development Bank (ADB). It focused on three key areas namely transparency and anti-corruption, judicial independence and undertaking a broad set of reform initiatives for democratic governance. The key features are: sound economic performance; ambitious political and economic reforms; privatization efforts; transformation of public enterprises into companies; regulatory reforms; and wide-ranging governance reforms (Asian Development Bank, 2008). A new body i.e., Regulatory Reforms Commission (RRC) was established to oversee the Good Governance Programme. Later on, the commission was abolished by the government.

The wide-ranging reforms under Good Governance Programme include: preparation of National Integrity Strategy (NIS); separation of judiciary from the executive; reconstitution of the Public Service Commission (PSC); establishment of Grievance Redress Mechanism; promulgation of Local Government commission Ordinance; promulgation of Right to Information Ordinance; and promulgation of National Human Rights Commission Ordinance (Asian Development Bank, 2008).

From the above discussion it appears that GGP was influenced by new paradigm of Public Administration System- New Public Governance (NPG) or Responsive Governance. The recommendations resemble the key features of NPG to a large extent.

The implementation status of Good Governance Programme is as follows:

- National Integrity Strategy was formulated after wide consultation.
- Grievances Redress System (GRS) was established in ministries and departments.
- Judiciary was separated from the executive in 2007.
- The Public Service Commission was reconstituted aiming at to make recruitment and selection process more transparent and curb corruption and patronage.
- Local Government Commission was established following promulgation of Local Government Commission Ordinance.
- Truth and Accountability Commission was established and subsequently abolished.
- Right to Information Ordinance and National Human Rights Commission Ordinance were promulgated. Later on, National Human Rights Commission was established.
- Bangladesh Telegraph and Telephone Board been transformed into a public limited company and renamed Bangladesh Telecommunications Company Limited (BTCL).
- Bangladesh Civil Aviation Authority has been made open for participation and investment from private sector.
- Biman Bangladesh Airlines has been restructured into a public limited company by selling shares through capital market (Asian Development Bank, 2008).

1.10 Digital Bangladesh': The Recent Wave of Reform

Emphasis on e-Governance shapes the recent wave of administrative reform initiatives. The present regime is endeavouring to introduce e-Governance through its campaign 'Digital Bangladesh' by optimal utilisation of Information and Communication Technology (ICT). This is one of the election pledges of the present government. Therefore, it has been supported with strong political commitment and it has achieved significant progress. Moreover, increasing use of ICT can bring about positive changes in bureaucracy in terms of structure and functions. It may also result

in ensuring accountability, transparency, and responsiveness of the state machinery for delivering better service to the service recipients (Rabbi and As-Saber, 2012).

The present government has introduced Vision 2021 as a charter of change that aimed at transforming Bangladesh from LDCs to a middle-income country. Subsequently the ‘Vision 2041’ has been adopted in line of ‘Vision 2021’ to end absolute poverty and to be graduated into a developed nation by 2041. The Perspective Plan 2021-2041 has been prepared to translate the policies and programmes enshrined in the Vision 2041 into development strategies. The institutional basis of this plan is fourfold, such as, good governance, democratization, decentralization and capacity building (GoB, 2020).

Except the conventional efforts and mega initiatives, the Government has introduced unique ideas and approaches to give a boost towards accomplishment of the goals of the Visions. Such endeavours include-

Introduction of Union Digital Centres (UDCs) throughout the country with a view to offer ‘services at doorstep’ through increased use of technologies. A network of more than five thousand Digital Centres across the country have been contributing to increased access to information and services by the rural people.

From the perspective of ‘open government’ and ‘ICT driven service delivery’, Government has introduced a fresh version of national web portal through integration of more than twenty-five thousand government offices’ interactive websites. Content customization of the web portal was provisioned through engaging workforce of the respective government offices; and to do so, such an initiative involved capacity inputs for thousands of government employees who are given responsibility for further update and maintenance of respective websites with a sense of ownership, pride and motivation.

At the same time, Government wanted to use the potentials of social media to create a bridge between users and public sector service delivery offices. An official guideline was drafted and circulated by the Cabinet Division, in this respect. However, this initiative lost its momentum at last.

More importantly for the first time in Bangladesh Public Administration, Government injected a unique idea of ‘micro-innovation in public service delivery’ by involving frontline government officers. Particularly, government offices and individual public employees were widely encouraged to experiment on small changes in their service delivery mechanisms through use of a combination of digital tools and business process reengineering tools. The Prime Minister’s Office, Cabinet Division, Ministry of Public Administration, ICT Division, and leading training institutions partnered to offer diverse capacity development interventions to create an ambiance within Bangladesh Civil Service (BCS) regarding innovation in service delivery. The concepts of TQM and Kaizen also adopted to bring small improvement projects by government officials. In line with the above, introduction of Public Administration Award in 2016 remains as a milestone to officially encourage and to offer recognition for change initiatives undertaken by public employees and institutions in the country.

One of the important suggestions offered by the Public Administration Reform Commission, 2000, was to introduce a mechanism for receiving and redressing public grievances to ensure better service delivery and accountability of the public administration. Grievance Redressal System (GRS) has a significant role to play to drag administrations to become accountable to citizens, to improve quality of services, and to strengthen good governance practices. It creates an effective feedback loop between citizens and government offices. The Cabinet Division introduced a format for centralised GRS, both in manual and online platforms, to mitigate complaints of service recipients. The online platform, which is an interactive web-based software and portal, can handle grievances with a range of procedures to facilitate reporting and resolution of grievances in a non-threatening, supportive environment. The system is available online at www.grs.gov.bd.

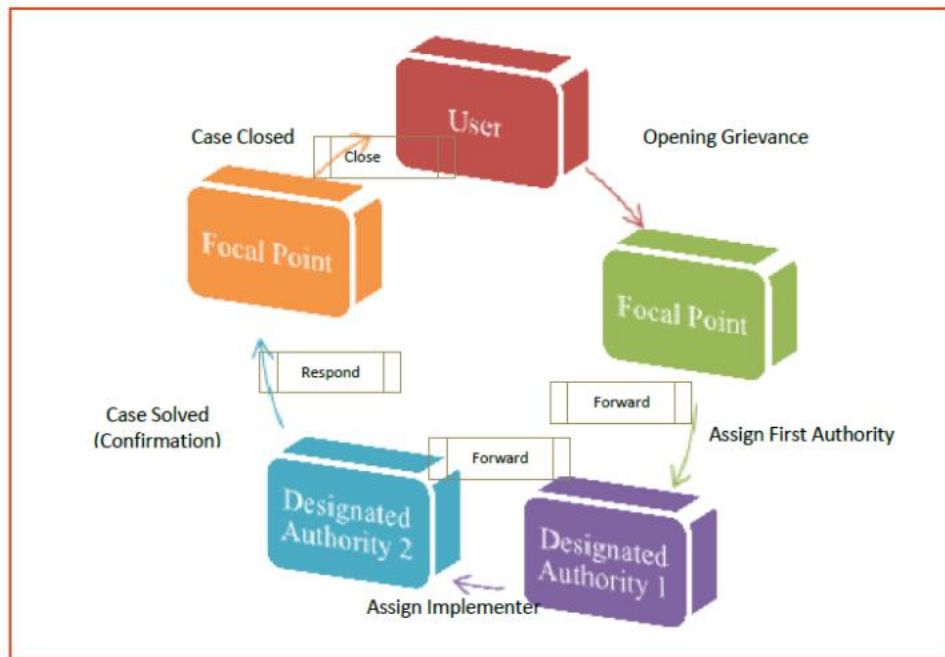


Figure 2.1 Grievance submissions and redress flow (Source: www.grs.gov.bd/Home/flow)

Fundamental rights of the citizens as declared by the Constitution of Bangladesh include freedom of thought, conscience, and speech; where, right to information is an integral precondition of those ones. Thereby, the Government of Bangladesh has enacted the Right to information Act 2009 to ensure free flow of information and citizens' rights to access to public information. The Act provides detailed mechanisms to ensure rights to access to the information of public offices and includes punishment for denial or failure to provide information by the offices. It has been an effective tool to facilitate openness, transparency and accountability in government organizations- which are ultimately, precursors of corruption-free and good-governance atmosphere. Following the provision of the Act, Government has also established an independent Information Commission for this purpose. This is a important step that has added significant value towards public sector reform in Bangladesh.

Building upon the past experiences, Bangladesh Government has introduced the National Social Security Strategy (NSSS) in 2015. The NSS seeks to streamline and strengthen the existing social protection programmes. It underlines the commitment to reduce poverty, improve human development and reduce inequalities. The core of the NSSS is programme coordination and consolidation along lifecycle

risks for the vulnerable part of the society including children, working age people, the elderly, and persons with disabilities. The formulation of the NSSS elevated the government's initiative of social protection even beyond the safety net and ladder models. The NSSS has introduced newer trends in the thinking process of civil servants and public representatives regarding social protection ([ABCD-of-Social-Protection-in-Bangladesh-Final-17-June-2017.pdf](#) (socialprotection.gov.bd)).

Good governance goals cannot be achieved through conventional means of strengthening institutions, capacity building programmes, enhanced participation of people only. Rather, it has to be looked into from a deeper perspective of nurturing human values, morals, ethical practices too. Government of Bangladesh has adopted National Integrity Strategy at state level. The very purpose of the NIS is- a) national parliament to emerge as a place for fair and rational debate for law-making, b) ensure that local government is people-oriented, accountable, transparent, and independent, c) continue to foster an environment where civil society remains articulate, non-partisan, and vocal about national integrity, so that citizens can effectively demand transparency and accountability from public institutions. It can be considered as a milestone step that gives emphasis on an inclusive approach to bring change in public administration.

The concept of citizen's charter is the direct outcome of the recommendations provided by the Public Administration Reform Commission (PARC) in 2000. To meet the citizens' expectation; the PARC recommended the introduction of a citizen's charter in different public offices. In 2007, the Cabinet Division took the initiative to implement citizen's charter, and Ministry of Public Administration communicated the decision by issuing a circular to most of the government Ministries/Division/Departments and Subordinate Offices to implement it. Consequently, The Secretariat Instruction, 2008 and The Secretariat Instruction, 2014 of Bangladesh included a provision of publicizing citizen's charter. Cabinet Division issued an instruction for the formulation of citizen's charter for the Ministries, Divisions and Directorate in January 2017. Uniform format of citizen's charter for the Ministries, Divisions and Directorates was approved by the Cabinet Division in 2015, whereas, the uniform format of citizen's charter for field offices was approved in 2017. Citizen's charter has been introduced in almost every sector of public

administration, and it may be considered as one of the most effective tools for ensuring accountability (Rahman et al. 2021).

The need for improving governance in the public procurement management area was long-pending. The first "Public Procurement Reform Project" with IDA assistance approved on 14 February 2002 clearly defined its implementation objectives as to 'contribute to improved performance in public procurement through introduction of measures to make the public procurement system compliant with internationally agreed norms for efficiency, transparency and accountability with the increase of procurement capacity through training and creation of a pool of national procurement professionals. In order to achieve its aim and objective, a permanent unit, named as Central Procurement Technical Unit (CPTU) was established in 2002 as implementing unit in the field of procurement reform and reform implementation monitoring. Reform process was carried out with ultimate outcomes of formulation and issuance of a unified procurement processing system (Public Procurement Regulations 2003), Implementation Procedures for PPR 2003, Public Procurement Processing and Approval Procedures (PPPA), Revised Delegation of Financial Powers (DOFP) and several Standard Tender Documents (STD's)/Standard Request for Proposal Document for the procurement of Goods, Works and Services. Later on in 2006, the Public Procurement Act was passed by the Parliament (PPA 2006) and in 2008, a new set of Public Procurement Rules (PPR 2008) was issued (CPTU | Central Procurement Technical Unit).

1.11 Reasons of Reform Failure

It is argued that despite a large number of efforts by the government and donor agencies no significant changes have taken place in the civil service of Bangladesh (Molla 2014; Huque and Ferdous 2019). As a result, a system characterised by change-without-change policies still exists. A highly centralised administrative system has been frustrating all reform initiatives due to lack of political will and resistance to change by the bureaucracy (Khan, 2009; Kim and Monem, 2009).

It is quite natural that need for overcoming unsatisfactory conditions in the society drives administrative reform initiatives. Reform ideas ideally take shapes from the assessments of the needs of the society; political debates; media reports; and

expert recommendations particularly from the development partners (Huque and Ferdous, 2019). Reform committees, commissions meticulously examined the prevailing deficiencies of the civil service and prepared their recommendations. But major overhauling of the civil service still remains a far cry as a result of bureaucratic resistance to change (Khan, 2016). Reform initiatives led by government commonly consist of retired or in service civil servants of Bangladesh. As a result most of the reform initiatives reflect the interest of the civil service rather than public interest (Huque and Ferdous, 2019).

A report of Asian Development Bank identified the following reasons behind the failure of reform initiatives in Bangladesh: outside interference in decision making; politicisation of the civil service; piece meal reform and lack of vision and coherence; nepotism and favouritism; lack of delegated authority to mid-level and local level public officials; lack of public scrutiny by public administration; and reluctance to citizens' demands for improving public administration. Moreover, some of the reform programmes especially by the development partners were over-ambitious, ill-conceived or not adapted to the local context (quoted in Kim and Monem, 2009). Although, there is caution that public administration should be broad based and free itself from bias to the western culture (Khan, 2013).

It is also argued that most reform initiatives have been able to implement cosmetic changes only. The public administration is still largely centralised; and mostly hierarchical consisting of multiple layers of decision making. Some of the barriers, in this regard, include: lack of human resource planning; inconsistency in posting; lack of incentives; obsolete performance management system; lack of linkage between career and training; and lack of mobility in career (Kim and Monem, 2009). Corruption, elitism, resistance to change, incremental changes, and citizens treated as children, are also identified as the impediments to the success of administrative reform initiatives (Khan, 1998).

Khan (2016, P. 820) and (Rabbi and As-Saber, 2012) have underlined the impact of the failure of major administrative reform initiatives in Bangladesh, as follow:

It is observed that the public service has a long way to go to deliver effective service to the citizens. There is distrust among citizens about the public service. As many as 28 functional cadres have been introduced within the Civil Service of Bangladesh-BCS (one cadre i.e. Economic Cadre has recently been merged with Administration cadre). These cadres work like 'tight chambers' and there is hardly any scope for lateral entry. Inter cadre movement and vertical entry to the cadre service is not very significant. Moreover, a small segment of the public service is included in the cadre service. This is not in line with the spirit of the establishment of a classless bureaucracy with a unified career structure. This is considered as a return to the bureaucratic elitism in a defused form.

Due to their inability to respond adequately to the challenges of globalisation (e.g., trade laws, investment, corporate governance, competition policies and trade laws) public servants are increasingly marginalised.

The public service is still dependent on the traditional form of authority for the purpose of getting things done. The voice of stakeholders is yet to be taken into consideration in the decision-making process.

Public servants are not properly equipped with necessary knowledge and skills to face the challenges of globalisation in many areas such as trade laws, investment, corporate governance and competition policies and customs regulation.

Despite the criticism of the Bangladesh civil service mentioned above, there is no room for denial of the fact that the recent rapid development of the country owes a lot to the efficient, people centric corps of bureaucrats. It is evident that number of civil servants undergoing higher training and education in globally renowned universities and institutions such as Oxford, Cambridge, Harvard etc. on various subjects and issues of national and global importance is increasing significantly. The newly learnt knowledge and skill are having a positive impact on the performance of the officials concerned.

Chapter-3

Research Methodology

3.1 Introduction

The research methodology is the process through which a researcher conducts his/her research. The whole process of this research is depicted below:

3.1.1 Study Area

The study is premised at both central level (ministries) and local level (district and sub-district) public administration offices of Bangladesh.

3.1.2 Population and Sample Size for survey questionnaire

This study considers a multistage random sampling from a population (civil servants) working at both levels central and local level of public administration. All levels of government staff are involved with administrative process. Thus, this study is considered ministerial and local level public administration.

Due to COVID-19 and time frame of research we considered convenient random sampling as a method of sampling. The break-up of the number of respondents is as follows:

Table 3.1: Details of the respondents

Respondent level	Ministry or local public administration	Number (frequency)	Per cent
Top level	Both	48	21.06
Mid-level	Both	54	23.68
SAS/AS	Both	126	55.26
Total		228	100.00

3.1.3 Data Collection Tools

Data were collected using both quantitative and qualitative research techniques. A structured survey questionnaire designed on a five-point Likert (1932) Scale and was used to collect quantitative data to measure the variables that include ‘reason for administrative reform’, ‘benefit of administrative reform’, ‘reform for good governance’, ‘evaluation of Government That Works-1996’, ‘failure of reform initiatives’, ‘force for administrative reform’ and ‘way forward for reform initiatives.’

3.2 Qualitative Research Approach

3.2.1 Key Informants Interview (KII) and Expert Opinion

This study is adopted a mixed method of research, therefore apart from survey instrument as quantitative approach, a qualitative approach KII is also used. KII is used to capture in-depth thought of the community on reform initiatives in Bangladesh. Thereby, the objective of key informant interviews is to collect relevant information and data from a wide range of people, who have experienced with administrative reform and knowledge on administrative reform from both of the practitioners’ point of view and academic point of view. Therefore, KII has been performed within academician and practitioners. Academics are with long teaching experiences with research and also worked in government in different policy level capacities. Practitioners are also having wider experience in public administration, and they have long length of service in public administration. Those civil servants (practitioner) are very much aware of structure of public administration, recruitment and career pattern of civil servants, performance and reward system of civil servants.

