

THE COMMUNICATION PATTERN OF BUREAUCRACY
IN BANGLADESH:
INTERNAL AND PUBLIC DEALINGS

GIFT

A thesis submitted to the University of Dhaka in partial fulfillment
of the requirements for the degree of Doctor of Philosophy
in
Mass Communication and Journalism

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Under the supervision of
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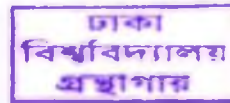
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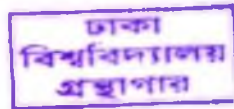
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Dhaka
December 2005


(Dr. Shaikh Abdus Salam)
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I dedicate this thesis

to

the sweet memories

of my Late Parents

Meherun Nesa

and

Ansar Uddin Mollah

Lying in the dark at

Nischintapur, my native village

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Abstract

The Communication Pattern of Bureaucracy in Bangladesh: Internal and Public Dealings

Mohammad Jahangir Hossain

This thesis – *The Communication Pattern of Bureaucracy in Bangladesh: Internal and Public Dealings* - is devoted to identify the characteristics and trend of the bureaucrats' communication with people in Bangladesh. At the end of the thesis a model for bureaucratic communication in Bangladesh is outlined that portrays interlinks of the communication between the bureaucrats' and the people.

In Bangladesh communication behavior of bureaucracy is one of the least discussed subjects, but situation demands elaborate discussion on the issue. This particular issue along with the social role of civil bureaucracy, its responsibility, accountability and performance in discharging duties to the people of the republic are discussed in this thesis.

The general opinion prevailing in the society is that the bureaucratic attitude always poses a negative impact on social progress and development. The civil servants think themselves to be an elite and different class in the society. It is alleged that a reactionary attitude always acts among them; they hold a dominating mentality over the helpless people of the country. Long absence of democratic structure in the country has been resulting in an unholy alliance between civil and the military bureaucracy. Some of the bureaucrats try to defend themselves and put arguments that the bureaucrats had efficiently guided the country in the right track and rescued her from critical situations across the periods even when democratic representations were absent.

To get answers to those questions, the significant matters of communication between the bureaucrats and the people have been discussed and analyzed in this thesis. To be specific, through the whole span of the thesis it is looked into whether the bureaucrats are alienated from the people or not, how do they maintain communication with the people, what conditions are prevailing in the internal communication of bureaucracy and what are the existing barriers to it. These are the elements those constitute the core of the thesis.

Both primary and secondary sources of data are used in this study. The primary data is collected from four hundred bureaucrats at work in the administration. Also some idea and information are gathered from observation of office situation and interactions in group-discussions.

The general assumption taken into consideration for the study is that - *the bureaucrats in Bangladesh are alienated from the common mass and their communication with people is unsatisfactory* - due to various reasons. Also another attempt was made to verify the bureaucrats' level of communication with people at the four tires of administration on the basis of a second assumption that - *there were differences in bureaucrats' communication with people among different tires of administration.*

For the purpose of verifying the assumptions - 1 (one) dependent variable Y : *BCWP*¹ and 27 (twenty-seven) independent variables² x_i - were taken into consideration of which 11 (eleven) independent variables found significant³.

The statistical analysis strongly rejects the null hypotheses, which implies that BCWP is unsatisfactory at all the tires of administration. The study result also proves that there are differences in BCWP among different tires of administration.

The study result reveals that greater supply of information to the people increases BCWP and also more use of communication tools enhances it. Information received from external sources has a significant influence on the bureaucrats' communication. Causes shown for secrecy create major obstacle in the bureaucrats' communication. Upgrading Level of education also shows an ability to bring change in BCWP and the nature of bureaucrats' participation in household work has a positive impact on BCWP.

Through the process of observation it is understood that a Spiro-vertical (top-down) form of communication dominates the traditional bureaucracy in Bangladesh. In the existing bureaucratic situation, information flows in a complex and spiral way from the top to the bottom of an organization. The top most bureaucrats pass orders and instructions and a little of that trickle down to the juniors and the subordinates at the bottom through a complex bureaucratic system and they have to follow those.

Using this important outcome of observation of the study, an outline of a *Spiro-Vertical (top-down) Model for Bureaucratic Communication* is drawn. The model interprets the prevailing situation in the bureaucratic communication in Bangladesh, portrays interlinks of communication between the bureaucrats and the people and displays the trend and the pattern of the bureaucrats' communication with people (BCWP).

The thesis is organized in ten chapters. Here brief introductions to each are presented:

The **First Chapter: Introduction** - includes introductory statement, rationale for the research, hypothesis and scope of the study, time frame, and a brief discussion on the configuration of the thesis.

In the **Second Chapter: Methodology, Data collection and Analysis Approaches** - the methodology of the study is described in detail. This chapter includes discussion on Research and Sampling design, Data source and Data collection procedure, Data analysis technique, and Limitation.

In **Chapter Three: Bureaucracy: Organizational Perspective, Characteristics and Criticism** - different concepts of bureaucracy have been defined, discussed and analyzed. A theoretical perspective is presented in this chapter, which has a substantive relevance to the topic of the thesis. Also the organizational perspective, characteristics and criticism to bureaucracy are provided through the discussion.

Chapter Four: Communication: Concepts, Elements, Types and Nature - elaborates the basic concepts of communication including discussion on definition, meaning, significance, elements and types of communication.

¹ Y= Bureaucrats' Communication With People (BCWP)

² For list of 27 independent variables please see table 8.3

³ For list of 11 significant independent variables please see table 8.16

The functional approach of the Bureaucracy and the importance of communication in administrative culture are discussed in **Chapter Five: *Bureaucracy, Communication and Administrative Culture***.

The **Chapter Six: *Internal and Public Dealings: A Functional Approach of Bureaucratic Communication and Some Other Issues*** - is divided into two parts, where **Part A** illustrates an introduction to the concept of Internal and Public Dealing factor of Bureaucratic communication and **Part B** deals with influence of contemporary issues on Bureaucratic Communication.

The **Chapter Seven: *Data Analysis and General Findings*** - contains data analysis and general findings of the study. Tables, graphs, charts and illustrations are displayed to support the analytical discussion and procedures used here. The chapter highlights the reflection of different communication traits of the bureaucrats. It also examines real communication behaviour of the bureaucrats with the public.

Testing two hypotheses is the main aspect of **Chapter Eight: *Testing Hypotheses and Interpretations***. Statement of the problem, estimation of regression model, verification of the data-nature, procedure for running regression, detecting the significant variables, constructing restrictive models and identifying the best-fit model, verifying and comparing levels of the bureaucrats' communication with people at the four tires of administration (Upazila, District, Departmental Head Quarter, and Secretariat) and selecting individual best fitting restrictive models out of a number of models suggested for each of the levels are the main points covered in this chapter.

Chapter Nine: *Findings of the study* - contains the major findings drawn from individual sections of the analysis and the results of the hypotheses testing, a few interpretations on those and an outline of a Spiro-vertical model for interpreting the Pattern of Communication of Bureaucracy in Bangladesh.

Chapter Ten: *Conclusion* - is the concluding section of the thesis that contains overall review of the study including a brief evaluation of the research activity, a few recommendations, a short critical appreciation and the concluding remarks.

It is understood that in a transitional society like ours the question of a desired communication pattern of bureaucracy is closely related to the institutionalization of democracy. As bureaucracy has enormous power and a silent effect on common people, especially on the poor, helpless and the illiterate folk of the country, we have to investigate and look forward to the strategy that neutralizes the assumed negative impacts of bureaucracy's pattern of communication. It is hoped that the future researchers shall come forward to the desired solutions to the problems.

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CHAPTER ONE

Introduction

1.0 INTRODUCTION

Bureaucracy had been introduced in the present Bangla speaking region during prehistoric age. It inherits legacy of thousand years old monarchy and colonialism.

The British imperialists occupied the Subcontinent in the near past. Even prior to that the region, partially or fully, had experienced the bitter taste of prolonged colonial rule. Especially the Aryans, the Muslims, the Mughals and the British had dominated the whole of the region for thousands of years. The Greek, the Persian, the Arabian and the Mongolian invasion also took place in the Subcontinent. All these influenced the colonial inheritance in Bangladesh and it ended through the glorious victory of the Bangalis over Pakistani occupation forces during the War of Liberation in 1971 only.