However, for the purpose of the study, KII participants talked about forces of administrative reforms, its benefit, failure of past reform recommendations, expected reforms in public administration for quality service delivery and for good governance, capacity required for competent civil servants, challenges and suggestions for future reform initiative. The list of KII expert participants provided below:

Table 3.2: KII Expert respondent list

Sl No.	Name & Designation	Practitioner/Academician
1	Professor Dr. Atiur Rahman Department of Development Studies, University of Dhaka	Academician and Practitioner as well. Worked in Bangladesh Bank, a renowned economist. Worked in different bodies of Bangladesh Govt.
2	Dr. Kabir M Ashraf Alam Ex-DG, NILG	A retired Civil Servant, worked in Bangladesh Government, a sound academic in Public Administration and Public Policy
3	Dr. Aka Firowz Ahmad, Professor Public Administration Dept. University of Dhaka	Academician, experienced professor in public administration.
4	Dr. Momtaz Jahan Professor Department of Public Administration, University of Dhaka	Academician
5	Dr. Shahnaz Arefin, ndc, Additional Secretary,	Practitioner Civil Servant, working in Cabinet Division (Coordination and Reforms)
6	Professor Dr. Niaz Ahmed Khan Department of Development Studies, University of Dhaka	Academician, practitioner and researcher in public administration. And worked in different bodies of government home and International organizations

7	Kanka Jamil Ex-Member Directing Staff (MDS) BPATC	Trainer, practitioner and well experienced with public administration theories and practices.
8	Dr. Rizwan Khair Joint Secretary (Rtd.) Ex- MDS, BPATC	Worked with training organization, government bodies and strong expertise with administrative reforms in Bangladesh. Also having academic background with public administration.
9	Dr.Naznin Islam Professor Department of Public Administration, University of Dhaka	Academician. Long time teaching experience with public administration theories.
10	Dr.Taiabur Rahman Professor Department of Development Studies, University of Dhaka	Academician and strong understanding with public administration theories and practices.
11	Dr.KaziMaruful Islam Professor Department of Development Studies, University of Dhaka	Academician and well experience with public administration and development administration.
12.	Mr. Helal Uddin Ahmed Senior Secretary Ministry of Local Government, Rural Development and Cooperatives	Practitioner in public administration. A long career in Bangladesh Civil Service, and well experienced in public administration practices in government sector.

3.2.2 Analytical Technique for expert/KII descriptive explanation

The study adopted qualitative approach as well, where interpretive or inductive nature of research method is used to get the data from the key respondents, who are very much involved and practiced administrative reforms and who are aware of reform concepts. As we discussed participants were asked some relevant questions regarding administrative reforms. Thus, their ideas are described firstly, then made transcription, from the transcription list of key codes has been generated in against of words/construct/variables; later on from the key words thematic areas were identified

and thereafter an exhaustive text of descriptive presentation is developed (Cresswel, 2017).

Key participants were interviewed to understand what they knew about what is going on in the society, community and academic research in the field of administrative reforms in Bangladesh. Those experts are having with their particular knowledge and have strong understanding on the concept of administrative reforms, and they also provided insight on the nature of problems arises in the community on those issues, and give proper suggestion for way forward.

3.3 Quantitative Research Approach with Construct Measurement Scale

Study Variables item with measurement scale

3.3.1 Demographic variable

The study has respondent characteristics as demographic variable, which consist of respondents' working ministry or local organization, gender, age, working specialization, academic attainment, length of service and area of administrative jobs are included to understand respondent criteria to understand administrative reform and their understanding of administrative reform and way forward for reform initiative in Bangladesh.

3.3.2 Reason of Administrative Reform

Administrative reform can be happened with many reasons, but the most important administrative reform is for efficiency of the government. This study measure reason of administrative reform with eight different item and they are associated with each other to explain the reason of administrative reform. Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. The measurement items are: global/regional commitment; political manifesto/vision plan; development partner expectation; parliamentary oversight; media oversight; public awareness; transparency & openness; and digitization & technology.

3.3.3 Benefit of administrative reform

Around the world public administration brings a number of changes in public administration work process, to simplifying the work process, minimizing the cost and time and finally enhance the quality of its workforce. Therefore, the benefit of administrative reform in Bangladesh is measured with eight items. These are explaining high consistence with each other. Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. The measurement items are: bring changes in bureaucratic role in public administration; bring structure, process and behavior change in public administration system; bring new type of management, identify present system loopholes, bring political value, and bring economic value.

3.3.4 Reform for Good Governance

ADB in 2008, has given a guideline for ensuring good governance to make public administration a accountable and responsible one as a means of quality public administration. Therefore, good governance is measured with seven items, a holistic approach for public administration reform. These measurement items of good governance are associated with each other, and they are consistence with administrative reform. Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. The measurement items are: accountable public administration, transparent public administration, equitable public administration, rule of law oriented public administration, participatory decision-making public administration, and practice of NIS/GRS/RTI/Citizen Charter.

3.3.5 Reform Evaluation

Government That Works (1996) suggests agenda for reform evaluation. This variable is an important for measuring government reform initiatives. This variable is measured with four items. They are highly internal consistence with administrative reform in public administration. Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. The measurement items are: enough compensation structure is introduced in government,

legal system has been reformed for effective public administration, public policy has simplified, and good HRM practices have been introduced in public administration.

3.3.6 Reform failure

In Bangladesh a number of reforms have taken after the independence (1971). Earlier research and government report confirmed that reform initiatives are mostly failed to obtain its objectives and made the public administration a quality service providing agencies. Failure of reform is a variable and measured this one with five components. They are highly internal consistencies with relationship of public administration reform. Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. The measurement items are: big bang (integrated all issues) approach, less stakeholder consultation, less political commitment, incremental approach not focused, and no strategy for reform.

3.3.7 Force for Reform

Reform has given a number of forces from different aspect like internal, external, economic, social aspect, technological aspect, global aspect, quality aspect or any. This study has given attention as a force for reform with four items. These are: political will, proactive demand from the policy maker, mobilization for HR, and mobilization for economic resources. Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. These are items are high internal consistence.

3.3.8 Future directive

Successful administrative reform requires number of components and initiatives from different corner of forces such as politician, policy maker, positive bureaucratic leadership, and so on. However, the present government has set a vision by 2041, keeping the vision in mind set future direction for successful reform can be measured with: trained policy maker, understanding of vision 2041, understanding of government delta plan, implementation of SDG, and capacity development of public administrator. These items are associated with quality public administration and important for reform, which are treated as way forward for administrative reform in public administration. Among the five items, there is a high internal consistence.

Respondents have given their views different scale, ranging from '1' to '5' explaining by 'strongly disagree to strongly agree'. These items are high internal consistence.

3.4 Quantitative Data Collection and Analysis

Data were collected in March 2020. Filled in the questionnaire were entered into Statistical Package for Social Science (SPSS), version 26. While analysing the data, reliability, validity, normality, descriptive statistics, T test, frequency distribution and multivariate correlation were used. Before entering the SPSS, questionnaire items were coded as per variable statements discussed in the instruments.

3.5 Reliability

The major variables content consistencies are checked through Cronbach Alpha value and according to variable items alpha values are presented in chapter four (data analysis part) found that internal consistency is validated as per Cronbach Alpha value recommended by Nunnally (1978).

3.6 Validity

In this study the variables used that have been used by other researchers as well in their study. And frequently used mixed approaches (qualitative and quantitative) of research has been adopted for this study. Reason of administrative reform; benefit of administrative reform; reform for good governance; reform evaluation; reform failure; force for reform were the major variables and a number of variable items are used and these are previously used.

Chapter 4

Data Analysis, Results and Findings

4.1 Introduction

The research methodology is a roadmap for carrying out the research and guidelines for producing final report. It explains how the research is conducted research. The roadmap is linked with research objectives. For this research roadmap is developed according to administrative reforms taken in different time, and has given a quantitative look with measurement scale. Mostly perception scale is used to understand the concept of administrative reforms and its item. Therefore, administrative approaches were developed with scale measurement variables. A structured questionnaire is designed to get data from the respective respondents. Thus, this study adopted quantitative approach of research, for this SPSS software is used to analysis data. On the other hand, KII a tool of qualitative approach is also used for this study. An expert panel from practitioner and profession were interviewed with specific items of reforms in public administration. To obtain research objectives, data reliability, validity, data normality, descriptive statistics, inferential statistics, frequency table, and correlation matrix are performed.

4.2 Demographic Data Analysis

4.2.1 Gender Distribution:

This survey is done within civil servants who are engaged at different offices in public sector. Respondents are from male and female officers, among the respondents there 77.2% from male and female represent 22.8% of total respondents. In reality, there is a huge gap in number male and female civil servants at public sector organizations. Thus, this study has received male civil servants' responses than female civil servants.

Table 4.1: Gender Distribution

Gender	Frequency	Percent	Valid Percent	Cumulative Percent
Male	176	77.2	77.2	77.2

Female	52	22.8	22.8	100.0
Total	228	100.0	100.0	

4.2.2 Age Group Distribution

Respondents are divided into different age groups, in the following Table it is found that 27.2% respondents are from 36-40 age group. They are mostly senior assistant secretary and deputy secretary level civil servants. The second highest respondents are from 50+ age group 26.8% of total respondents. These respondents are at the level of joint secretary or equivalent officers. 17.5% of the respondent poses 31-35 age group, who are at the rank of senior assistant secretary level officials. For this study, respondents are taken from heterogenous age groups. Senior civil servants, who crossed age at the age of 50 years are a significant number of respondents. Therefore, respondents have a good experience with public administration and do understand well about administrative reform and its benefit and so on. Moreover, respondents have a mixed experience with field administration and central level administration.

Table 4.2: Respondent Age Group Distribution

Age group	Frequency	Percent	Valid Percent	Cumulative Percent
25-30	8	3.5	3.5	3.5
31-35	40	17.5	17.5	21.1
36-40	62	27.2	27.2	48.2
41-45	21	9.2	9.2	57.5
46-50	36	15.8	15.8	73.2
50+	61	26.8	26.8	100.0
Total	228	100.0	100.0	

4.2.3 Respondent Involvement in different Role at office

Respondent involvement at office is identified with administration; management; finance; training-ICT and other. All level of civil servants understood the reasons for reform in public administration. As the respondents are from heterogenous age groups and they are involved in different activities in public offices,

which indicates their expertise. Most of the respondents have expertise on ‘administration’ and the number of respondents 131 (57.5%), the second highest poses on ‘management’ expertise (18.9%), followed by ‘finance’ (11.8%) and ‘training-ICT’ (3.1%).

Table 4.3: Respondent Role at office

Different Role at office	Frequency	Percent	Valid Percent	Cumulative Percent
Administration	131	57.5	57.5	57.5
Management	43	18.9	18.9	76.3
Finance	27	11.8	11.8	88.2
Training-ICT	7	3.1	3.1	91.2
Other	20	8.8	8.8	100.0
Total	228	100.0	100.0	

4.2.4 Respondent working level at office

The respondents are fallen at different level such as: decision level; operational level; implementation level and initial level. Therefore, the categories are those, among the respondents 53.1% are from operational level, as the respondents are at field level, which revealed that they are mostly working at the operational level. 23.7% of the respondents are working at implementation level in office, followed 21.1% of the respondents are working at decision level in office. The following Table explained respondents job level.

Table 4.4: Respondent Job level

Respondent Job level at office	Frequency	Percent	Valid Percent	Cumulative Percent
Decision Level	48	21.1	21.1	21.1
Operation Level	121	53.1	53.1	74.1
Implementation level	54	23.7	23.7	97.8
Initial level	5	2.2	2.2	100.0

Total	228	100.0	100.0	
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4.2.5 Respondent Academic Attainment

The civil servants have received highest level of academic attainment. The respondents are mostly from Master degree (91.2%), the second highest are poses from MPhil degree (3.9%). There are few from PhD degree and Bachelor degree. From respondent academic attainment and job experience, it is revealed that civil servants are aware of administration reform and its benefit in public administration. The following Table described respondent academic degree and their frequency with per cent value.

Table 4.5: Respondent Academic Attainment

Academic Degree	Frequency	Percent	Valid Percent	Cumulative Percent
Bachelor	7	3.1	3.1	3.1
Master	208	91.2	91.2	94.3
PhD	4	1.8	1.8	96.1
M.Phil.	9	3.9	3.9	100.0
Total	228	100.0	100.0	

4.2.6 Respondent Length of Service

In the following Table respondent service length is presented. It is found that 39% of the total respondents are from 5-10 years of work experience, whereas 24.1% of respondent poses at their service length of 25 year and more. 14% of the respondents are from 21-25 years of experience. However, the respondents are from different years of experiences at their working life. Therefore, respondents are quite knowledgeable regarding public administration and administration reform.

Table 4.6: Respondent Length of Service

Service Length	Frequency	Percent	Valid Percent	Cumulative Percent
Less than 5 Yrs	14	6.1	6.1	6.1

5-10 Yrs	89	39.0	39.0	45.2
11-15 Yrs	17	7.5	7.5	52.6
16-20 Yrs	21	9.2	9.2	61.8
21-25 Yrs	32	14.0	14.0	75.9
25 Yrs +	55	24.1	24.1	100.0
Total	228	100.0	100.0	

4.3 Reason for Reform

4.3.1 Global or Regional Commitment

Globally, in general, public sector organizations are under pressure to adopt with change demands with a view to remain competitive and relevant. As it was global commitment, that basically brought insightful leadership to meet global business environment.

In this study most of the respondents strongly agreed (78, 34.2%) on the statement that reforms is an agenda for global commitment, on that point opinion received on 'agree' (39.5%), whereas neutral neither agree nor disagree statement was 21.5%. therefore, it is said that about 74% respondents believe that the administrative reform was due the global commitment.

Table 4.7: Global or regional commitment

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	2	.9	.9	.9
Disagree	9	3.9	3.9	4.8
Neutral	49	21.5	21.5	26.3
Agree	90	39.5	39.5	65.8
Strongly Agree	78	34.2	34.2	100.0

4.3.2 Political Manifesto or Vision Plan for Bangladesh

Every government has its own political manifesto and published it before the election, how his political party likes to see the country in future, which is called

country vision. Thus, Political manifesto is the guidelines for future country development plan. If the political party wins in election and formed the government, then manifesto became the policy paper of the government. Right now, country has future plan like vision 2030; 2041 and delta plan 2100. To obtain the country goals, an efficient, accountable, transparent and responsive public administration is required to implement vision 2030 and 2041.

In response to the question, the political manifesto result revealed that respondents are given their responses as ‘strongly agree’ 39.0%, ‘agree’ 38.6%, and opinion on ‘neutral’ is 20.2%. Therefore, it is claimed that about 80% of respondents are to some extent agreed on administrative reform is for vision of political government. Therefore, respondents believe that an administrative reform is practiced for the betterment of future vision plan. Still 20% of the respondents are given on neutral opinion, so still need for well action plan to achieve future vision and plan.

Table 4.8: Political manifesto or vision plan

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	5	2.2	2.2	2.2
Neutral	46	20.2	20.2	22.4
Agree	88	38.6	38.6	61.0
Strongly Agree	89	39.0	39.0	100.0

4.3.3 Development partners’ expectation

In some cases, reform comes from the external pressure like World Bank, UNDP, ADB and so on. Most of the people have a positive mindset that the reason for administrative reform is extern demand, rather own country requirement. The study result revealed that 32% of the respondent strongly agreed that it is due to development partners’ expectation, while 35.5% given their opinion on ‘agree’ scale, 25.0% of respondents have given their opinion on neutral scale. Very few respondents given their opinion on disagree scale. Thus, it is revealed that administrative reform came from development partners’ expectation.

Table 4.9: Expectation from Development Partners’

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	2	.9	.9	.9
Disagree	15	6.6	6.6	7.5
Neutral	57	25.0	25.0	32.5
Agree	81	35.5	35.5	68.0
Strongly Agree	73	32.0	32.0	100.0

4.3.4 Parliamentary Oversight

One of the most important reasons of administrative reform in Bangladesh is parliamentary oversight. Parliamentary oversight can be understood to monitor and oversee the government actions. The parliament formulates law, and it is implemented by the public sector organizations. Therefore, executive and legislative agencies play a role of supervise, review, monitoring, and policy implementation.

In this study, it is found that respondents agreed that parliament oversight the administrative reform, its review, monitor and implementation and scale of ‘strongly agree’ (34.5%), respondents given their opinion on ‘agree’ scale (35.2%), while disagree scale scored very less. As the highest body of policy making organization is the parliament, thus from the expectation of ‘member of parliament’ administrative is given importance in Bangladesh to make effective governance.

Table 4.10: Parliamentary Oversight

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	3	1.3	1.3	1.3
Disagree	9	3.9	3.9	5.3
Neutral	57	25.0	25.0	30.3

Agree	81	35.5	35.5	65.8
Strongly Agree	78	34.2	34.2	100.0

4.3.5 Media Oversight as a reason for administrative reform

Media, social media, or news media played a key role in democratic society they allow peoples participation in decision making process or raise voice when illegal activities takes place and citizens losses their right. To make health democratic networks, electronic media or news media play a pivotal role of people trust. News media published good or bad cases of public administration. They also coved the accountability, transparency and competencies of bureaucracy in public service delivery towards the citizen. Therefore, administrative reform worked in Bangladesh merely due to media oversight as well.

The perception from civil servants regarding ‘media oversight as a reason for administrative reform in Bangladesh’ is measured with agree and disagree scale. The result found that the majority of the respondents given their opinion on ‘strongly agree’ scale (35.1%), while agree scale scored (38.2%), and neutral opinion are scored (22.4%). It is claimed that very few number respondents given their opinion on disagree scale (3.5%). Thus, respondents (civil servants) do believe that media has positive role in implementing administrative reform in Bangladesh.

Table 4.11: Media oversight in administrative reform

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	2	.9	.9	.9
Disagree	8	3.5	3.5	4.4
Neutral	51	22.4	22.4	26.8
Agree	87	38.2	38.2	64.9
Strongly Agree	80	35.1	35.1	100.0

4.3.6 Public Awareness in administrative reform

Public awareness is necessary for public administration reform, administrative reform will bring effective and efficient public administration to meet the public demand regarding service delivery. Therefore, public must be aware of administrative reform. In this public awareness point, respondents are given their opinion on ‘strongly agree’ (35.1%), while they claimed on ‘agree’ scale 41.2% and neutral 20.2%. insignificant percentage went on ‘disagree’ scale. Therefore, majority of the respondents are opinioned on agree scale, thus result confirmed that public awareness is required for public administration reform.

Table 4.12: Public Awareness in administrative reform

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	2	.9	.9	.9
Disagree	6	2.6	2.6	3.5
Neutral	46	20.2	20.2	23.7
Agree	94	41.2	41.2	64.9
Strongly Agree	80	35.1	35.1	100.0

4.3.7 Transparency and Openness

The main objective of administration reform is due to transparency and openness in public administration. Citizens want transparent openness governance to get the right and services. In sum, transparency in public administration is basically promoted accountability and openness of information towards the citizens. In this study, transparency and openness is measured with scale items. From the respondent frequency distribution, it is found that a significant number of respondents (85) 37.3% given their responses on ‘strongly agree’ scale, while 40.8% of respondents replied on ‘agree’ scale. There are a number of respondents (40), who have given their opinion (17.5%) on ‘neutral’ scale. Result revealed that public administration reform is mostly due to transparent and openness government as a means of citizen satisfaction and corruption free administration as well bureaucracy.