It is well known that Magadha was one of the most powerful empires of the then world before the birth of the Christ. Dilipkumar Gangopadhaya (2000, p. 245) argues that it was established in this region in the early age of the known history of the Subcontinent and its frontiers had been extended from Burma in the east up to the Iranian boarder in the west. The vast empire had been administered from its focal power base, the joint Magadha-Gangaridi state, which included the present Bangla speaking region located in the lower catchments of the Ganges. The empire had been continued for more than three hundred and fifty years¹ (Carrison and Others 1998, p. 76). The Gangaridi, as described in the Greek, Latin and Roman literature, was the most powerful component of this vast Magadha Empire and the Bangla speaking region had been in its forefront (Majumdar, 1998). There are evidences that the rulers used to administer this vast empire with the help of a huge and organized civil service system (Bhaduri, 1998, pp. 24-26).

Despite the Aryan, the Muslim and the British invasion and their colonial rules, the people of the Bangla speaking region had an opportunity to run a number of independent states of their own. There are also instances that they would choose their kings and leaders through

¹ Approximately from 543 to 187 BC

democratic election. They had also a system of service structure of their own (*Majumdar 1998, p. 49; Gangopadhaya 2000, pp. 148, 174-175 and Bhaduri, 1998, pp. 61-72*).

Hence it is assumed that the bureaucracy in Bangladesh is not mere a recent phenomenon and it bears a long heritage and multidimensional influences of various historic trends and phases. Evidences tell that most prominently the Aryan, the Greek, the Persian, the Arabian and the British exotic bureaucratic norms had been blended with the indigenous one and since then bureaucracy had been an integral part of administration in this region.

It is understood that the main role of bureaucracy was to help the kings and the colonial rulers to a) Serve military purpose, b) Collect revenue, c) Run administration; d) Protect themselves from public agitation, opponents and external enemies; e) Execute punishment; f) Maintain law and order situation; g) Send and receive open and secret messages; h) Quell revolution and insurgence of the oppressed people or some ambitious groups; and i) Strengthen the bases of the prolonged feudal and colonial rules.

We notice two main streams in bureaucracy of ancient administration. Like all other primitive societies, the one that appeared first was the Military bureaucracy and the other was the civil bureaucracy. Careful observation shows that the main essence of the then bureaucracy was punishment. Punishment and only punishment could keep anyone loyal to the rulers - was their principle and administrative philosophy. Kautilya described in the *Arthashastra* that they wanted to maintain law and order through punishment. However bureaucracy also left scope for some adjustments, undertaking of some welfare activities by them also brought some scale of development approach in it since old age (*Ragranjan, 1992, pp. 14-15*).

Coming across the historic and prehistoric ages - experience of the rules of the mediaeval feudal kings, the periods of the colonial and autocratic rules and the historic War of Liberation Of Bangladesh in 1971 - the bureaucracy of Bangladesh has taken an independent shape. But a dual mentality is still active in the mindset of the bureaucrats of this country even after long period of its independence.

Major changes in the state power, palace conspiracy, feudal insurgence, mass movements and struggles of the peasants and tenants, violent movements against the mediaeval and the colonial rules, different political movements, social revolutions and overall development of science and technology have influenced the bureaucratic mindset also.

The ingredients of patriotism, conflicts, vanity, nepotism, crime, conspiracy, etc. were also simultaneously active among them.

The people of this region being inspired from the historical events like Sepoy Mutiny in 1857, Struggle against the Mughal, the British and the Pakistani colonial rules and the final win-over in the War of Liberation in 1971 had expected to live in a free society where democracy, freedom of speech etc. could be thought of and the common mass could get appropriate co-operation from the government machineries. The experience of the Language Movement in 1952, the Peasants' Insurgence during the fifties, the 6-point Movement in 1966, the Mass Upsurge in 1969, victory in the General Election in 1970 and the Independence over the Pakistani colonial rule in 1971 also strengthened the long-cherished desire of the people to live in a free society. But the reality didn't permit it to continue, along with the uncared political climate at times the people of this country again had to encounter difficulties of bureaucratic red tapes like those in colonial period.

Before the mass upsurge of 1990 and the subsequent general elections² held in 1991, 1996 and 2001, the people had to spend a long time under military or pseudo-democratic rule; and these again helped bureaucracy, both in civil and military sector, go into more dominating position.

At present the situation is slightly changed. The liberal groups, intellectuals and sensible personalities have started expressing their individual and group opinions. Issues like institutionalization of democracy, freedom of speech, combating fanaticism, establishing accountability and transparency in administration, economic activities, and peoples' right to vote and bare necessities are being discussed in the media for the first time in the history of Bangladesh (*Majid, 1998*).

But some important matters concerned with bureaucracy are still remaining untouched. For example, communication behavior of bureaucracy is one of the least discussed subjects, but situation demands elaborate discussion on the issue. Issues like social role of civil bureaucracy - including their responsibility and accountability and performance in discharging duties to the people of the republic³ should be discussed critically and it must be a continuous process.

² It constituted a significant milestone in the history of establishing democratic rights in Bangladesh

³ These roles are constitutionally bestowed upon the civil bureaucrats.

Recently the intellectuals have been realizing the issues. In their opinion, bureaucratic attitude always pose a negative impact on social progress and development and the civil servants think themselves to be elite and a different class in the society. It is alleged that a reactionary attitude always acts among them and they hold a dominating mentality to the helpless people. Their tendency is to serve their self-interest only (*Mamoon and Ray, 1994*). It is also claimed that an unholy alliance between civil and the military bureaucracy is mainly responsible for the last five-decade absence of democratic structure and its practice up to the grass root level in our country (*AG. Chowdhury 1992 and Majid 1994*).

Some bureaucrats of course try to defend their community and put arguments in favour of bureaucracy. In their opinion, the bureaucrats had efficiently guided and rescued the country from critical situations even during the period of absence of democratic representations (*Mamoon and Ray 1994; Majid 1994*).

In most cases, the important matters of communication between the bureaucrats and the people were being discussed in the form of debate, speech, essay, etc. rather than adequate and thorough investigation or research. Now it needs to be looked into whether the bureaucrats are alienated from the people or not, how do they maintain communication with the people, what conditions are prevailing in the internal communication of bureaucracy, what are the existing barriers in these cases and how these can be removed. An effort is made here to identify and analyze the answer of the questions in regard to those issues in this study.

1.1 RATIONALE FOR THE RESEARCH

According to the provisions of the *Constitution of the People's Republic of Bangladesh*, the civil servants, usually known as bureaucrats in the society, work as the functionaries of the state. Bureaucrats, remaining under the auspices of their respective organization, render services by maintaining communication among public and private offices⁴ and their internal branches and divisions, the target population, the higher and the lower tiers of the established setup, political and social forces and so on. On the other hand, different communities including social, political, commercial and productive forces also maintain a continuous communication with the bureaucrats for their own interests.

⁴ Public and private offices include ministries, departments, corporations, autonomous and constitutional authorities, media, private institutions and organizations etc.

But so far, no considerable research is conducted in the country on the bureaucrats' communication pattern within or outside the bureaucracy. To address the issue, this research on *The Communication Pattern of Bureaucracy in Bangladesh: Internal and Public Dealings* is undertaken.

The study throws light upon:

- a) Nature of bureaucracy in the Bangladesh and its relation with people,
- b) Pattern of internal and public (external) communication of the bureaucrats,
- c) Existing problems and barriers within it; and
- d) The effectiveness of communication of the bureaucrats among themselves and between bureaucracy and people.

One thing could be mentioned here that due to absence of any articulated research, in many cases, we would have to depend upon assumed ideas about the prevailing situation regarding this issue. It is hoped that after completion this research may work as the basis for future and further research in this new field of study.