Table 4.13: Transparency and Openness for reform

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	2	.9	.9	.9
Disagree	8	3.5	3.5	4.4
Neutral	40	17.5	17.5	21.9
Agree	93	40.8	40.8	62.7
Strongly Agree	85	37.3	37.3	100.0
Total	228	100.0	100.0	

4.3.8 Digitization and Technology

The last election manifesto and later on political slogan (policy) support digitalization of public administration in Bangladesh. Information technology took place in public administration for service delivery system. Information technology is a powerful tool for changing organizational structures. This information technology has an impact on relaxing public administration through hierarchical forms.

This study used digitization and technology as a reason for administrative reform. Respondents' perception is captured with different scale, and found from frequency distribution that most of the respondents believe (87, 38.2%) technology has an impact on administrative reform. Whereas, 33.8% of respondents do 'agree' that due to digitization and technology administrative reforms are happening. Still there are some respondents (23.7%), they pinioned on 'neutral' scale. Therefore, digital services and uses of information technology to be practiced more in-service delivery for the satisfaction of the citizens.

Table 4.14: Digitization and Technology for reason of reform

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	10	4.4	4.4	4.4
Neutral	54	23.7	23.7	28.1
Agree	77	33.8	33.8	61.8
Strongly Agree	87	38.2	38.2	100.0

4.3.9 Reason for Reform-Descriptive Analysis

Reason for reform is measured with eight items, items wise descriptive statistics are shown in the following Table. Reason for reform items are measured with a five-point Likert scale (range 1 to 5), and there are eight items. Descriptive statistics captured with mean value, standard deviation, Skewness and Kurtosis results. Among the eight items of reason for reform, the highest mean score received by due to political manifesto/vision plan (4.14), the second highest mean score is with ‘transparency and openness’ (4.10), followed by ‘public awareness’ (4.07), ‘digitalization and technology’ item mean score is (4.06), ‘media oversight’ scored (4.03), whereas reform due to ‘global/regional commitment’ mean score is 4.02 and so on. All most of the ‘season for reform’ scored high mean value. Therefore, result confirmed that all the items have impact on administrative reform. Respondents identified that those are the reason for reform, and in the past due to that reform came in public administration, still those are practiced.

Data normality test is also performed in this study and analysis, thus Skewness and Kurtosis result confirmed that data is normally distributed. The variable distribution is symmetrical. It is noted that generally for skewness if the number is greater than +1 or lower than -1, this indicates a substantially skewed distribution. For kurtosis, the general guideline is that if the number is greater than +1, the distribution is too peaked. Likewise, a kurtosis of less than -1 indicates a distribution that is too flat. For this study the data is normally distributed (Hair et al., 2017, p. 61).

Table 4.15: Descriptive statistics of reason for reform in Bangladesh

Variable items	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Q1. Reform, due to Global/Regional commitment	4.02	.893	-.680	.161	.109	.321
Q2. Due to, Political Manifesto/Vision Plan	4.14	.813	-.519	.161	-.639	.321
Q3. Due to development partners	3.91	.953	-.531	.161	-.376	.321

expectation						
Q4. Due to Parliamentary oversight	3.97	.934	-.636	.161	-.009	.321
Q5. Due to Media oversight	4.03	.892	-.661	.161	.048	.321
Q6. Due to Public Awareness	4.07	.857	-.728	.161	.375	.321
Q7. Due to Transparency and openness	4.10	.872	-.841	.161	.517	.321
Q8. Due to Digitization and Technology	4.06	.891	-.489	.161	-.779	.321

N=228

4.3.10 Reliability through Cronbach's Alpha on reform reason items

Internal consistency measurement is important for quantitative study, when we are using variable items. Thus, item consistency measurement is required to validate variable items. Reform reason variable items are measured with eight items, items are developed from literature and those are not tested before, there item consistency required to check. This study found that all the items scored more than .70, which is recommended by Hair et al., (2010).

Table 4.16: Reliability test result for reason of reform items

Variable items	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
Q1. Reform, due to Global/Regional commitment	28.29	16.171	.496	.768
Q2. Due to, Political Manifesto/Vision Plan	28.17	17.144	.405	.781
Q3. Due to development partners expectation	28.40	15.818	.502	.767
Q4. Due to Parliamentary oversight	28.34	15.106	.628	.745
Q5. Due to Media oversight	28.28	15.833	.550	.759

Q6. Due to Public Awareness	28.24	15.911	.568	.757
Q7. Due to Transparency and openness	28.21	16.828	.411	.781
Q8. Due to Digitization and Technology	28.25	16.710	.416	.781

4.3.11 Pearson Correlation Matrix with reason for reform items

Pearson correlation matrix was performed in this study to see the reason for reform items and its association. In general Pearson correlation matrix can be understood, if one variable increases, the other variable tends to increase (if relationship is positive) or decrease (if the relationship is negative). The Pearson correlation value is ± 1 , it is denoted with (r). If the r value lies between ± 0.50 to ± 1 , then it is said that there is high correlation among the variables. In this study, among the variables the coefficient result is highly significant ($p < .001$ to $p < .05$). Therefore, the result revealed that reason of reform items are significant relationship and the degree of their association. This result provides an understanding the direct relationship among reform reason items, and result suggest that the reason variable items are possible fit and explained with high correlation.

Table 4.17: Correlation matrix with reform reason in BD items

Item	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Q1. Reform, Global/Regional commitment	1	.511**	.370**	.387**	.265**	.292**	.161*	.270**
Q2. Political Manifesto/Vision Plan	.511**	1	.443**	.382**	.176**	.137*	.079	.110
Q3. development partners expectation	.370**	.443**	1	.577**	.381**	.207**	.117	.167*
Q4. Parliamentary oversight	.387**	.382**	.577**	1	.546**	.371**	.252**	.235**
Q5. Media oversight	.265**	.176**	.381**	.546**	1	.561**	.279**	.236**
Q6. Public Awareness	.292**	.137*	.207**	.371**	.561**	1	.538**	.427**
Q7. Transparency and openness	.161*	.079	.117	.252**	.279**	.538**	1	.474**

Item	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8
Q8. Digitization and Technology	.270**	.110	.167*	.235**	.236**	.427**	.474**	1

**p<.001; *p<.05

4.3.12 Differences identified from respondent on the issue of reason for reform

One Sample T Test with reason for reform in Bangladesh. Result found that there is a significance differences among the reason items with response to respondent. Most of the items are highly and significant correlation with each other. It is found that there is no relationship with development partners' and transparency & openness. Same as political manifesto and digitization & technology have no significant relationship.

Table 4.18: One Sample T Test for differences identification

Variable items	Test Value = 0					
	t	Df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Q1. Reform, due to Global/Regional commitment	68.031	227	.000	4.022	3.91	4.14
Q2. Due to, Political Manifesto/Vision Plan	76.932	227	.000	4.145	4.04	4.25
Q3. Due to development partners expectation	61.975	227	.000	3.912	3.79	4.04
Q4. Due to Parliamentary oversight	64.271	227	.000	3.974	3.85	4.10
Q5. Due to Media oversight	68.199	227	.000	4.031	3.91	4.15
Q6. Due to Public Awareness	71.680	227	.000	4.070	3.96	4.18
Q7. Due to Transparency and openness	70.996	227	.000	4.101	3.99	4.21
Q8. Due to Digitization and Technology	68.745	227	.000	4.057	3.94	4.17

4.4 Benefit of Reform initiative in Bangladesh

A number of benefits are come from reform initiative in Bangladesh. One of the benefits of reform initiative is ‘bring changes in bureaucratic role in public administration’. In this statement, the respondent’s opinion is presented in the following Table (...), it is found that respondents believe that reform initiative in Bangladesh brought changes in bureaucratic behaviour in public administration and the percentage is 39.9%, whereas 35.1% respondent opined that they are agree on this statement. Some respondents are given their view as ‘neutral’ scale (22.4%). Therefore, the respondents believe that through reform initiative in public administration, bureaucratic role is changing in positive manner.

Table 4.19: Bring changes in bureaucratic role in public administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	51	22.4	22.4	25.0
Agree	80	35.1	35.1	60.1
Strongly Agree	91	39.9	39.9	100.0
Total	228	100.0	100.0	

4.4.1 Structure, Process and Behavior Change in Public Administration System

Pollitt and Bouckaert (2011) define public management reform as “deliberate changes to the structures and processes of public sector organizations with the objective of getting them (in some sense) to run better.”

One of the benefits of administrative reform is bringing change in structure, process and behavior in public administration system. In this ground, respondents are given their views at present, how this phenomenon is in practiced in public administration. The majority of the respondents claimed that on ‘agree’ statement (43.4%), even 32.5% of the respondents are opined on ‘strongly agree’ scale. Whereas, 21.5% of total respondents are given their opinion on ‘neutral’ scale. So, there are a number of respondent did not mention their opinion on this statement. This result revealed that administrative reform initiative in public administration for

bringing structure, process and behavior change is not happened yet fully, which required more emphasis on it. On the other hand according to ‘agree’ and ‘strongly agree’ statement/scale, more respondents believe that due to administrative reform initiative in public administration in Bangladesh, work structure, process and behavior is changed in significant manner.

Table 4.20: Structure, process and behavior change in public administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	49	21.5	21.5	24.1
Agree	99	43.4	43.4	67.5
Strongly Agree	74	32.5	32.5	100.0
Total	228	100.0	100.0	

4.4.2 Bring new type of Management

What about the amount is, administrative reform brought new type of management in public administration. The aim of administrative reforms was to create efficient and effective management in public administration for delivering services and satisfying clients/citizens. Therefore, the one of the benefits of administrative reforms was to bring new type of management. This study explored that to what extent at present this statement is in practiced in public administration. According to respondents’ opinion, it is said that 31.1% of total respondents given their opinion on ‘strongly agree’ scale, while 43.9% respondents shown their status on ‘agree’ scale. A significant number of respondent 23.2% opined their views on ‘neutral’ scale. Therefore, the result revealed that though administrative reform bring new type of management in public management, but still it is not good practiced in public administration as a means of new type of management.

Table 4.21: Bring New Type of Management

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	4	1.8	1.8	1.8
Neutral	53	23.2	23.2	25.0
Agree	100	43.9	43.9	68.9
Strongly Agree	71	31.1	31.1	100.0
Total	28	100.0	100.0	

4.4.3 Present system loopholes

Present system loopholes of administrative reforms are identified by the respondent. 31.1% of total respondents are ‘strongly agreed’ that there are ambiguities in public administration reform system. On the other hand, respondent claimed 43.0% of total per cent on the ‘agree’ scale, while ‘neutral’ scale scored 23.2%. Thus, administrative reform got ambiguity in nature, and majority of the respondents believed on it.

Table 4.22: Present System Loopholes

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	53	23.2	23.2	25.9
Agree	98	43.0	43.0	68.9
Strongly Agree	71	31.1	31.1	100.0
Total	228	100.0	100.0	

4.4.4 Bring Political Value

The overall means of administrative reforms are about transparency, accountability, ethics, professionalism and leadership behavior. Whereas, political leaders played a vital role to formulate policy, where bureaucrats are performing to implement those policy for the betterment of the citizens by ensuring accountability and transparency. Therefore, political values matter on formulating social policy.

One of the core benefits of administrative reform is brought political value. The parliament has the authority for making policy, thus members of parliament values matter on bring change in the content of social and economical as well technological. The respondents were asked to put their opinion on this statement and it is found that 31.6% of respondents have given their opinion on ‘strongly agree’ scale, whereas they claimed 43.4% on ‘agree’ scale. Still a significant of percentage 21.9% of respondents replied on ‘neutral’ scale. They do not believe that through administrative reforms, political values are not brought.

Table 4.23: Bring Political Value

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	7	3.1	3.1	3.1
Neutral	50	21.9	21.9	25.0
Agree	99	43.4	43.4	68.4
Strongly Agree	72	31.6	31.6	100.0
Total	228	100.0	100.0	

4.4.5 Bring Economic Value

Economic reform refer basically reduction the government size or deregulation, tax reform or tax cuts, contracting out of the government services and so on. On the other hand, in terms of economic reform that refers to welcoming FDI, globalization, liberalization, privatization, changing technological environment, human resource development, customer value, market competition and so on.

In this study, ‘bring economic value’ is a means of reform benefit. The respondents are given their perception on this issue, and their opinion is analyzed with frequency and percent value. It is found that 35.1% of total respondents claimed ‘strongly agree’ on this statement. The majority of the respondents 38.2% opined on ‘agree’ status, where 22.4% respondents were ‘neutral’ scale. However, civil servants are believed that administrative reform brought economic value in nature.

Table 4.24: Frequency on bring economic value

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	10	4.4	4.4	4.4
Neutral	51	22.4	22.4	26.8
Agree	87	38.2	38.2	64.9
Strongly Agree	80	35.1	35.1	100.0
Total	228	100.0	100.0	

4.4.6 New Public Management/Governance

One of the outcomes of administrative reform is the new public management or governance. In the early 90's NPM management had a huge talk in the academia or in public administration; to make public administration is an effective tool for public service delivery. Therefore, NPM is an approach to move forward of public service organizations. And New Public Governance is an approach of twenty-first Century, which is addressed the delivery of publicly funded services. Moreover, introducing NPM in public administration is to anti-positivist, anti-technical and anti-hierarchical reaction with traditional administration.

In this study, regarding 'introduction of new public management/governance' as a component reform benefit, the respondents were claimed that 36.0% of total respondents 'strongly agree' on this statement. 36.8% of the respondents were given their opinion on 'agree' scale, whereas 22.4% of the respondents identified as 'neutral' scale. Therefore, majority respondents do believe on reform bring new public management or governance in public administration to deliver public funded services.

Table 4.25: Introduce New Public Management or Governance

Q15. Introduce New Public Management (NPM)/Governance				
Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	11	4.8	4.8	4.8
Neutral	51	22.4	22.4	27.2
Agree	84	36.8	36.8	64.0
Strongly Agree	82	36.0	36.0	100.0

Total	228	100.0	100.0	
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4.4.7 Bring Decentralization in Administration

The concept of decentralization in Bangladesh was to take prompt decision and less interference in bureaucratic and political arena. Therefore, the overall benefits of decentralization in public administration were: minimize the burden on top executive; given market emphasis; managerial development; quick decision making encourage motivation and so on. Overall, the objectives of decentralization are to improve service delivery system by the public sector organizations and boost up the quality life of the citizens.

In this study, 34.2% (78) opined that reform brought decentralization on the scale of 'strongly agree', 39.0% respondents opined on 'agree' scale. On the other hand 22.4% respondents are given their opinion on 'neutral' scale. Thus result revealed that majority of the respondents claimed that reform brought decentralization in public administration.

Table 4.26: Bring Decentralization in Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	9	3.9	4.0	4.0
Neutral	51	22.4	22.5	26.4
Agree	89	39.0	39.2	65.6
Strongly Agree	78	34.2	34.4	100.0
Total	227	99.6	100.0	
System	1	.4		
Total	228	100.0		

4.4.8 Descriptive statistics on Benefit of Reform in BD

Benefit of reform is measured with eight (8) items, items wise descriptive statistics are shown in the following Table. Benefit of reform items are measured with a five-point Likert scale (range 1 to 5), and there are eight items. Descriptive statistics captured with mean value, standard deviation, Skewness and Kurtosis

results. Among the eight items of reason for reform, the highest mean score received by Bring changes in Bureaucratic Role in Pub Administration (4.16), the second highest mean score is with ‘Bring structure, process and behavior change in Pub Ad system’ (4.06), followed by ‘bring new type of management’ (4.04), ‘present system loopholes score is (4.03), ‘bring political value’ scored (4.04), whereas reform benefit ‘bring economic value’ mean score is 4.04 and so on. All most benefit of reform items scored high mean value. Therefore, result confirmed that all the items have impact on administrative reform. Respondents identified that those are the benefits for reform, and in the past due to that reform benefits, came in public administration are practiced.

Data normality test is also performed in this study and analysis, thus Skewness and Kurtosis result confirmed that data is normally distributed. The variable distribution is symmetrical. It is noted that generally for skewness if the number is greater than +1 or lower than -1, this indicates a substantially skewed distribution. For kurtosis, the general guideline is that if the number is greater than +1, the distribution is too peaked. Likewise, a kurtosis of less than -1 indicates a distribution that is too flat. For this study the data is normally distributed (Hair et al., 2017, p. 61).

Table 4.27: Descriptive Statistics on reform benefits

Variable items	N	Minimum	Maximum	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Q9. Bring changes in Bureaucratic Role in Pub Administration	228	2	5	4.12	.846	-.501	.161	-.775	.321
Q10. Bring structure, process and behavior change	228	2	5	4.06	.803	-.413	.161	-.566	.321

in Pub Ad system									
Q11. Bring new type of Management	228	2	5	4.04	.784	-.299	.161	-.742	.321
Q12. Identify present system loopholes	228	2	5	4.03	.807	-.352	.161	-.654	.321
Q13. Bring Political value	228	2	5	4.04	.812	-.413	.161	-.546	.321
Q14. Bring Economic value	228	2	5	4.04	.867	-.486	.161	-.634	.321
Q15. Introduce New Public Management (NPM)/Governance	228	2	5	4.04	.882	-.505	.161	-.652	.321
Q16. Bring Decentralization in administration	227	2	5	4.04	.854	-.464	.162	-.629	.322

4.4.9 Correlation Matrix among the benefits of reform variable items

Pearson correlation matrix was performed in this study to see the benefits of reform items and its association. In this study, among the variables the coefficient result is highly significant ($p < .001$ to $p < .05$). Therefore, the result revealed that benefits of reform items are significant relationship and the degree of their association is high. This result provides an understanding the direct relationship among benefits of reform items, and result suggest that the benefits of reform variable items are possible fit and explained with high correlation.

Table 4.28: Correlation matrix among benefits of reform items

Variable items		Q9	Q10	Q11	Q12	Q13.	Q14	Q15	Q16
Q9. Bring changes	Pearson	1	.534**	.357**	.202**	.237**	.161*	.100	.207**

in Bureaucratic Role in Pub Administration	Correlation								
Q10. Bring structure, process and behavior change in Pub Ad system	Pearson Correlation	.534**	1	.556**	.324**	.233**	.168*	.159*	.242**
Q11. Bring new type of Management	Pearson Correlation	.357**	.556**	1	.367**	.274**	.121	.087	.136*
Q12. Identify present system loopholes	Pearson Correlation	.202**	.324**	.367**	1	.469**	.420**	.376**	.333**
Q13. Bring Political value	Pearson Correlation	.237**	.233**	.274**	.469**	1	.536**	.410**	.311**
Q14. Bring Economic value	Pearson Correlation	.161*	.168*	.121	.420**	.536**	1	.482**	.399**
Q15. Introduce New Public Management (NPM)/Governance	Pearson Correlation	.100	.159*	.087	.376**	.410**	.482**	1	.433**
Q16. Bring Decentralization in administration	Pearson Correlation	.207**	.242**	.136*	.333**	.311**	.399**	.433**	1

** . Correlation is significant at the 0.01 level (2-tailed).

* . Correlation is significant at the 0.05 level (2-tailed)

4.4.10 Reliability test through Cronbach's Alpha

Internal consistency measurement is important for quantitative study, when we are using variable items. Thus, item consistency measurement is required to validate variable items. Benefits of reform variable items are measured with eight items, items are developed from literature and those are not tested before, therefore item consistency required to check its internal consistency. This study found that all the

items scored more than .70, which is recommended by Hair et al., 2010). Thus, result revealed that the items are internally consistent.