1.2 OBJECTIVES OF THE STUDY

It is understood that in a transitional society like ours, the question of a desired communication pattern of bureaucracy is closely related to the institutionalization of democracy. As bureaucracy has enormous power and influence upon the common people, especially on the poor, helpless and illiterate folk of the country, we have to investigate and look forward to the appropriate strategy of the bureaucracy's pattern of communication in Bangladesh. Keeping these perspectives in mind the following objectives of the study are set:

- a) To review the evolution process of bureaucracy in Bangladesh as well as in the Sub-continent and its relation with the public;
- b) To detect the ingredients of colonial inheritance of bureaucracy that influence its communication behavior;
- c) To review, identify and analyze the characteristics of communication pattern within bureaucracy and between the bureaucrats and public in general in Bangladesh;
- d) To evaluate the influence of communication behavior of bureaucracy due to progress of science and modern technology;

- e) To identify the barriers to communication in the bureaucracy in dealing with the people; and
- f) To express the prevailing communication pattern of bureaucracy in Bangladesh in a model form.

1.3 HYPOTHESES

It is discussed that there had been a number of powerful states since prehistoric age in the present Bangla-speaking region. There evolved a primitive type of Bureaucracy. From archaeological discoveries we know that official stamps and leftovers of flourished cities were found at different sights (*Bandopadhyya 1405 BD; Sur 1994*). Ruins of planned towns; metallic roads, development of irrigation system and other evidences prove that there was existence of bureaucracy in this land (*Gangopadhaya 2000, p.73; also Sur 1994; Hannan 1998*). We learn from the ancient books and references about the dynasties and names of the ancient kings and their activities, designation of bureaucrats, their job descriptions, distribution and division of work, recruitment criteria, dos and don'ts, manuals containing service rules, punishment and reward process etc. We know the names of the Gangaridi and the Magadha empires of the early stage of the historic age. So it becomes clear that there evolved an organized bureaucracy in this region at least in the middle of the last millennium, before the Birth of the Christ. These are early history and gradual process of development of indigenous bureaucracy in this region. But ancient administration was formed on the basis of felt necessity and rationality to some extent. It seems that initially philosophical thinking and later on religious influence contributed in constituting the basis of indigenous administration in this region.

It is assumed that bureaucracy was introduced to serve the purpose of the rulers and the monarchs. We find that the Ministers, Religious Leaders, Amatyas, Secretaries, Kotals, Officers of the Army, Royal Guards, Departmental Heads and everyone, who had been part of the ancient bureaucracy, devoted themselves to serve their masters only. There was competition among them in becoming closer to, and liked by the rulers as they used to be appointed, promoted, rewarded, punished and dismissed by their masters only (*Gangopadhaya 2000, p. 252*). Even the safety and security of their lives would dependent upon their wishes. Sometimes obeying kings and rulers would have been believed to be a religious duty to them.

Except some bright examples of few centuries, from the beginning of the first millennium up to the independence of Bangladesh, the region had been suffering from colonial and alien rule. It had been continuing for almost two millenniums and ended physically only in 1971 through the emergence of Bangladesh, a newly born country in the global map.

During the colonial rule most of the bureaucrats were foreigners and a few of them were natives in blood; but in mentality they used to behave in the colonial way. The sole objective of their life was to satisfy their masters anyhow. Their voice was their master's voice; their attitude became like their master's one. They never thought of the native people. Their role became complimentary to the ruler's activity in dominating and oppressing the common folk of the country. This is how they would manage to be in good book of their colonial masters.

Along with the colonial administrators their servant, both foreigners and natives, would look down the native people. Always the exotic administrators would suffer from complexity in treating everything and everybody native disdainful. They thought themselves to be superior in caste, creed and color and the rest as if nonhuman beings. On the other side, the irony was that the native servants were hated and mistrusted by the colonial rulers and their associates within the service (*Sur 1994; Hannan 1998*).

The kings and sometimes the colonial rulers used to publicize that the god specially created them to govern the rest. Sometimes they would declare themselves to be the representatives of god; sometimes claimed to be the god himself and sometimes to be the part of the god (*Sen 1999; Ray 1402 BD*). Like a supernatural being they used to expect and almost all the time force and govern others to be loyal to them. Anybody violating these norms would have to face the gravest punishment.