Table 4.29: Cronbach Alpha Test Result

Variable items	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
Q9. Bring changes in Bureaucratic Role in Pub Administration	28.27	14.286	.390	.773
Q10. Bring structure, process and behaviour change in Pub Ad system	28.33	13.905	.492	.756
Q11. Bring new type of Management	28.34	14.395	.420	.767
Q12. Identify present system loopholes	28.37	13.500	.566	.744
Q13. Bring Political value	28.36	13.480	.565	.744
Q14. Bring Economic value	28.36	13.452	.519	.751
Q15. Introduce New Public Management (NPM)/Governance	28.36	13.726	.459	.762
Q16. Bring Decentralization in administration	28.35	13.831	.464	.760

4.4.11 Differences identified from respondent on the issue of benefits from reform items

One Sample T Test with benefits of reform in Bangladesh, it is found that there is a significance differences among the benefits of reform items with response to respondents. Most of the items are highly and significant correlation with each other. Thus, t-value shows that individual responses are different and significant ($p < .001$). And mean values are also different, so there is a mean difference.

Table 4.30: One Sample T Test

One-Sample Test						
Items	Test Value = 0					
	T	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Q9. Bring changes in Bureaucratic Role in Pub Administration	73.564	227	.000	4.123	4.01	4.23
Q10. Bring structure, process and behavior change in Pub Ad system	76.318	227	.000	4.057	3.95	4.16
Q11. Bring new type of Management	77.874	227	.000	4.044	3.94	4.15
Q12. Identify present system loopholes	75.334	227	.000	4.026	3.92	4.13
Q13. Bring Political value	75.023	227	.000	4.035	3.93	4.14
Q14. Bring Economic value	70.349	227	.000	4.039	3.93	4.15
Q15. Introduce New Public Management (NPM)/Governance	69.144	227	.000	4.039	3.92	4.15
Q16. Bring Decentralization in administration	71.308	226	.000	4.040	3.93	4.15

4.5 Reform for Good Governance

Good governance was recommended by the Public Administration Reform Commission (PARC) in 2000 to ensure transparency and accountability. Recently government has introduced and to some extent practiced some social accountability tools such: Citizen charter, National Integrity Strategy, Grievance Redress System,

Right to Information and Annual Performance Appraisal to ensure accountability, corruption free society, citizen satisfaction, participation in decision making for delivering services towards the citizens at all level in the society. Good governance was also recommended by ADP in 2008.

This study good governance measured with seven (7) items. Respondents were rated their opinion on five-point Likert Scale, ranging from 1 to 5 agreement to disagreement. Reform for good governance items are discussed with respondent's opinion in below:

4.5.1 Make the Public Administration more Accountable

In Bangladesh Public Administration plays a vital role in delivering services for the betterment of citizens. Where, public administration reform also plays a principal role in practicing accountability and transparency to ensure citizens satisfaction. Civil servants are also accountable and transparent to the state and state institutions to take effective measure for prevent corruption.

As it is opinion survey study, it is found that 36.0% of total respondents opinion on the 'strongly agreement' scale, they do believe that reform brought 'accountable' in public administration. Whereas, 39.5% of the respondents are 'agree' on this statement. 22.4% respondents are given their opinion on 'neither agree nor disagree' scale. However, according to the respondents' responses, it is revealed that public administration is mostly 'accountable'. Still there are some respondent (51) 22.4%, they have given their view on 'neutral' scale.

Table 4.31: Accountable Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	5	2.2	2.2	2.2
Neutral	51	22.4	22.4	24.6
Agree	90	39.5	39.5	64.0
Strongly Agree	82	36.0	36.0	100.0
Total	228	100.0	100.0	

4.5.2 Make the Public Administration more Transparent

The objective of transparent public administration is to access to public information. Bangladesh government has enacted Right to Information in 2009, which ensure people participation in information. Transparency can be understood in examining decision making process. In public administration it is meant for reducing corruption and holding civil servants accountable.

On the objectives of administrative reform is to make public administration transparent. In this issue, survey result claimed that 31.1% of total respondents are ‘strongly agree’ on this statement. Whereas, 47.4% of the respondent are given their opinion on ‘agree’ scale. On the other hand, 18.9% of the respondents are given their opinion on ‘neutral’ scale. However, result revealed that public administration and civil servants are transparent with accessibility in information.

Table 4.32: Transparent Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	43	18.9	18.9	21.5
Agree	108	47.4	47.4	68.9
Strongly Agree	71	31.1	31.1	100.0
Total	228	100.0	100.0	

4.5.3 Make the Public Administration more Responsive

Public administration does work on the betterment of the citizens, and of course public administration is responsive towards its client. Still, to make public administration more responsive and to address the people demand, that is why administrative reform is recommended by the different reform committees. Moreover, responsiveness is required to ensure the quality of the interaction between public service organization and its users, where citizen are engaged mostly in goal setting, planning stages, and decision making participation.

Among the respondents who are participated in survey, it is found that 32.5% of total respondents are given their opinion on ‘strongly agree’ scale. While, 39.9% of

the respondents are claimed on 'agree' scale, 24.1% of respondent opined on 'neutral' scale. On that statement a few number of respondents (8) are given their 'disagree' opinion (3.5%). Therefore, it is revealed that though a number of respondents are given positive opinion on 'responsive public administration', but still there is a room for development in this issue to make public administration a responsive one.

Table 4.33: Responsive Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	8	3.5	3.5	3.5
Neutral	55	24.1	24.1	27.6
Agree	91	39.9	39.9	67.5
Strongly Agree	74	32.5	32.5	100.0
	228	100.0	100.0	

4.5.4 Equitable Public Administration

Societal equitable is the main pillar of public administration. Given equal opportunity to all, ensure fairness, public policy formulation to all, distribution public services, implementation public policy and so on are the indicator or components of equitable public administration. Public administration reform ensured those for the citizens and societal equalization.

The empirical analysis result revealed that about 31.6% of the respondents have given their statement on 'strongly agree' scale. Whereas 42.5% of the total respondents are also claimed on 'agree' scale that present public administration organizations do practices equitable public administration. Respondent 'neutrality' went on 22.4% of total respondents. Therefore, the majority of the respondents are believed that the present public administration structure is very much equitable towards the citizens.

Table 4.34: Equitable Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	8	3.5	3.5	3.5

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Neutral	51	22.4	22.4	25.9
Agree	97	42.5	42.5	68.4
Strongly Agree	72	31.6	31.6	100.0
Total	228	100.0	100.0	

4.5.6 Rule of Law Oriented Public Administration

Public administration is supposed to follow rule of law, and persons, institutions and entities are accountable to laws. The outcome of administrative reform is obeying rule of law in delivering services. The state is responsible to maintain rule of law, and machineries of public administration are implementing rule of law in the process of making justice.

In this study, the surveyed respondents were replied on ‘rule of law oriented public administration’, of course public administration run by rules, regulation, circulation, order, and ordinance and so on. Civil servants are practiced those rule, regulation and ordinance, when they are doing their duties and providing services towards the citizens. The study result revealed that 33.8% of the total respondents do believe (strongly agree scale) that public administration purely followed ‘rule of law’, whereas 4.8% of respondents do claimed that ‘rule of law’ is practiced in public administration in ‘agree’ scale. A significant number of civil servants did not give their opinion in agreement or disagreement scale, rather they have given their view on ‘neutral’ scale, so still ‘rule of law’ in public administration are not practiced highly.

Table 4.35: Rule of Law Oriented Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	52	22.8	22.8	25.4
Agree	93	40.8	40.8	66.2
Strongly Agree	77	33.8	33.8	100.0
Total	228	100.0	100.0	

4.5.7 Make Participatory Decision-Making Public Administration

Public administration works for the common people, and their betterment in terms of service delivery. A number of employees' staff is working in public administration and organization. Decision making is vital aspect in public administration organization, proper and participative decision making made the organization a successful one. Simon (.....) has argued that a decision making must be realistic, only a realistic decision making can make the public administration successful. Moreover, he mentioned that decision making is the heart of administration.

The result shows that in response to the question, in public administration decisions are not made with the consultation with all, even citizens are very much overlooked in this process, only 30.3% of the respondents have given their opinion on the scale of 'strongly agree'. In the past, the recommended administrative reform outcome was to 'participative decision making in public administration'. But still, less number of respondents (69) does believe that it is not highly practiced in organizations. On the other hand, 42.5% of total respondents claimed that participatory decision making are practiced in public administration organizations and it is the outcome of part public administration reform. However, 24.1% of total respondents, have given their opinion on 'neutral' scale, which indicates that still participatory decision making is not practiced in public administration. Participative decision making is a good tool to ensure accountability and transparency in public administration. Thus to make effective public administration decisions are to be make through participation.

Table 4.36: Participatory decision-making public administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	7	3.1	3.1	3.1
Neutral	55	24.1	24.1	27.2
Agree	97	42.5	42.5	69.7
Strongly Agree	69	30.3	30.3	100.0
Total	228	100.0	100.0	

4.5.8 NIS/RTI/GRS/Citizen Charter in Public Administration

Bangladesh government has enacted laws regulation or circular on the aforesaid social accountability tools to ensure good governance and accountable governance. In this regard respondents were asked in different scale, and they have given their views. Result revealed that 34.9% of the total respondent are agreed with this statement. Even, 30.3% of total respondents have given their opinion on ‘strongly agree’ scale. Of course, a few numbers of respondents have given on ‘neutral’ scale (21.1%). Therefore, respondents are satisfied with social accountability tools such as: NIS, RTI, GRS, and citizen charter, which are still practiced in public administration.

Table 4.37: Practice of NIS/RTI/GRS/CC

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	1	.4	.4	.4
Disagree	10	4.4	4.4	4.8
Neutral	48	21.1	21.1	25.9
Agree	100	43.9	43.9	69.7
Strongly Agree	69	30.3	30.3	100.0
Total	228	100.0	100.0	

4.5.9 Descriptive Statistics on Good Governance variable items

Reform for good governance is measured with seven (7) items, items wise descriptive statistics are shown in the following Table(4.37). Reform for good governance items are measured with a five-point Likert scale (range 1 to 5), and there are eight items. Descriptive statistics captured with mean value, standard deviation, Skewness and Kurtosis results. Among the seven items, reform for good governance, the highest mean score received by ‘accountable public administration (4.09)’, the second highest mean score is with ‘transparent public administration (4.07)’, followed by ‘rule of law oriented public administration (4.06)’, ‘equitable public administration mean score is (4.01)’, ‘participatory decision making mean score is (4.00)’, ‘responsive public administration (4.01)’ and ‘make the public administration more practice oriented with: NIS/RTI/GRS/Citizen charter (3.99)’. Therefore, result

confirmed that all the items have impact on public administrative reform. Result revealed that good governance is ensuring in present government organizations.

Data normality test is also performed in this study and analysis, thus Skewness and Kurtosis result confirmed that data is normally distributed. The variable distribution is symmetrical.

Table 4.38: Descriptive Statistics on Good Governance

Items	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Q17. Accountable Public Administration	4.09	.816	-.417	.161	-.752	.321
Q18. Transparent Public Administration	4.07	.777	-.464	.161	-.307	.321
Q19. Responsive Public Administration	4.01	.842	-.382	.161	-.705	.321
Q20. Equitable Public Administration	4.02	.826	-.419	.161	-.561	.321
Q21. Rule of law oriented Public Administration	4.06	.819	-.397	.161	-.695	.321
Q22. Participatory decision making Public Administration	4.00	.818	-.341	.161	-.659	.321
Q23. Practice of NIS/RTI/GRS/Citizen Charter	3.99	.855	-.580	.161	-.036	.321

4.5.9 Reliability through Cronbach's Alpha (.702)

Internal consistency measurement is important for quantitative study, when we are using variable items. Thus, item consistency measurement is required to validate variable items. Reform for 'Good Governance' variable items is measured with seven items, items are developed from literature and those are not tested before, there item

consistency required to check. This study found that all the items scored more than .702, which is recommended by Hair et al., 2010.

Table 4.39: Reliability test result for good governance items

Item-Total Statistics				
Items	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
Q17. Accountable Public Administration	24.15	9.505	.339	.687
Q18. Transparent Public Administration	24.18	9.361	.403	.671
Q19. Responsive Public Administration	24.23	8.849	.463	.655
Q20. Equitable Public Administration	24.22	8.774	.495	.646
Q21. Rule of law oriented Public Administration	24.19	8.832	.488	.648
Q22. Participatory decision making Public Administration	24.25	9.261	.391	.674
Q23. Practice of NIS/RTI/GRS/Citizen Charter	24.25	9.539	.304	.697

4.5.10 Correlation Matrix among Good Governance items

Pearson correlation matrix was performed in this study to see the good governance variable items and its association. In this study, among the items the coefficient result is highly significant ($p < .001$ to $p < .05$). Therefore, the result revealed that reform for good governance items are significant relationship and the degree of their association is high. This result provides an understanding the direct relationship among benefits of reform items, and result suggest that the good governance variable items are possible fit and explained with high correlation. Some of the items are not significantly associated.

Table 4.40: Correction matrix of good governance items

Items	Q17	Q18	Q19	Q20	Q21	Q22	Q23
Q17. Accountable Public Administration	1	.567**	.377**	.154*	.124	.040	.033
Q18. Transparent Public Administration	.567**	1	.396**	.238**	.132*	.125	.034
Q19. Responsive Public Administration	.377**	.396**	1	.456**	.286**	.058	.123
Q20. Equitable Public Administration	.154*	.238**	.456**	1	.441**	.293**	.200**
Q21. Rule of law oriented Public Administration	.124	.132*	.286**	.441**	1	.467**	.303**
Q22. Participatory decision-making Public Administration	.040	.125	.058	.293**	.467**	1	.453**
Q23. Practice of NIS/RTI/GRS/Citizen Charter	.033	.034	.123	.200**	.303**	.453**	1

** . Correlation is significant at the 0.01 level (2-tailed).

* . Correlation is significant at the 0.05 level (2-tailed).

4.5.11 Differences Identification through One Sample T Test of Good Governance items

One Sample T Test with benefits good governance in public administration, it is found that there is a significance differences among the good governance items with response to respondents. Most of the items are highly and significant correlation with each other. Thus, t value shows that individual responses are difference and significant ($p < .001$). And mean values are also difference, so there is a mean difference.

Table 4.41: One Sample Test on Good Governance

One-Sample Test					
Variable items	Test Value = 0				
	T	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference

One-Sample Test						
					Lower	Upper
Q17. Accountable Public Administration	75.743	227	.000	4.092	3.99	4.20
Q18. Transparent Public Administration	79.146	227	.000	4.070	3.97	4.17
Q19. Responsive Public Administration	71.963	227	.000	4.013	3.90	4.12
Q20. Equitable Public Administration	73.520	227	.000	4.022	3.91	4.13
Q21. Rule of law oriented Public Administration	74.799	227	.000	4.057	3.95	4.16
Q22. Participatory decision making Public Administration	73.811	227	.000	4.000	3.89	4.11
Q23. Practice of NIS/RTI/GRS/Citizen Charter	70.478	227	.000	3.991	3.88	4.10

4.6 Reform and Government That Works (1996) Evaluation

In 1996, ‘Government that Works’ suggested some of issues, those are: ‘enough compensation’; ‘legal system reform for effective public administration’; ‘simplification of policy formulation’; ‘good HRM practices’ in public administration.

Respondents’ opinions are taken through questionnaire survey tool and respondents are given their thought on five point Likert scale ranging from ‘strongly agree to strongly disagree’. Government that works evaluation is measured with four items.

4.6.1 Enough Compensation Introduced in Government Structure

In government system, compensation can be understood of wages and salaries. Moreover, supplements which is included with employee pension plans, health insurance, life insurance, education benefit and government social insurance. Structure is the strategy to determine how each employee in paid from government. Bangladesh government has a structured pay system for all level of government staff.

In question to ‘enough compensation introduced in government structure, the respondents have given their views on the scale of ‘strongly agree’ is only 32.5%, which indicates that previously reform committee recommendation as per ‘Government That Works-1996’ enough compensation in government structure still not practiced in public administration in a significant way. On the other hand, 40.04% of total respondents have given their opinion on ‘agree’ scale, thus result revealed that compensation in government structure has introduced as recommended in 1996 report. A significant 24.1% of respondents replied on ‘neutral’ scale, which is revealed that compensation in government structure still not introduced much as civil servants expected.

Table 4.42: Introduced compensation in government structure

Q24. Enough compensation in government structure introduced				
Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	7	3.1	3.1	3.1
Neutral	55	24.1	24.1	27.2
Agree	92	40.4	40.4	67.5
Strongly Agree	74	32.5	32.5	100.0
Total	228	100.0	100.0	

4.6.2 Legal System reformed for Effective Public Administration

Judicial function is one of core function of public administration and it is called legal approach to perform official duties for public service delivery. Moreover, legal system has emphasized by the administrators and they are enforcing laws for effective service delivery. To implement the legal system in public administration, civil servants capacity must be developed. Legal system is derived from British colonial rule, still Bangladesh government is using those. In the context of Bangladesh and nature of work, culture and environment, laws are to be reformed to address to make effective public administration.

In response to the question, the respondents are given their opinion. It is found that 30.7% of the total respondents ‘strongly agree’, legal system are reformed as recommended before. Whereas, 36.4% of the respondents do believe that legal system

in public administration are reformed in Bangladesh as laws derived from British. A significant number of respondents (63) 27.6% given their opinion on ‘neutral’ scale, revealed that still legal system for effective public administration is not reformed. Thus, to make effective public administration legal system in Bangladesh required to reform.