Punishment became the key weapon to the colonial rulers by which they wanted to control every situation. Mistrust was another important ingredient of the colonial administration. The rulers had no confidence and belief on the native servant and people. They always would feel afraid of the unity of their tenants and would remain very careful so that people's unity can be formed by no means. They used to formulate administrative rules and regulations keeping this in mind. So the native bureaucrats, being their most obedient servants and followers, had to follow all these rules, regulations, orders and instructions without raising any question.

This permanently affected the characteristics of the bureaucrats. The question of philosophy, rationality, mutual trust and public interest left far behind; only unquestioned loyalty became the criteria of the bureaucrats under colonial administration. Bureaucrats only began to follow the rules and regulations prescribed by the colonial masters; red tape started dominating administration. In consonance with this, corruption grasped administration along with other vices, which alienated them completely from people and as a group they became recognized to be anti-people and reactionary.

The bureaucrats, like their masters, thought themselves to be superior to the people of the country. Nepotism penetrated in the administration and the bureaucrats always favored the rich and the vested interest and power groups and individuals. But the ordinary citizens and the external publics always would fail to draw the attention of the bureaucrats. Always they would become victim of negligence, cold reception, coercion and harassment to the bureaucrats. There was hardly any instance on the part of a bureaucrat to communicate or interact with the general public properly.

On the other hand transfer of money and resources to their own country became the main business of colonial rulers. They felt no obligation of development of the country or to the people. They also didn't care for honesty, justice, accountability and transparency. Therefore as their true servant, the bureaucrats had no such obligation or commitment to the people or to the country. Moreover to take care of self, group and vested interest and to show power over others the bureaucrats split themselves into small interest groups and segments. This unhealthy situation in colonial administration hindered both the external and internal communication efforts of the bureaucratic set up and the bureaucracy's role in communication pattern would go against the people's interest.

The present formal bureaucracy was introduced first in Bengal during the British colonial rule in India. It subsequently retained almost intact in the then Pakistani period and also that of Pakistan retained in Bangladesh. A slight effort was made to adjust and incorporate the system in Bangladesh Civil Service as of the need of the age. But the basic structure, norms, values, rules and regulations still remain almost the same as it was in the colonial British and Pakistani period. At the same time it bears deep-rooted colonial inheritance due to historic perspectives.

If looked in to the present bureaucracy in Bangladesh, it will be found that the mentality and attitude of the bureaucrats also remain the same that prevailed in the colonial time. The civil servants think themselves to be elite and a different class in the society. It is alleged that reactionary attitude continues among them and they hold an authoritarian mentality in performing their jobs. They usually ignore the common people and show a general tendency to serve the ruling class and serve their own vested group-interest more obediently. Corruption has grasped the entire society. Also the bureaucrats in Bangladesh are divided into numerous groups and subgroups. Conflicts of interests and confrontation have brought them into an exploding situation.

All these attitude and activities concerned with bureaucratic behavior are usually reflected through the communication pattern of the bureaucrats. The thinking and criticisms to these become explicit and opinion on the issues is formed among the mass people.

For example it is claimed that for the last five decades, absence of democratic structures and practice of democracy in the grass root level has been resulting in an unholy alliance and corruption of the civil and the military bureaucrats in our country. The bureaucrats are still considered to be reactionary for their anti-people role. The ruling class often exploits and plays nasty games with the system and the members of the bureaucracy too. The country and its common people have become an object of trifling of a consortium of the ruling class, the civil and the military bureaucracy and the rich and their allies. All the phenomena described here tell that colonial attitude is still dominating the bureaucracy in Bangladesh. This is why people do not think the bureaucrats as part of them.

So an opinion is formed in the society that it is not possible for the bureaucrats to make a healthy communication pattern among themselves as well as with the people. These are also raised as serious allegations against the bureaucrats. But the reality is that these allegations are not supported by any research work. The present study is aiming at analyzing this issue described in the statement.

Now it needs to be identified whether the bureaucrats are really alienated from the people or not, how do they maintain communication with the people, what conditions are prevailing in the internal and external communication of bureaucracy, what are the existing barriers in these cases and how these can be removed. Are the allegations against them true at all? We would put our effort to resolve these issues in this work. To this end two sets of hypotheses for the present study are specified.