Table 4.43: Legal System for Effective Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	12	5.3	5.3	5.3
Neutral	63	27.6	27.6	32.9
Agree	83	36.4	36.4	69.3
Strongly Agree	70	30.7	30.7	100.0
Total	228	100.0	100.0	

4.6.3 Simplification of Policy Formulation

Policy is a guideline to address a problem, and policy tool always bring benefits for the common people. Generally, policy is guided for management of public affairs and legislature its measures. Therefore, at the stage of formulating policy, policy makers have to keep in mind to make policy more simplification rather complex.

In response to the questions, it is revealed that only 28.1% of total respondents do ‘strong agree’ believe that in Bangladesh policy has more simplified for its uses to address problem solution. On the other hand, 43.9% of the respondents have given their opinion on ‘agree’ scale. 24.1% respondents have given their opinion on ‘neither agree nor disagree’ (neutral) scale. Therefore, though policy formulations have got simplification, but still a significant number of respondents identified that policy required more simplification to get benefits from public administration.

Table 4.44: Simplified Policy Formulation

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	9	3.9	3.9	3.9

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Neutral	55	24.1	24.1	28.1
Agree	100	43.9	43.9	71.9
Strongly Agree	64	28.1	28.1	100.0
Total	228	100.0	100.0	

4.6.4 Introduction of Good HRM Practices in Public Administration

Though HRM practice is recommended by Government That Works report or World Bank report, but still public administration organizations do practices personnel management rather HRM. HRM unit not yet created in public sector organizations. Gradually the concept of HRM is introducing mentally within civil servants, as they are receiving degree in HRM from home and abroad. And the practices of HRM functions such as: recruitment, selection, promotion, training & development are functioning in a regular manner, thus we can say that HRM is gradually enacted within government system.

In response to the HRM question, and its present practices 32.0% of total respondents have given their opinion on 'strongly agree' scale. Thus, result revealed that through public administration reform HRM has been introduced in public administration only 32%, as it was recommended by previous reform committee. On the other hand, 40.8% of respondents are given their opinion on 'agree' scale. Thus, they believed that HRM has been introduced in public administration. Still, a significant number of respondents (53, 23.2%) do argue that HRM in public administration has not been practices as they given 'neutral' opinion. However, good practices of HRM in public administration organizations are not seen properly as it was recommended by World Bank (1996).

Table 4.45: Good HRM Practices in Public Administration

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly Disagree	1	.4	.4	.4
Disagree	8	3.5	3.5	3.9

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Neutral	53	23.2	23.2	27.2
Agree	93	40.8	40.8	68.0
Strongly Agree	73	32.0	32.0	100.0
Total	228	100.0	100.0	

4.6.5 Descriptive statistics on Government that Works

Reform and Government That Works (1996) is measured with seven (4) items, items wise descriptive statistics are shown in the following Table(4.46). And those four items are measured with a five-point Likert scale (range 1 to 5). Descriptive statistics result generated through SPSS output with mean value, standard deviation, Skewness and Kurtosis results. Among the four items, ‘Government That Works’ for reform, the highest mean score received by ‘enough compensation introduces in public administration (4.02)’, the second highest mean score is with ‘good HRM practices introduced in public administration (4.00)’, followed by ‘simplified policy formulation in public administration (3.96)’, and ‘legal system has been reformed in public administration’ mean score is (3.93)’. Therefore, result confirmed that all the items have impact on public administrative reform. Result revealed that World Bank recommended components are coming into practices in public administration organizations day by day.

Data normality test is also performed in this study and analysis, thus Skewness and Kurtosis result confirmed that data is normally distributed. The variable distribution is symmetrical.

Table 4.46: Descriptive Statistics on Government That Works Components

Items	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Q24. Enough compensation in govt. structure	4.02	.831	-.366	.161	-.723	.321

introducing						
Q25. Legal system has been reformed for effective Pub Ad	3.93	.890	-.307	.161	-.843	.321
Q26. Policy formulation has simplified	3.96	.825	-.353	.161	-.560	.321
Q27. Good HRM practice has been introduced in Pub Ad	4.00	.858	-.516	.161	-.230	.321

4.6.6 Reliability

Internal consistency measurement is important for quantitative study, when we are using variable items. Thus, item consistency measurement is required to validate variable items. Government That Works (1996) as it was recommended by World Bank for public administration reform. Government That Works variable items is measured with four items, items are developed from literature and those are not tested before, there item consistency required to check. This study found that all the items scored more than 0.6 or more as recommended by Nunnally (1967), not recommended by Hair et al., 2010.

Table 4.47: Reliability Cronbach's Alpha

Item-Total Statistics				
Scale	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
Q24. Enough compensation in govt. structure introduced	11.89	4.019	.599	.676
Q25. Legal system has been reformed for effective Pub Ad	11.99	3.872	.583	.683
Q26. Policy formulation has simplified	11.95	4.055	.593	.679

Q27. Good HRM practice has been introduced in Pub Administration	11.91	4.366	.448	.756
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4.6.7 Correlation Matrix

Pearson correlation matrix was performed in this study to see the Government That Works (1996) variable items and its association. In this study, among the items the coefficient result is highly significant ($p < .001$ to $p < .05$). Therefore, the result revealed that reform for Government That Works items are significant relationship and the degree of their association is high. This result provides an understanding the direct relationship among government that works reform items, and result suggest that the government that works variable items are possible fit and explained with high correlation.

Table 4.48: Correlation Matrix among the Government That Works (1996) items

Items		Q24.	Q25.	Q26.	Q27.
Q24. Enough compensation in govt. structure introduced	Pearson Correlation	1	.562**	.502**	.333**
Q25. Legal system has been reformed for effective Pub Ad	Pearson Correlation	.562**	1	.464**	.347**
Q26. Policy formulation has simplified	Pearson Correlation	.502**	.464**	1	.423**
Q27. Good HRM practice has been introduced in Pub Ad	Pearson Correlation	.333**	.347**	.423**	1
**. Correlation is significant at the 0.01 level (2-tailed).					

Individual Differences Identification through T Test of ‘Government That Works’

One Sample T Test with ‘government that works’ in public administration, it is found that there is a significance differences among the ‘government that works’ items with response to respondents. Most of the items are highly and significant correlation with each other. Thus, t value shows that individual responses are

difference and significant ($p < .001$). And mean values are also difference, so there is a mean difference.

Table 4.49: T Test of Government That Works items

One-Sample Test						
Scale	Test Value = 0					
	T	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Q24. Enough compensation in govt. structure introduced	73.049	227	.000	4.022	3.91	4.13
Q25. Legal system has been reformed for effective Pub Ad	66.612	227	.000	3.925	3.81	4.04
Q26. Policy formulation has simplified	72.455	227	.000	3.961	3.85	4.07
Q27. Good HRM practice has been introduced in Pub Ad	70.496	227	.000	4.004	3.89	4.12

4.7 Failure of Reform Initiatives

A number of reasons that actually made reform initiative failed. After the independence of Bangladesh, a number of reform initiatives have been adopted and number of recommendations is made. But it is found that not a significant number of recommendations is not implemented, thus efforts are taken for reforms are failed to achieve the target. Mollah (2014) has identified the causes of reforms initiative failure are: ‘colonial rule’; ‘corruption’; ‘elitisms’; ‘resistance to change’; ‘citizens treated as children’; ‘political culture’; ‘political leadership competencies’ and ‘lake of institutional capacity’.

Failure of reform could be adopted ‘big bang’ approaches, which is generally called ‘integrated’ all issues or addressed all issues from one reform committee recommendations. Thus, it is merely difficult to implement all recommendations. In response to the ‘big bang’ questions, the following Table result shown that 29.2% of

total respondents on the scale of ‘strongly agree’ do believe reform failure cause is due to ‘big bang’ approach. 41.7% of respondents also given their statement on the scale of ‘agree’ on the same issue. Whereas 22.8% respondents have given their opinion on ‘neutral’ scale. Therefore, it is stated that from the ‘big bang’ approach was the basically cause of public administration reform failure in Bangladesh.

Table 4.50: Big Bang Approach

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	52	22.8	22.8	25.4
Agree	95	41.7	41.7	67.1
Strongly Agree	75	32.9	32.9	100.0
Total	228	100.0	100.0	

4.7.1 Less Stakeholder Consultation

The essence of public administration reform is to implement the public policies effectively from bringing change in administrative function. It happens within or between the government and its clients. Thus, any kind of changes, agencies or party’s involvement or consultation is a must to get optimum benefit from change.

In response to the question of ‘less stakeholder consultation’, the respondents have given their opinion in the following Table. 35.5% (81) of total respondents have opined that failure of administrative reform is due to less stakeholder consultation. Thus, stakeholder analysis was not done properly or effectively before implementing reform recommendations. Or before reform initiative, respective stakeholders were not informed or consulted or participated in this reform process. As a result, it has got total failure of reform initiative. Whereas 37.7% of total respondents do believe on the scale of ‘agree’ on the same issue. While 23.2% of respondents have given their responses on ‘neutral’ scale. Finally, result revealed that earlier administrative reform initiative was failed due to less stakeholder consultation.

Table 4.51: Stakeholder Consultation

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	8	3.5	3.5	3.5
Neutral	53	23.2	23.2	26.8
Agree	86	37.7	37.7	64.5
Strongly Agree	81	35.5	35.5	100.0

4.7.2 Political Commitment

In Bangladesh administrative reform is failed due to less commitment from political parties. The country is not politically stable in fact, if political parties' changes, then every good initiative were changes.

In response to the question of 'political commitment' a significant number of surveyed respondents have given their (34.2%) responses on 'strongly agree' scale. While 39.5% of the respondents have claimed on 'agree' scale on the same issue. Without political consultation or without discussion in the parliament it is not possible to implement reform recommendation or initiative any reform issues. A significant number of the respondents (52) 22.8% per cent replied on 'neutral' scale regarding political commitment for reform initiative.

Table 4.52: Less Political Commitment

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	8	3.5	3.5	3.5
Neutral	52	22.8	22.8	26.3
Agree	90	39.5	39.5	65.8
Strongly Agree	78	34.2	34.2	100.0

4.7.3 Incremental Approach not focused

One of reason for reform failure is not focused on incremental approaches. This approach is given focuses on key business objectives in respect of a selected project. Incremental approach has strength to ability to handle complexity and change, which has given emphasis on minor or major decision. The previous reform

recommendation committee decisions were not incremental, due to that administration reform in Bangladesh has failed.

In response to the question, it is found that 38.6% of total respondents do believe that due to less focus on incremental approach of reform, the reform initiative was failed in Bangladesh. Whereas 33.8% of the total respondents have given their opinion on ‘agree’ scale, revealed that 33.8 per cent out of 100% civil servants believe on reform failure due to small or incremental approach not focused when reform recommendations are formed. There are 23.2% of respondents also given their opinion on ‘neutral’ scale, result revealed that they are not neither agree nor disagree on this statement. Overall, result revealed that due to not focused on incremental approach of reform, reform initiative or reform recommendations are not implemented in Bangladesh.

Table 4.53: Incremental approach not focused

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	10	4.4	4.4	4.4
Neutral	53	23.2	23.2	27.6
Agree	77	33.8	33.8	61.4
Strongly Agree	88	38.6	38.6	100.0
Total	228	100.0	100.0	

4.7.4 Time Plan for Reform or No Strategy for Reform

It has been discussed before, a number of administrative reform initiatives have been taken in Bangladesh and also a significant number of recommendations are made from respective reform committee. The principal missing link was there was not time line or strategy for implementing those recommendations. Strategic implementation refers to process of executing plan for how to implement those recommendations. Recommendation wise action plan or strategic plan is required to implement reform in Bangladesh. Furthermore, effective management and management efficiency are also equally important to implement reform recommendations.

In response to the question, it is found that 33.8% of the total respondents are given their opinion on the ‘strongly agree’ scale, revealed a large portion of the respondents believe there is strategic time line for implementing reforms recommendation in Bangladesh. Even on the same issue, 40.4% respondents given their views on the scale of ‘agree’ revealed that reform failure due to ‘no strategy or time plan for reform’.

Table 4.54: Time Plan for Reform or No Strategy

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	53	23.2	23.2	25.9
Agree	92	40.4	40.4	66.2
Strongly Agree	77	33.8	33.8	100.0
Total	228	100.0	100.0	

4.7.5 Descriptive statistics for Reform Failure

Reform failure variable is measured with five (5) items, items wise descriptive statistics are shown in the following Table (4.54). Reform failure items are measured with a five-point Likert scale (range 1 to 5). Descriptive statistics captured with mean value, standard deviation, Skewness and Kurtosis results. Among the four items of reform failure, the highest mean score received by ‘small or incremental approach not focused’ in administrative reform in public administration (4.07)’, the second highest mean score are with ‘big bang approach (4.05); ‘less stakeholder consultation (4.05);’ and ‘no strategy or time plan for reform (4.05); and followed by ‘less political commitment (4.04)’. All most reform failure variable items scored high mean value. Therefore, result confirmed that all the items have the reason for failure of reform.

Data normality test is also performed in this study and analysis, thus Skewness and Kurtosis result confirmed that data is normally distributed. The variable distribution is symmetrical. It is noted that generally for skewness if the number is greater than +1 or lower than -1, this indicates a substantially skewed distribution. For kurtosis, the general guideline is that if the number is greater than +1, the

distribution is too peaked. Likewise, a kurtosis of less than -1 indicates a distribution that is too flat. For this study the data is normally distributed (Hair et al., 2017, p. 61).

Table 4.55: Descriptive Statistics on reform failure

Scale	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Q28. Big Bang (integrated all issues) Approach	4.05	.814	-.385	.161	-.673	.321
Q29. Less stakeholder consultation	4.05	.854	-.444	.161	-.719	.321
Q30. Less political commitment	4.04	.844	-.439	.161	-.660	.321
Q31. Small or incremental approach not focused	4.07	.891	-.507	.161	-.756	.321
Q32. No strategy or Time Plan for reform	4.05	.822	-.386	.161	-.725	.321

4.7.6 Reliability test result with Cronbach Alpha for reform failure items

Internal consistency measurement is important for quantitative study, when we are using variable items. Thus, item consistency measurement is required to validate variable items. Reform failure variable items are measured with five items, items are developed from literature and those are not tested before, therefore item consistency required to check. This study found that all the items scored within 0.6 and 0.7 as recommended by Nunnally (1967) and Hair et al., 2010.

Table 4.56: Reliability Cronbach's Alpha

Item-Total Statistics				
Items	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
Q28. Big Bang (integrated all issues) Approach	16.21	6.302	.318	.718

Q29. Less stakeholder consultation	16.21	5.524	.502	.647
Q30. Less political commitment	16.22	5.370	.558	.623
Q31. Small or incremental approach not focused	16.20	5.252	.544	.628
Q32. No strategy or Time Plan for reform	16.21	5.920	.417	.681

4.7.7 Correlation Matrix with Reform Failure initiative

Pearson correlation matrix was performed in this study to see the reform failure variable items and its association. In this study, among the items the coefficient result is highly significant ($p < .001$ to $p < .05$). Therefore, the result revealed that reform failure items are significant relationship and the degree of their association is high. This result provides an understanding the direct relationship among reform failure items, and result suggest that the reform failure variable items are possible fit and explained with high correlation.

Table 4.57: Correlation Matrix Result of reform failure

Items		Q28	Q29	Q30	Q31	Q32
Q28. Big Bang (integrated all issues) Approach	Pearson Correlation	1	.453**	.196**	.172**	.115
Q29. Less stakeholder consultation	Pearson Correlation	.453**	1	.474**	.314**	.159*
Q30. Less political commitment	Pearson Correlation	.196**	.474**	1	.477**	.371**
Q31. Small or incremental approach not focused	Pearson Correlation	.172**	.314**	.477**	1	.531**
Q32. No strategy or Time Plan for reform	Pearson Correlation	.115	.159*	.371**	.531**	1

** . Correlation is significant at the 0.01 level (2-tailed).

* . Correlation is significant at the 0.05 level (2-tailed).

4.7.8 Individual difference with reform failure items

One Sample T Test with ‘reform failure’ in public administration, it is found that there is a significance differences among the ‘reform failure’ items with response to respondents. Most of the items are highly and significant correlation with each other. Thus, t value shows that individual responses are difference and significant ($p < .001$). And mean values are also difference, so there is a mean difference.

Table 4.58: T Test result failure of reform

One-Sample Test						
	Test Value = 0					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Q28. Big Bang (integrated all issues) Approach	75.080	227	.000	4.048	3.94	4.15
Q29. Less stakeholder consultation	71.695	227	.000	4.053	3.94	4.16
Q30. Less political commitment	72.378	227	.000	4.044	3.93	4.15
Q31. Small or incremental approach not focused	68.940	227	.000	4.066	3.95	4.18
Q32. No strategy or Time Plan for reform	74.447	227	.000	4.053	3.95	4.16

4.8 Force for Reform

Force for reform has many folds, a number of agents are playing a catalytic role as a force of administrative reform in public administration. Some of are the common as earlier researchers have identified the force of reform in Bangladesh. This study measured force of reform are: ‘political will’, ‘proactive initiative by the policy maker’, ‘mobilization for HR’, ‘people expectation’, ‘globalization’ and ‘competitiveness’.

4.8.1 Political Will

Scholars do agree on for administrative reforms in Bangladesh required for political leadership commitment and their willingness. Thus, the driving force of administrative reforms effort of implementation is depended on elected political wish. But the last few decades political leadership has not been focused on administrative reform initiatives or nor been found administrative reform recommendations and its implementation in public administration. Bangladesh is a democratic country, political parties are given their election manifesto before the national election, once the elected political party is in power and formed the government, party simply forgotten their election manifesto as it was declared earlier (Sarker, 2004).

In question to ‘political will’ the respondents do believe that administrative reform occurred due to political will. Result revealed that 32.9% of total respondents have given their opinion on ‘strongly agree’ scale. While 43.4% respondents also given their opinion on ‘agree’ scale, result revealed that most of the civil servants agreed reform came and happened due to political will. A significant number of respondent (civil servants) have given their opinion on ‘neutral’ scale, which revealed that those items are not solely responsible for reform implementation, other elements might be there, which are not considered this study.

Table 4.59: Frequency distribution on Political will

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	7	3.1	3.1	3.1
Neutral	47	20.6	20.6	23.7
Agree	99	43.4	43.4	67.1
Strongly Agree	75	32.9	32.9	100.0
Total	228	100.0	100.0	

4.8.2 Proactive Demand by the Policy Maker

Initiative administrative reform demand or reform recommendations implementation required proactive role by the policy makers, whether top level bureaucrats or Member of Parliament or Minister. Bangladesh government has a

number of policies fact is that government machineries are weak in implementing those policies. As a result, reform recommendations are failed and not implemented. Therefore, implementation of reform initiative required commitment from the policy maker and proactive initiative as a success story of administrative reform in Bangladesh.

Table 4.60: Proactive Initiative by the Policy Maker

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	50	21.9	21.9	24.6
Agree	96	42.1	42.1	66.7
Strongly Agree	76	33.3	33.3	100.0
Total	228	100.0	100.0	

4.8.3 Mobilization for Human Resources (HR)

Bangladesh has a sectoral goal, and to implements predetermined sectoral goals or objectives required HR mobilization for getting things done. Therefore, to achieve maximum benefits of reform, HR mobilization and optimum uses HR are crucial for reform implementation. In response to the question, a significant number of civil servants (respondents) 74, 32.5% do believe that implementation of reform recommendations required HR mobilization as per requirement. On the other hand, 41.2% respondents have given their argument on ‘agree’ scale, whereas 21/5% have given their opinion on ‘neutral’ scale. Thus result revealed that HR mobilization can be played a catalyst role to implement reform initiative or recommendation.

Table 4.61: HR Mobilization for reform

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	11	4.8	4.8	4.8
Neutral	49	21.5	21.5	26.3
Agree	94	41.2	41.2	67.5
Strongly Agree	74	32.5	32.5	100.0

Total	228	100.0	100.0	
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4.8.4 Economic Resource Mobilization

Economic resources are not distributed properly in Bangladesh. Equal resource mobilization is a must for development. Economic resource mobilization is playing a catalytic role of reform in Bangladesh. Though Bangladesh is a small country, but tropical conditions is not same even infrastructure not the same. Therefore, to implement reform recommendations or initiative required economic resource mobilization and distribution. In response to question ‘economic resource mobilization’, it is found that 31.6% of total respondents have given emphasis on ‘strongly agree’ scale for reform initiative or reform recommendation required mobilization for economic resources. The highest most number of civil servants (91), 39.9% respondents does believe on ‘agree’ scale that mobilization of economic resources can play a catalyst role of reform initiative. Therefore, the success of reform initiative is dependent on a large scale of economic resource mobilization.

Table 4 62: Mobilization for Economic Resources

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	59	25.9	25.9	28.5
Agree	91	39.9	39.9	68.4
Strongly Agree	72	31.6	31.6	100.0
Total	228	100.0	100.0	

4.8.5 Descriptive Statistics on Force for Reform

Force for reform is measured with four (4) items, items wise descriptive statistics are shown in the following Table (4.54). Force for reform items are measured with a five-point Likert scale (range 1 to 5). Descriptive statistics captured with mean value, standard deviation, Skewness and Kurtosis results. Among the four items of reform failure, the highest mean score received by ‘political will (4.06)’ ‘proactive initiative by the policy maker (4.06)’, other items mean scored are ‘mobilization for HR (4.01) and ‘mobilization for economic resources (4.00).

Therefore, result confirmed that all the items have the impact on catalyst role for reform initiative in Bangladesh.

Data normality test is also performed in this study and analysis, thus Skewness and Kurtosis result confirmed that data is normally distributed. The variable distribution is symmetrical. It is noted that generally for skewness if the number is greater than +1 or lower than -1, this indicates a substantially skewed distribution. For kurtosis, the general guideline is that if the number is greater than +1, the distribution is too peaked. Likewise, a kurtosis of less than -1 indicates a distribution that is too flat. For this study the data is normally distributed (Hair et al., 2017, p. 61).

Table 4.63: Descriptive Statistical Result on Catalyst for Reform

Items	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
Q33. Political will	4.06	.811	-.463	.161	-.480	.321
Q34. Proactive demand by the policy maker	4.06	.811	-.413	.161	-.622	.321
Q35. Mobilization for HR (human resources)	4.01	.858	-.490	.161	-.511	.321
Q36. Mobilization for Economic resources	4.00	.826	-.292	.161	-.832	.321

4.8.6 Reliability on Force for Reform items

Internal consistency measurement is important for quantitative study, when we are using variable items. Thus, item consistency measurement is required to validate variable items. Force for reform variable items are measured with four items, items are developed from literature and those are not tested before, therefore item consistency required to check. This study found that all the items scored within 0.6 and 0.7 as recommended by Nunnally (1967) and Hair et al., 2010.

Table 4.64: Reliability Cronbach Alpha result ‘Force for reform’

Item-Total Statistics				
	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
Q33. Political will	12.08	3.756	.434	.671
Q34. Proactive demand by the policy maker	12.08	3.518	.527	.615
Q35. Mobilization for HR (human resources)	12.13	3.151	.621	.549
Q36. Mobilization for Economic resources	12.14	3.862	.379	.704

4.8.7 Correlation Matrix

Pearson correlation matrix was performed in this study to see the force for reform variable items and its association. In this study, among the items the coefficient result is highly significant ($p < .001$ to $p < .05$). Therefore, the result revealed that force for reform items are significant relationship and the degree of their association is high. This result provides an understanding the direct relationship among force for reform items, and result suggest that the force for reform variable items are possible fit and explained with high correlation.

Table 4.65: Correlation Matrix with force for reform items

		Q33	Q34	Q35	Q36
Q33. Political will	Pearson Correlation	1	.423**	.417**	.171**
Q34. Proactive demand by the policy maker	Pearson Correlation	.423**	1	.487**	.276**
Q35. Mobilization for HR (human resources)	Pearson Correlation	.417**	.487**	1	.447**
Q36. Mobilization for Economic resources	Pearson Correlation	.171**	.276**	.447**	1

** . Correlation is significant at the 0.01 level (2-tailed).

4.8.8 Individual Differences with T test result for Force of Reform

One Sample T Test with ‘force for reform’ in public administration, it is found that there is a significance differences among the ‘force for reform’ items with response to respondents. Most of the items are highly and significant correlation with each other. Thus, t value shows that individual responses are difference and significant ($p < .001$). And mean values are also difference, so there are mean differences.

Table 4.66: One Sample T Test Result

One-Sample Test						
Items	Test Value = 0					
	t	df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Q33. Political will	75.659	227	.000	4.061	3.96	4.17
Q34. Proactive demand by the policy maker	75.659	227	.000	4.061	3.96	4.17
Q35. Mobilization for HR (human resources)	70.658	227	.000	4.013	3.90	4.13
Q36. Mobilization for Economic resources	73.174	227	.000	4.004	3.90	4.11

4.9 Way forward for administrative reform

4.9.1 Trained Policy Maker

Political masters made the policy, but the fact is that they do not have institutional training. Capacity building is necessary for the policy maker through which they can get knowledge to formulate a standard policy. Finally, to make administrative reform a successful one policy maker undergoes training programme as per policy need. In the following Table, from the civil servants’ response, 32.9% of the total respond given their opinion on ‘strongly agree’ scale; in the same question

response 42.5% respondents have given their opinion on ‘agree’ scale. Overall the result revealed that policy makers are required for training to build up their capacity to formulate as well as administered policy for the citizens.

Table 4.67: Policy Maker Need to be trained

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	10	4.4	4.4	4.4
Neutral	46	20.2	20.2	24.6
Agree	97	42.5	42.5	67.1
Strongly Agree	75	32.9	32.9	100.0
Total	228	100.0	100.0	

4.9.2 Understanding of Vision 2041

Current political party has set Vision 2041, and this Vision was election manifesto. Thus, the long-term goal is vision 2041, according to that vision government machineries are acting to achieve vision 2041. Therefore, civil servants as well political masters have to have well understanding of vision 2041 to capture administrative reform and its benefits.

The study result revealed that well understanding the reality of vision 2041 is really a challenge, and materialize this vision a number of mega activities are required to achieve, which at the end requirement is to develop human resources, economic development and to initiate a number of strategies. From the Table, it is found that 39% of the respondents do believe that it is really a challenge to understand vision 2041 for all stakeholders (on strongly agree scale); while 35.5% of the respondents ‘agree’ on that statement. Finally, result concluded with there is a huge challenge of understanding vision 2041.

Table 4.68: Understanding of Vision 2041

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	7	3.1	3.1	3.1
Neutral	51	22.4	22.4	25.4

Agree	81	35.5	35.5	61.0
Strongly Agree	89	39.0	39.0	100.0
Total	228	100.0	100.0	

4.9.3 Understanding of Delta Plan

Understanding of visionary plan is necessary to capture administrative reform. 100 years future plan design is really wisdom worthy. Civil servants capacity enhancement is also crucial to design 100 years future plan and implementation as well. In the following Table result revealed that respondents are given their opinion on understanding delta plan for Bangladesh government and respondents are agreed on it. Therefore, civil servants are required to get knowledge on delta plan and on the other hand to capture delta plan is also challenges for civil servants as well.

Table 4.69: Understanding Delta Plan

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	6	2.6	2.6	2.6
Neutral	44	19.3	19.3	21.9
Agree	95	41.7	41.7	63.6
Strongly Agree	83	36.4	36.4	100.0
Total	228	100.0	100.0	

4.9.4 SDGs Implementation

SDGs one of the most important is to eradicate poverty, and to promote long term approaches to face global challenges. Thus, it is really difficult to implement SDGs goal in the stipulated time. For which a competent civil servant is required. However, implementation of SDGs is really a challenge, and respondents have given their opinion as 'strongly agree' 28.5%, while 'agree' scale 46.5% and 'neutral' scale is 21.1%.

Table 4.70: SDGs Implementation

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
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Disagree	9	3.9	3.9	3.9
Neutral	48	21.1	21.1	25.0
Agree	106	46.5	46.5	71.5
Strongly Agree	65	28.5	28.5	100.0

4.9.5 Capacity Development of Public Administrator

In particular, to implement reforms recommendations obviously required civil servant capacity development. On the other hand, developing civil servant through enhancement of their capacity is a challenge as well. The study respondents have given their opinion in this regard with frequency and per cent form and this information is articulated in the following Table.

Table 4.71: Capacity Development of Public Administrator/Manager

Scale	Frequency	Percent	Valid Percent	Cumulative Percent
Disagree	8	3.5	3.5	3.5
Neutral	53	23.2	23.2	26.8
Agree	83	36.4	36.4	63.2
Strongly Agree	84	36.8	36.8	100.0
Total	228	100.0	100.0	

4.9.6 Pearson Correlation Among Reform Way Forward Items

Successful of administrative reform have some indicators and this study have seen their relationship and its level of significant. Therefore, Pearson Correlation matrix is run for this study to get significant results. Reform way forward is measured with five items. Items correlation results is presented in the following Table.

Table 4.72: Pearson Correlation Matrix among reform way forward items

Way forward items	Q37.	Q38.	Q39.	Q40.	Q41.
Q37. Policy maker needs to be trained	1	.485**	.350**	.259**	.203**
Q38. Well understanding of Vision 2041	.485**	1	.436**	.364**	.278**

Q39. Understanding Delta Plan	.350**	.436**	1	.499**	.338**
Q40. SDGs implementation	.259**	.364**	.499**	1	.399**
Q41. Capacity development of Public Administrator/manger	.203**	.278**	.338**	.399**	1

** . Correlation is significant at the 0.01 level (2-tailed).

4.9.7 Individual Differences with T test result for Reform Way Forward

One Sample T Test with ‘reform for way forward’ in public administration, it is found that there is a significance differences among the ‘reform way forward’ items with response to respondents. Most of the items are highly and significant correlation with each other. Thus, t value shows that individual responses are difference and significant ($p < .001$). And mean values are also difference, so there is mean differences.

Table 4.73: One Sample T Test Result

One-Sample Test						
Variable items	Test Value = 0					
	t	Df	Sig. (2-tailed)	Mean Difference	95% Confidence Interval of the Difference	
					Lower	Upper
Q37. Policy maker needs to be trained	72.506	227	.000	4.039	3.93	4.15
Q38. Well understanding of Vision 2041	72.603	227	.000	4.105	3.99	4.22
Q39. Understanding Delta Plan	77.067	227	.000	4.118	4.01	4.22
Q40. SDGs implementation	74.469	227	.000	3.996	3.89	4.10
Q41. Capacity development of Public	71.360	227	.000	4.066	3.95	4.18

Administrator/manger						
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4.10 Major Findings:

- Respondents' expertise mainly remain in the areas of 'administration', 'management', 'finance', and 'ICT & Training mostly; majority of them work at 'decision making level', and 'operational level as well';
- Respondents opined that except 'transparency and openness' in administration administrative reform requires to fit with 'political manifesto' or 'vision plan';
- 'reason for administration reform' measuring items are highly correlated with each other at the significant level of $p < .05$.
- Among a number of benefits of administrative reform, 'changes bureaucratic role' is highly important as the respondents viewed;
- For administrative reform, they also underlined on 'structure, process and behaviour changes in public administration';
- At the same time, statistical analysis of descriptive information shown high mean score on 'bring bureaucratic changes and structural changes in public administration';
- Cronbach alpha result confirmed that 'benefit for reform' measurement items are consistent with each other; and correlations matrix result also confirmed that they are highly correlated ($p < .05$);
- Respondents opined that administrative reform brings 'accountability' in public administration; they also, agreed that moreover reform initiative contributes to 'transparency' in public administration;
- Result revealed that administrative reform introduced 'good governance' in public administration;
- 'good governance' measuring items have got high scored of mean values, revealed that administration reform adds value to practices of good governance in public administration;
- Equitable and responsive public administration have been identified as core component by the study respondents for administrative reform;
- Participatory decision-making approach is not practiced in public administration, which is identified by the study respondents;
- HRM practices are given importance for administrative reform;

- ‘Big Bang’ approach is the root cause of failure for administrative reform;
- In absence of clear strategy, administrative reform was failed;
- Failure of administrative reform component is measured with five items, which are scored high mean value and they are significantly ($p < .05$) correlated with each other; thus, those components should be considered for success of administrative reform;
- Catalyst for administrative reform items such as: ‘political will’; ‘proactive demand from policy maker’; ‘HR mobilization’; and ‘economic resources mobilization’ are scored high mean values; and descriptive pattern of correlation matrix is significant ($p < .05$); result revealed that those components are considered as a catalyst or force for administrative reform;

4.11 Qualitative Data analysis and Findings

1. Reasons for Administrative Reform

The administrative reform in the system is a general necessity for all the countries in response to the challenges posed by socioeconomic, political, and technological environments. Since its emergence as a nation-state, Bangladesh has been trying hard to reconstruct its administrative system. Despite the efforts of the policy makers, Bangladesh have encountered serious hurdles.

Interviewee identified the issues, why administrative reforms are crucial in reshaping the public administration of the country. Firstly, Structural weakness in governance is the prime issue for administrative reform in Bangladesh. It indicates nonexistence of ‘positive change’ in prevailing¹ administration, lack of political commitment, bureaucratic unwillingness to bring about change, lack of involvement of society’s other actors in the governance framework. As the interviewee mention, weak governance is linked to many risk drivers such as poverty and inequality, poorly planned economic development urban development.

Secondly, Low level of trust in government is the keyreasonfor administrative reform in the country, as the interviewee mentioned. Trust in government delineates the accountability and transparency of the government in decision-making process as

¹https://www.oecd-ilibrary.org/trust-in-government-policy-effectiveness-and-the-governance-agenda_5k3tx6qtc2jb.pdf

well as implementation of the policies. Literatures also refer that a decline in trust can lead to descending the compliance with rules and regulations. Nurturing trust is referred as an investment in economic growth and social well-being for the future*. Thus, investing trust to the people and the organizations is the new central approach for managing crisis in the era of information society.

Thirdly, Absence of continuation of democratic governance is another reason for administrative reform. Interviewee indicates that efficient and responsive governance are the key aspects of Democratic governance. In Bangladesh, interviewee reported that the responsiveness is insufficient in the public sector and this is a vital part for administrative reform. Furthermore, Public Financial management and revenue administration are also important to reforming the structure of the administration of the country. The revenue administration and public financial management include the tax policies, expenditure policies, dispute resolution mechanism, debt collection process to achieve an efficient allocation of public funds. Finally, interviewee expressed that strong leadership in bureaucracy is prerequisite for administration reform. Leadership skill is not prevailing in the current technology-based society as expected way among the bureaucratic system and governance which leads to restructuring the administration.

2. Benefits of Administrative reform

Responsible and transparent public administration is not only a prerequisite for proper functioning of a country, but also it is fundamental for implementing plans and strategies of the government. For this reason, public administration reform is essential to make a strong relation between the state administration, civil society and private sector.²In line with this scholarly view, the interviewee illuminated that trust worthy public sector is much more important for service delivery of the country. To build this trust worthy public sector a strong leadership is vital as well as coordination among the stakeholders is the precondition. In order to make the society corruption free, ensure the rule of law, enhance capacity of the governmental system, make responsive public servants, manage the resources adequately, public administration reform is an urgent need for all the countries, in particular developing and transition countries. Thus, transformation in the government system can be happened through

²Krasniqi, V., & Aliu, Y. (2016). The Importance of the Public Administration Reform in Kosovo. *EIRP Proceedings*, 11(1).desired changes did not take place as promised.0

administrative reform. Interviewees argued that clients' satisfaction can eventually be achieved through the transformation of the administrative system of the country.

3. Why Public administration reforms recommendations are failed?

All countries throughout the world attempt to restructure their administrative systems to cope with changes posed by socioeconomic, political and technological environment as well as changes in government of country's objectives (Sarker, 2004). Since 1980s, various governments, in both developed and developing countries, have identified public administration reforms as a major priority on their development agendas. A new paradigm to modernize public sector had emerged with a view to develop authority, provide flexibility; ensure performance, control and accountability; improve the management of human resources; enhance information technology; improve the quality of regulation and deliver responsive service. Countries also have expanded substantial human resources and financial capitals to blown up their efforts. Over the last two decades, many developed countries have implemented the new public management model (NPM). The New Public Management (NPM) can be defined as a management philosophy used by governments since the 1980s to modernize the public sector.

Scholars argued that following the paths showed by developed countries, several developing countries have attempted to apply the NPM programs to meet the expectations of the citizens (Sarker, 2006). Bangladesh, a country of South Asia, was no exemption. Since the independence of the country in 1971, a number of commissions and committees were constituted by different governments to streamline the administrative system. (Suk Kim & Monem, 2009; Pandey 2018). It is also claimed that some developing countries have become successful in implementing NPM, for example Singapore. However, despite the perceived importance, administrative reform in Bangladesh have encountered serious hurdles over the last forty years (Sarker, 2006). Work of these commissions often remains limited to keeping the basic structure unchanged. The reason, evident in literature, is the current administrative system of Bangladesh reflects the legacy of the past to a large extent. Thus, the inherited structure of bureaucracy is a legacy of British colonial rule as well as Pakistan period.

The study is attempted to sketch why recommendations for public administration reform are failed in Bangladesh. Interviewees of the study firstly, argued that recommendations for reshaping the public administration of Bangladesh are adopted from other countries and **reform initiatives are not deeply connected with the socio-economic context of the country**. It indicates the failure to integrate administrative reform with the country's socio-economic development. Scholars observed that a mismatch between development intervention and domestic environment is quite crucial not to conform the recommendations.

In the public administration reorganization of a country, political leaders have shown a positive attitude towards reform. The **commitment of political leadership** is a crucial force for implementing the reform initiatives. Scholars argued that reforms and innovations are mostly initiated by the leaders and then promoted those initiatives by administrative efforts with top-down approach. In Bangladesh, the government of Sheikh Hasina constituted the Public Administration Reform Commission in 1997 and the commission submitted their report in 2000. The report highlighted the reform suggestions such as improving service delivery with result oriented performance of the public sector; reforming the civil service with meritocracy in recruitment, promotion and posting; reorganizing institutions and reduction of the number of ministries; decentralizing the field administration through transfer of budget and development planning; promoting value for money to strengthen financial management system, reducing corruption, involving private sectors, etc. Despite all these strong appeals, most of the reform initiatives remains unimplemented because of several critical variables. Serious attempts are yet to come from the political leaders to restructure the administrative system.

Limited capacity of the institutions remains another serious hurdle in the process of public administration reform in Bangladesh. It is evident that administrative reform needs intensive efforts on the part of the government who is in power. Several study from Sarker (2006)³ and Ferdousi & Qiu (2013) exemplified that the failure in the institutional structure of the state has been quite alarming in recent years in the country. They viewed that lack of institutional capacity is indicated the inability of the government to uphold authority in different domains of society. Most

³Sarker, A. E. (2006). New public management in developing countries: An analysis of success and failure with particular reference to Singapore and Bangladesh. *International Journal of Public Sector Management*.

of the interviewee echoed the arguments that indiscipline is visible in almost all sectors, even at the local level institutions. They also added that a lesser number of autonomies makes more complex incapability of the institutions. The government's limited capacity is also found in legislating and implementing laws, spreading of massive corruption in accumulation and distribution of resources and holding public officials accountable in terms of laws. The interviewee emphasized that Bangladesh is facing enormous difficulties in establishing the rule of law. The independence of judiciary has still remained in the paper and the accountable judiciary is also absent in the country. It also indicates the administrative incapability of the state, viewed by the interviewee. In addition, respondent viewed that technical incapacity of the institutions has increased the absence of appropriate human resource placement, lack of meritocracy and accountability of the public officials. Above all, political capacity in Bangladesh is making constrain by clientelist politics, nepotism and factionalism. The administrative, technical and political limited capacity of the state, in particular institutions, undermines the legitimacy of the state in turn to undertake any reform programmes.

In addition, **domination of bureaucracy and bureaucratic resistance** is another vital issue of non-compliance of the recommendations of public administration reform in the country. Resistance from senior bureaucrats, non-inclusion of stakeholders in decision making process and short-lived reform initiatives result failure in implementing innovative and changed policies for the country.

The respondents secondly, claimed that recommendations of public administration reform are made in **absence of participatory approach**, without concerning with the stakeholders. This approach indicates the carelessness of the government to the common people demand and the attitude to take the donor-driven prescriptions. Interviewee of the study also stated that historically, government of the country has been overburdened with too many responsibilities. From 1980s to 1990s, a significant number of non-governmental organizations (NGOs) and private organisations has been emerged in the country. Many of these organisations could be shared and carried out the responsibilities of the government as a partner. However, the government took the huge responsibilities.

Sabharwal and Berman (2013) argued that “public administration” in south Asia has notable achievements from which to learn. It also has travails and failures from which there is equally much to learn”.⁴ There was a view that the necessity for administrative reform will lessen as the role of the private sector increases in the sphere of economic activity and the role of the nongovernment organizations (NGO) increases in development programs. Throughout the 1980s and 1990s Bangladesh has witnessed considerable increase in the role of both the private sector and civil society. However, experience shows that these processes have not reduced the importance of administrative reform. Besides, Bangladesh needs a civil service of high quality and integrity also for mobilizing and utilizing its domestic resources. This requires innovative ideas, serious effort, dedication, and efficiency. It can be argued that public administration in Bangladesh is rather gradually drifting away from these desired qualities. Urgent reforms are therefore necessary so that these qualities can be restored and fostered. There is a certain paradox with the situation regarding administrative reform in Bangladesh. On the one hand, there is a widespread recognition that administrative reform is a priority task for the nation. On the other hand, administrative reform is not being carried out earnestly (Suk Kim & Monem, 2009).⁵

Furthermore, Chaotic political culture, lack of political commitment, limited capacity of the government, politicization of the administration and overarching poor governance are responsible for failure of public administration reforms recommendations.

4. What types of reforms are required to ensure good governance in Bangladesh?

The evolution of public administration in Bangladesh was deeply influenced by the legacy of British rule and Pakistani rule. Efforts for reforming the structure of public administration was hardly had any impact on the governance system of the country. Literatures specifies that Improved governance requires strengthening the institutions and people’s participation through integrated and long-term strategy for

⁴Sabharwal, M., & Berman, E. M. (Eds.). (2013). *Public administration in south asia: India, bangladesh, and pakistan*. CRC Press.

⁵Suk Kim, P., & Monem, M. (2009). Civil service reform in Bangladesh: all play but hardly any work. *Asia pacific journal of Public Administration*, 31(1), 57-70.

reshaping the administration⁶ (Grindle, 2011). Interviewees observed that structural reform of the government for example, decentralization of the government, election commission reforms, judicial reforms, local government reforms, protecting press freedom, reform in anti-corruption commission, HRC, Information commission is the topmost required priority to ensure good governance in Bangladesh. They, further, argued that decision-making by citizen's engagement, mutual respect in public administration, value for meritocracy, citizen centric bureaucracy, transparent recruitment and justified promotion policy in public service are the key categories of reforming the public administration. Moreover, interviewees emphasized on inclusive policy making, ensuring parliamentary accountability, incorporating new technocratic knowledge and accountable the audit system for safeguarding good governance.

5. Reforms required to make competent civil service

The 1972 committee urged for adopting merit as the cardinal principle for recruitment and promotion in the civil service. This suggestion was put forward by the other public administration reform committees of the country. The interviewee also echoed the arguments of several commissions. They emphasized on capacity development through training and research, ensuring equal opportunities in recruitment, promotion and career advancement, legitimate promotion system as the significant factors to make competent civil service. Respondents also viewed that elimination of disparities in cadre services, decentralization of administrative authority, stopping out the political patronage in recruitment-promotion-transfer system, simplification of the decision-making process and combating corruption are the required factors to make a competent civil service. Above all, political commitments are the foremost aspect to make a strong bureaucracy in Bangladesh.

4.12. PARC as the Apex Guideline for Reform towards NPM

As mandated by Government, the Public Administration Reform Commission (PARC) submitted its report in 2000, that suggests for changing policies, programmes and activities to ensure efficiency, effectiveness, transparency and accountability in the public sector and thus enable the government to capture national development. The report submitted by (PARC, 2000) was the most important in the history of

⁶Grindle, M. S. (2011). Good enough governance revisited. *Development Policy Review*, 29, s199-s221.

Bangladesh in the sense of NPM or good governance. The Commission made three types of recommendations (total 137), interim (30), short term (70) and long term (37) for administrative reforms in areas such as, defining of missions and functions of the public offices; affirming professionalism in the civil service; performance monitoring and result oriented performance, audit of government agencies; delegation of powers to subordinate and field offices; open and free access to government documents and reports for the sake of transparency and accountability; separation of judiciary from the executive; separation of audit from accounts; simplification of outdated laws, rules, regulations and forms in the light of NPM and good governance (PARC, 2000; Khan, 2009).

The commission categorically mentioned in its report that it had taken New Public Management (NPM) measures for improving the performance of public sector. While NPM is characterized by: Improving human resources; Staff involvement in decision making; Usage of information technology; Explicit standards of performance; Removing unnecessary controls; Treating public as customer or client; and Contract out/ privatisation. Besides, NPM provides more emphasis on output and outcomes rather than input and process; introducing realistic and effective performance appraisal mechanism; Replacing large, multi-purpose and hierarchical bureaucracies by more specialised, lean, flat and autonomous organisational forms; Substituting hierarchical relationships by contract-like relationships; Shift towards efficiency and individualism; and Emphasis on public-private partnership.

As stated, recommendations of The PARC reflect the basic characteristics of New Public Management to a large extent. These include: improving service delivery; determining missions and functions; introducing performance monitoring and result oriented performance appraisal; delegation of power to subordinate and field offices; merit based recruitment, selection and promotion; separation of judiciary from the executive; market based pay and salary structure; privatisation and contracting out; reducing wastage; appointment of Ombudsman; introducing citizen's charter; establishment of an independent anti-corruption commission; enhancing users' fees in respect of utilities and services; turning public sector hospitals into limited companies; stopping irrational system loss etc (Khan, 2006).

A number of recommendations including separation of judiciary from the executive; privatisation and contracting out of public enterprises; establishment of Public Private Partnership Authority; establishing an independent Anti-Corruption Commission; reducing number of ministries have been implemented.

Establishment of Grievance Redressal System remains as a milestone reform initiative to address service recipients' complaints by the public offices in the country. Following the PARC recommendation, introduction of citizen charter is evident in the public offices. At present, approximately 80 percent of public offices display their CCs as a condition set by the government (JICA 2009). The main objective underlying the introduction of the CC is to make public servants more accountable, transparent, responsive and people-friendly. On the other hand, in respect of performance management system, Government has introduced Annual Performance Agreement since 2014- which could be treated as a partial fulfilment of PARC suggestion.

Government has introduced a number of institutions such as the Regulatory Reforms Commission, Bangladesh Better Business Forum, National Human Rights Commission, the Information Commission and The Right to Information Act 2009 with the aim to make public agencies accountable and to serve citizens' need for information. Reform process was carried out with ultimate outcomes of formulation and issuance of a unified procurement processing system (Public Procurement Regulations 2003), Implementation Procedures for PPR 2003, Public Procurement Processing and Approval Procedures (PPPA), Revised Delegation of Financial Powers (DOFP) and several Standard Tender Documents (STD's)/Standard Request for Proposal Document for the procurement of Goods, Works and Services. Later on in 2006, the Public Procurement Act was passed by the Parliament (PPA 2006) and in 2008, a new set of Public Procurement Rules (PPR 2008) was issued.

The present government has taken significant initiatives for local government institutions in terms of devolution of power, responsibility, and financial management at Upazila and other local government tiers for the sake of better utilization of public resources. In this respect, the Local Government (Union

Parishad) Act 2009, Local Government (City Corporation) Act 2009 and the Local Government (Pourashavas) (Amendment) Act 2010 were passed by the parliament.

When it is referred that PARC is quite consistent with the concept of NPM approach; however, NPM is said to ignore the distinct welfare nature of public sector and more concerned with profit (Hughes, 1998). From this context this is notable that Government of Bangladesh passionately persuading the goals of inclusiveness, particularly in respect of reducing poverty and serving the vulnerable groups. Introduction of Social Safety Net can be a strong example indicating the welfare trend in the reform endeavours.

However, significant change in terms of economy, efficiency and effectiveness in managing public affairs is hardly found in the recent past as recommended by the PARC (Obaidullah, 2006). Though, all the traditional mechanism of accountability are existed in Bangladesh but were very formal, weak, ineffective, including hierarchy, rules, regulation, and complicated departmental processes. It is therefore, this study strongly underlines the needs for a thorough review of PARC recommendations and scrutiny of the unimplemented recommendations of the report with a view to examine present relevance in respect of good governance goals plus future impacts in line with achievement of Vision 2041 and Delta Plan goals.

Chapter 5

Conclusion

5.1 Conclusion

As a very common topic, there are vast literature on public administration reform that speak about trend, challenges and way forward for effective reform initiative. There are many researches, as well. Particularly in Bangladesh there have been more than twenty committees or commissions who dealt with reform agenda in the country. When change is popularly perceived as a continuous process- this is not irrelevant that multi-angle study or research should continue to find out appropriate measures to bring expected results from reform initiatives. However, ironically prioritization of change initiatives and planning for continuous change management for major reform hardly evident.

Besides, many of the theories and concepts, like new public management, good governance, participatory governance, new public service, innovation in public service delivery offers delineate discourse on public sector reform and points out important factors of effective reform process. There are many reasons why governments around the world are under tremendous pressure to continue with change initiatives, that include- global competitiveness and new challenges, advent of new technologies, demands for value-based services for citizen, etc. The focus of change are also changing time to time and from region to region. Such as, from the context of divergence- in the English-speaking countries greater emphasis has been given on managerial reforms, particularly on the aspects of privatisation and the use of market mechanisms. While adopting several other market-style approaches, Denmark, Finland, Norway and Sweden have been reluctant to embrace privatisation. In Spain reforms have been implemented more coherently by regional and local governments than by the central government. United Kingdom has enthusiastically pioneered reforms designed to improve the openness of government. On the other hand, from the context of convergence- The most commonly exercised one is the efficiency-oriented approach that has been used by most developed countries including many of the developing countries in respect of bringing changes in PA. Examples of commonly adopted measures include- financial management

reform and devolution, decentralisation, downsizing, civil service reform, outsourcing, performance measurement, corporatisation, and privatisation.

The goals of efficiency, effectiveness and responsiveness have dominated reform since the 1980s. Contemporary international trend to the reform of public administration is about managerialism- transparency, accountability, and ethical aspects from the side of government and enhanced participation from the side of citizen are becoming more dominating issues in the areas of reforms in PA. From Bangladesh perspective current and previous many of the studies suggest that critical factors for public administration reform should include- ensuring better services for a huge population, good governance, poverty reduction and capacity building. Key measures should move around openness and stakeholder participation, strengthening parliamentary standing committees, strengthening Anti-corruption Commission, strengthening local government bodies, digitalization of public offices, training and merit based human resource management system, etc. In Bangladesh context, goals for reform should move around transparency and accountability, participation, fairness and ethical behaviour of public employees, value-based relationships between citizen and their elected representatives, quality and fairness of government services.

As per analysis of both qualitative and quantitative data, 'reason for administrative reform in Bangladesh' is seen in a number of phenomena such as: global or regional commitment; political plan or vision; expectation from the development partner; political commitment; media pressure; public awareness; demands for transparency or openness; advent of digital and technologies, etc. Results revealed that all the items have got high mean values and in terms of per cent values respondents have given their opinion of mostly 'strongly' or 'agree' scale, which also confirmed the descriptive results. With the same variable items, study went for one sample T test to see the mean difference from the sample, result found that there is significance mean difference among the respondents' responses.

Reform benefits are many-folds. Some of the benefits of administrative reforms are: process/structure/behaviour changes in public administration, new type of management process & system, decentralised public administration, new public management or governance, citizen-friendly services, higher political values, competency gains to achieve vision 2030 & 2041, etc.

According to opinion survey it is found that almost all the benefits statement has given high weight and per centage by the civil servants. Descriptive statistical result also found with high mean value, which indicates the practice of administrative reform contributes to public bureaucracy, it also introduces new type of management in job culture. Reforms are beneficial to adopt simplified work processes, which ultimately result into reduced time and increased customer satisfaction in receiving services from public offices. However, Pearson correlation matrix confirmed that the measurement element of administrative reform benefits components have high and significance relationship, those are important to bring economic value and to bring vision 2041 in reality. One sample T test result confirmed that there is a mean difference among the reform benefit items with response to respondents (sample).

Administrative reform is also conducive to good governance in public administration. Where good governance is often measured with: accountability, transparency, responsive, equity, rule of law, participatory decision making, and ensuring social accountability tools (NIS, CC, RTI, GRS and APA). Presently Bangladesh public administration organizations are practicing social accountability tools to ensure good governance. It is revealed from this study that the practices of good governance in respect of accountability, transparency and responsiveness are not at satisfactory level. Accordingly, majority of the respondents have given emphasis on administrative reform to be focused on good governance. However, study result shown that all the ingredients of good governance measurement criteria have high mean score.

This study finds that despite increased salary package still government compensation structure is not enough considering reform recommendations of different bodies as appointed by government. Even the legal system for effective public administration is still not in satisfactory condition. Policy formulation is not simplified as required to take administrative decisions, and to process of delivery services. Same way, HRM practices is not fully updated, rather still more aligned to the concepts of mere personnel management.

The success of reform initiative and its recommendation implementation are not good in Bangladesh. The major cause of reform initiative failure in Bangladesh is 'Big Bang' approach. This study respondents are also given

their opinion on the same line (strongly agree 32.9% and agree 41.7%). It is also alarming that reform happens without consultation of beneficiaries or other stakeholders. The study reveals that persistent political will and needs for strategic plan for administrative reform are dealt with less priority in Bangladesh for the purpose of administrative reform. From that perspective political will; proactive demand by the policy maker; mobilization of human resources; and mobilization of economic resources can play catalytic role for implementing past reform recommendations; even those could expedite new initiative of administrative reform in Bangladesh.

5.2 Policy Recommendations

1. Align all/any reform initiative in line with achievement of Vision 2041 and Delta Plan. Consider delineating specific time plan, benchmarks, create enabling environment, and determine responsibility for each of the reform targets.
2. Set an appropriate body/committee to thoroughly investigate into the previous reform reports with a view to identify ‘yet-to-implement’ recommendations which would support to achievement of the goals and targets of Vision 2041 and Delta Plan. The committee should also detail out a workable plan for implementation of those ‘yet-to-implement’ suggestions of the previous reform reports.
3. Avoid Big Bang approach to become successful in reform. Bangladesh has a number of ministries and line-departments; except there are local government bodies, watch-dog institutions and other bodies. Therefore, compact sectoral reform initiatives would contribute to capture success.
4. Capacity building for change management is the key towards any successful reform initiative. Capacity building for reform should be considered as a set of parallel endeavours to drag public employees, public sector organizations, and the legal system in line with respective reform agenda.
5. Global competitiveness, equitable resource distribution, easy access to information and services, good governance, integrity, enhanced capacity for Vision and development goals should get priority at the background targets of administrative reform.
6. Strong political will and commitment are always perceived as prerequisite for any successful reform in public administration. Such political will and commitment

have to demonstrated persistently; which is only possible if reform gets priority in political manifesto.

5.3 Future Research Direction

This study is mostly based on quantitative approach, however, qualitative data and literature review greatly contributed to prepare the report. Particularly recommendations and key findings are captured on basis of descriptive statistical output. Considering the whole population of the study the sample size remained small. Any future research covering stratified appropriate sample size could significantly contributed to capture right perspectives of civil servants towards public administration reform in Bangladesh. Besides, the vast set of literature and suggestions of various reform initiatives have to be studied thoroughly to compile all of the observations and ideas together so that ‘yet-to-implement’ suggestions, which are still highly relevant to the achievement of Vision 2041 and Delta Plan of the country.

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Annexure-1

Reform Initiatives Undertaken by Government of Bangladesh (GoB)

	Commission/Committee	Year	Main Focus	Recommendations	Status of Implementation
1	Civil Administration Restoration Committee (CARC, 1971)	Appointed on 27 th December 1971 Submitted report on 4 th January, 1974	Organisational set up for the government after the emergence of Bangladesh	Provincial secretariat transformed into national secretariat with 20 ministries, 3 other secretariat institutes and 7 constitutional bodies. Detailed specification of functions at the Division, District and Sub-division levels. Providing appropriate status and respect to the civil service officers and staff of civil administration as lawful organ of the Government	Secretariat administration reorganised with 20 ministries. Constitutional bodies like Supreme Court, Public Service Commission, Election Commission and Comptroller and Auditor General established
2	Administrative and Services Reorganisation Committee (A&SRC)	Appointed on 15 th March, 1972 Submitted report in two phases in	Service Structure	Unified civil service structure with a continuous grading system from top to bottom. Classification of	Not implemented. Though the recommendations of ASRC were substantial and

		April 1973 and May 1974		all posts into two broad categories i.e. functional and area group posts. Top three grades i.e. I, II and III to be designated as senior policy and management posts	relevant these remained unimplemented.
3	National Pay Commission (1 st NPC-Headed by MA Rashid)	Appointed on 21 st July 1972 and submitted report in 1973	Pay Issues	Reduction of more than 2200 grades into 10.	New National Pay Scale with 10 grades implemented
4	Pay and Services Commission (P & SC)	Appointed on 20 th February 1976 and submitted report on 27 th May 1977	Services structure and pay issues	Creation of 28 services under 14 cadres within the civil service, establishment of Senior Services Pool (SSP) and for 52 pay scales from 230 lowest and 4000 highest	New national grades and pay scales introduced with 21 grades of pay. 28 services under 14 cadres created within the civil service. Senior Services Pool (SSP) constituted.
5	Martial Law Committee (MLC 1 headed by Brigadier Enamul Haque) for examining administrative set-up Ministries/Divisions/Directorates and other organisations	Appointed on April 1982 and submitted report in phases between 31 st May-August 1982	Organisation and rationalisation of manpower in public sector organisations	Reduction of the size of the government, reduction of layers of decision making, delegation of administrative and financial powers	Number of ministries reduced from 36 to 19; number of offices reduced from 243 to 181; number of statutory bodies reduced from 12

				down the hierarchy	to 9 ; number of officials and employees mostly working at lower levels reduced from 9440 to 3222.
6	Committee for Administrative Reform and Reorganisation (CARR-Headed by Rear Admiral MA Khan	Appointed on 28th April 1982 and submitted report on 22 nd June 1982	Reorganisation of District (Upazila) and field level administration	Upgrading of Thanas into Upazilas with focal point local administration; empowerment of the local authority in local service delivery system	The new system of local government introduced in 460 Thanas (Thanas were later renamed as Upazilas)
7	Martial Law Committee (MLC2) for examining organisational setup of statutory corporations	Appointed on 8 th May 1982 and submitted report on 17 th April 1983	Public Enterprise	Delegation of more financial and administrative power down the hierarchy; timely fund release from ministries; rationalisation of manpower; preparation of organisational charts, manuals, annual reports; merit based promotion	Not implemented
8	Committee for Examination of Irregularities in Appointment and Promotion of Officers and	Appointed on 9 th September 1982 and			

	Staff in the government (CEI)	submitted report on 17 th April 1983			
9	National Pay Commission	Appointed on 31 st May 1984 and submitted report in 1985	Pay issues	Pay scale of 20 grades. Pay range from 600 to 7500	Implemented
10	Secretaries' Committee on Administrative Development (SCAD)	Appointed on 20 th April 1985 and submitted report in 1986	Promotion issues	Maintenance of status quo for 10 cadre services as promotion prospects had been satisfactory	Not implemented
11	Special Committee to Review the Structure of Senior Services Pool (SC)	Appointed on 23 rd December 1985 and submitted report in 1986	Structure of Senior Services Pool	Continuation of Senior Services Pool (SSP). Entry into SSP at Deputy Secretary through examination conducted by Public Service Commission. Merit based promotion within the SSP	Recommendations referred to Cabinet Sub Committee
12	Cabinet Sub Committee (CSC)	Appointed on 3 rd June 1987 and submitted report on 22 nd June	Review of Senior Services Pool (SSP) and promotion aspects.	Abolition of Senior Services Pool (SSP)	Implemented

		1989	Rules of Business		
13	Committee to re-examine the necessity of retaining certain government offices in the light of changed circumstances	Appointed in 1989	Retention or abolition of certain government offices	Abolition of 27 departments	Not implemented
14	National Pay Commission	Appointed in August 1989 and submitted report in 1990	Pay Issues	Revision of the existing Pay Scale of 20 grades	Revised Pay Scale retaining 20 grades implemented.
15	Commission for review of Structure of the Local Government	Appointed in 1991	Structure of the Local Government	Reorganisation of the Union Parishad, Zila Parishad and 'Gramshabha' or Village Assembly.	Not implementd
16	Administrative Reorganisation Committee (ARC)	Appointed in August 1993 and submitted report in 1996	Rationalisation of structure and manpower in ministries, departments and directorates	Reduction of the number of ministries from 35 to 22 and the number of organizations from 257 to 224. Provisional structure for the office of Ombudsman and creation of a Secretariat for the	The report was not made public

				Supreme Court	
17	Local Government Structure Review Commission	Appointed in 1993	Study the local government and recommend a suitable, effective and responsible and accountable local government structure	<p>Identified 12 development functions, 12 functions related to maintenance of security and order of Union Parishad (UP). UP given authority to supervise and review the activities of government officials working at the union level.</p> <p>Formation of a Statutory Body called Local Government Commission. Nine specific heads of taxation earmarked for UP. UP authorised to mobilise internal resources for matching grants for development projects; get credit from banks; and 10% of their project cost from NGOs as fees.</p> <p>Local Parliament Member to act as Adviser to Local Government.</p>	Not implemented

18	National Pay Commission (4 th NPC)	Appointed in August 1996	Pay issues	Retention of 20 grades. Increased salary.	Implemented after revision
19	Local Government Commission	Appointed in 1997	Strengthening of Local Government Institutions	Four tier local government, namely, gram parishad, union parishad, thana parishad and zila parishad. Union Parishad Chairman to write the performance report of the government officials of union level. Establishment of Local Government Commission to look after local government finance and control. Specific functions earmarked for UP (22) clustered under 10 broad functional areas. Five year plan of Union Parishad on the basis of five year plan of Thana Parishad.	Not implemented
20	Committee for Recommendation of Financial	Appointed in	Examining the Local	Five new sources of income for	Not implementd

	Powers and Sources of Financing Local Government Institutions	1999	Government Finance system and recommend appropriate interventions	Union Parishad i.e. Marriage registration; Registration fee for more than one marriage; Construction of new house; Fee for commercial slaughtering; and income from the own construction of UP. Formation of two statutory bodies: a. Local Government Commission b. Local Government Finance Commission	
21	Public Administration Reform Commission (PARC)	Appointed in 1997 and submitted report in 2000	Improving transparency, efficiency, accountability, and effectiveness of Public Administration. Bringing institutional and procedural changes and improvement of service delivery to ensure 'value for money' at	The commission made interim, short term and long term recommendations for administrative reforms. The areas include defining mission and functions of public offices; affirming professionalism; performance monitoring and result oriented performance audit; delegation	Government accepted the recommendations. Some of the recommendations i.e. privatisation, separation of judiciary from executive, strengthening drive against corruption by renaming of erstwhile Anti Corruption Bureau to Anti Corruption

			all levels of administration in the light of New Public Management (NPM)	or power to subordinate and field offices; open, free access to government documents for ensuring transparency and accountability; citizen's charter; independent Anti Corruption Commission; separation of judiciary from executive and audit from accounts; Privatisation; Meritocracy; and updating of old, obsolete laws, rules, regulations and forms.	Commission etc.
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Source: Mollah (2014)

Table 2.2 : Reports Prepared with the Assistance of Development Partners

	Commission/Committee	Year and Agency Involved	Main Focus	Recommendations	Status of Implementation
1.	Public Administration Efficiency Studies	1989 USAID	Secretariat system, relationship between Ministries,	Curtailing operational activities of secretariat through delegation; reduced layers in decision	Not implemented

			Departments and Corporations	making; enhancement of organiztional and management capacity; modernizing office equipment; increased incentives for better performance; merit based promotion; more practical problem solving training; appropriate compensation package for public servants	
2.	Public Administration Sector Study in Bangladesh	1993 UNDP	Reform in selected areas of Public Administration System	Improving performance management system; structural change in the civil service; eliminating redundant government functions; merit based selection and promotion; strengthening Public Service Commission: improving transparency and accountability; establishing ombudsman; strengthening of audit department; improving public administration	Not implemented

				training.	
3.	Towards better Government in Bangladesh	1993 DFID	Administrative Reform	Merit based recruitment and promotion; improving financial management system; incentives for better performance; improving transparency and accountability; establishing ombudsman; strengthening of audit department; improving public administration training programmes.	Not implemented
4.	Government that Works: Reforming the Public Sector	1996 World Bank	Comprehensive Administrative Reform; Public Enterprise,; NGOs; Privatisation; Reduced levels of administration	Redefining of frontiers of public administration system; improved accountability and responsiveness of public sector; streamlined rules, regulations and processes; development and maintenance of a corps of committed, efficient and professional public servants.	Not implemented
5.	Training Leviathan- Reforming Governance	2002	Public Sector	Priority on Human Development as	Not implemented

	in Bangladesh	World Bank	Reform	precondition to enhance awareness and capacity of civil society; reform in judiciary for applying rules and underpin accountability mechanism that in the long run will help achieving rapid and sustainable development	
6.	Building a 21 st Century Public Administration in Bangladesh	2007 UNDP	Civil service reform through identifying the shortcomings prevailing in the civil service thereafter, recommending realistic measures within a short span of time	Reform with clear focus on various areas especially managing changes; human resource management (including individual and organisational performance management); and human resource development.	Not implemented
7.	Good Governance Program	2008 ADB	Three broad areas, namely, transparency and anticorruption; judicial independence; and a broad set of reforms for democratic governance.	Sound economic performance; ambitious political and electoral reforms; privatisation efforts; and Regulatory reforms.	Formation of Judicial Service Commission; Formulation of National Integrity Strategy (NIS) and Grievances Redress System (GRS); Transforming of

					state owned enterprises including banks to public limited companies; Reform of Anti Corruption Commission (Amendment of ACC Act, 2004).
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Source: Asian Development Bank (2008) and Mollah (2004).

Annexure-2 Questionnaire

Bangladesh Public Administration Training Centre

Savar, Dhaka

(Development)

Questionnaire Survey: “Public Administration Reform: Past Review, Current Practices and Future Demand, Bangladesh”

[The title of the research study is: “**Public Administration Reform: Past Review, Current Practices and Future Demand, Bangladesh**”. Collected data from this questionnaire will only be used for research purpose. The identity of the respondent will never be disclosed. Respected participants are requested to respond to the questionnaire by giving their valuable opinion. Your precious opinion will help us in conducting the study which will ultimately contribute to the public administration reform for effective management of organizations.]

[Purpose of Research: insert Later on]

Section A: Demographic Profile

1. Respondent Ministry/Department:

.....

2. Please mention your sex (put \sqrt tick mark):

(1) Male

(2) Female

3. Age Group please identify (put \sqrt tick mark):

1) 25-30

2) 31-35

3) 36-40

4) 41-45

5) 45-50

6) 50+

4. Involved in (multiple response):

1) Administration

2) Management

3) Finance

5. Involved in (multiple response):

a) Decision level

b) Operational level

c) Implementation stage

d) Initial Stage

6. Your highest academic degree:

Bachelor

Masters

M.Phil

PhD

Other

7. Service Length: Please put tick mark only.

1) Less than 5 Yrs

2) 5-10 Yrs

3) 11-15 yrs

4) 16-20 yrs

5) 21-25 yrs

6) 25+ Yrs

- 4) Training/ICT
 5) Others

Section B: Reason of Administrative Reform in Bangladesh

Please rate Reform in Bangladesh and reason for Reform in the following Component. The degree of your responses with: Agreement or Disagreement by putting ✓ tick mark, in the following scale (ranging from 5 to 1, where 5=**Strongly Agree** 4=**Moderately Agree**, 3=**Neither Agree nor Disagree**; 2=**Disagree**; 1=**Strongly Disagree**).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
<u>Reason for Reform in BD</u>					
Q1. Reform, due to Global/Regional commitment	5	4	3	2	1
Q2. Due to, Political Manifesto/Vision Plan	5	4	3	2	1
Q3. Due to development partners expectation	5	4	3	2	1
Q4. Due to Parliamentary oversight	5	4	3	2	1
Q5. Due to Media oversight	5	4	3	2	1
Q6. Due to Public Awareness	5	4	3	2	1
Q7. Due to Transparency and openness	5	4	3	2	1
Q8. Due to Digitization and Technology	5	4	3	2	1

Section C: Benefit of Administrative Reform

Please read the following statements presented in the table (benefit of administrative reform) below and give your degree of your agreement or disagreement by putting ✓ tick mark, in the following scale (ranging from 5 to 1, where 5=**Strongly Agree** 4=**Moderately Agree**, 3=**Neither Agree nor Disagree**; 2=**Disagree**; 1=**Strongly Disagree**).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
<u>Benefit of Administrative Reform</u>					
Q9. Bring changes in Bureaucratic Role in Pub Administration	5	4	3	2	1
Q10. Bring structure, process and behavior change in Pub Ad system	5	4	3	2	1
Q11. Bring new type of Management	5	4	3	2	1
Q12. Identify present system loopholes	5	4	3	2	1
Q13. Bring Political value	5	4	3	2	1
Q14. Bring Economic value	5	4	3	2	1
Q15. Introduce New Public Management (NPM)/Governance	5	4	3	2	1
Q16. Bring Decentralization in administration	5	4	3	2	1

Section D: Reform for Good Governance

Please read the following statements presented in the table (good governance) below and give your degree of your agreement or disagreement by putting ✓ tick mark, in the

following scale (ranging from 5 to 1, where 5=**Strongly Agree** 4=**Moderately Agree**, 3=**Neither Agree nor Disagree**; 2=**Disagree**; 1=**Strongly Disagree**).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
<u>Good Governance (Ref. ADP 2008)</u>					
Q17. Accountable Public Administration	5	4	3	2	1
Q18. Transparent Public Administration	5	4	3	2	1
Q19. Responsive Public Administration	5	4	3	2	1
Q20. Equitable Public Administration	5	4	3	2	1
Q21. Rule of law oriented Public Administration	5	4	3	2	1
Q22. Participatory decision making Public Administration	5	4	3	2	1
Q23. Practice of NIS/RTI/GRS/Citizen Charter	5	4	3	2	1

Section E: Reform and Government That Works (1996) Evaluation

Please read the following statements presented in the table below (reform evaluation) and give your degree of your agreement or disagreement by putting \surd tick mark, in the following scale (ranging from 5 to 1, where 5=**Strongly Agree** 4=**Moderately Agree**, 3=**Neither Agree nor Disagree**; 2=**Disagree**; 1=**Strongly Disagree**).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
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Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
<u>Govt. That Works (1996)</u>					
Q24. Enough compensation in govt. structure introduced	5	4	3	2	1
Q25. Legal system has been reformed for effective Pub Ad	5	4	3	2	1
Q26. Policy formulation has simplified	5	4	3	2	1
Q27. Good HRM practice has been introduced in Pub Ad	5	4	3	2	1

Section F: Failure of Reform Initiatives

Please read the following statements presented in the table (failure) below and give your degree of your agreement or disagreement by putting \surd tick mark, in the following scale (ranging from 5 to 1, where 5=**Strongly Agree** 4=**Moderately Agree**, 3=**Neither Agree nor Disagree**; 2=**Disagree**; 1=**Strongly Disagree**).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
<u>Reform Failure</u>					
Q28. Big Bang (integrated all issues) Approach	5	4	3	2	1
Q29. Less stakeholder consultation	5	4	3	2	1

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
Q30. Less political commitment	5	4	3	2	1
Q31. Small or incremental approach not focused	5	4	3	2	1
Q32. No strategy or Time Plan for reform	5	4	3	2	1

Section G: Force for Reform

Please read the following statements presented in the table (force) below and give your degree of your agreement or disagreement by putting √ tick mark, in the following scale (ranging from 5 to 1, where 5=Strongly Agree 4=Moderately Agree, 3=Neither Agree nor Disagree; 2=Disagree; 1=Strongly Disagree).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree (1)
<u>Force for Reform</u>					
Q33. Political will	5	4	3	2	1
Q34. Proactive demand by the policy maker	5	4	3	2	1
Q35. Mobilization for HR (human resources)	5	4	3	2	1
Q36. Mobilization for Economic resources	5	4	3	2	1

Section H: Way forward for administrative reform

Please read the following statements presented in the table below and give your degree of your agreement or disagreement by putting √ tick mark, in the following scale (ranging from 5 to 1, where 5=**Strongly Agree** 4=**Moderately Agree**, 3=**Neither Agree nor Disagree**; 2=**Disagree**; 1=**Strongly Disagree**).

Items	Strongly Agree (5)	Agree (4)	Neutral (3)	Disagree (2)	Strongly Disagree
<u>Way forward for Reform</u>					
Q37. Policy maker needs to be trained	5	4	3	2	1
Q38. Well understanding of Vision 2041	5	4	3	2	1
Q39. Understanding Delta Plan	5	4	3	2	1
Q40. SDGs implementation	5	4	3	2	1
Q41. Capacity development of Public Administrator/manger	5	4	3	2	1

Thank you very much for your time, cooperation and valuable opinion. –Dr. Md. Zohurul Islam, Director, BPATC. Cell phone: 01716-458964, e-mail: zohur68@gmail.com. Online survey also can be done.