Taking into consideration the general assumption, *the bureaucrats in Bangladesh are alienated from the common mass* due to various reasons, two sets of hypotheses are formulated for the study of which **Hypothesis-I** follow:

- H_0 = Bureaucrats' communication with people is not unsatisfactory.
- H_1 = Bureaucrats' communication with people is unsatisfactory.

Here H_0 and H_1 stand for Null and alternative hypothesis respectively.

Also another attempt is made to verify the bureaucrats' level of communication with people at four different tiers of administration (Upazila, District, Departmental Head Quarter, and Bangladesh Secretariat) by framing Hypothesis-II that follow:

- H_0 : There is no difference in the bureaucrats' communication with people among the four tiers of administration.
- H_1 : There are differences in bureaucrats' communication with people among the four tiers of administration.

1.4 SCOPE OF THE STUDY

The study covers the area of the bureaucrats at work in four tiers of administration: the Bangladesh Secretariat, Departmental Head Quarters, Districts and Upazilas. It discusses, analyzes and identifies the bureaucracy's role in communication and related issues.

1.5 TIME FRAME

We know that bureaucracy, in the name of civil service system, had been introduced in the present administrative structure in Bangladesh during British-rule in India. It subsequently retained almost intact in the then Pakistani period and also that of Pakistan has been retaining in Bangladesh period. Also it bears legacy of its ancient characteristics. Considering this important perspectives, some prehistoric and historic aspects, evidences and documents of primary, middle and modern ages have been discussed and analyzed in the study to identify the genetic process of the bureaucracy and its impact on communication behaviour of the bureaucrats in Bangladesh. We also wanted to look into the contemporary and ongoing pattern of communication of bureaucracy and draw a model for that through this study.

1.6 CONFIGURATION OF THESIS

For convenience of presentation the thesis has been divided into ten chapters, which includes - 1) Introduction, 2) Methodology, Data Collection and Analysis Approaches, 3) Bureaucracy: Organizational Perspective, Characteristics and Criticism, 4) Conceptual Framework of Communication, 5) Bureaucracy, Communication and Administrative Culture, 6) Internal and Public Dealings: A Functional Approach of Bureaucratic Communication and Some Other Issues, 7) Data Analysis and General Findings, 8) Testing Hypotheses and Interpretations, 9) Findings of the Study and 10) Conclusion.

The **First Chapter: *Introduction*** includes introductory statement, rationale for the research, hypothesis and scope of the study, time frame, and a brief discussion on the configuration of the thesis.

In the **Second Chapter: *Methodology, Data Collection and Analysis Approaches*** - the methodology of the study is described in detail. This chapter includes discussion on Research and Sampling design, Data source and Data collection procedure, Data analysis technique and Limitation.

In **Chapter Three: *Bureaucracy: Organizational Perspective, Characteristics and Criticism*** different concepts of bureaucracy have been defined, discussed and analyzed. A theoretical perspective is presented in this chapter, which has a substantive relevance to the topic of the thesis. Also the organizational perspective, characteristics and criticism to bureaucracy are provided through the discussion.

Chapter Four: *Communication: Concepts, Elements, Types and Nature* - elaborate the basic concepts of communication including discussion on definition, meaning, significance, elements and types of communication.

The functional approach of the Bureaucracy and the importance of communication in administrative culture are discussed in **Chapter Five: *Bureaucracy, Communication and Administrative Culture***. Relevant issues for the study including Interrelation between bureaucracy and communication, People's participation in communication process, Bureaucrats' right to communicate, Culture of official secrecy, Red tape, Bureaucratic language, Organizational environment and its effect on communication are elaborately discussed and analyzed in this chapter.

Chapter Six: *Internal and Public Dealings: A Functional Approach of Bureaucratic Communication and Some Other Issues* is divided into two parts.

Part A, the first portion of the chapter, illustrates an introduction to the concept of Internal and Public Dealing factor of Bureaucratic communication. Particularly, perceptions about Internal and Public Dealings are made clear, its various forms and techniques are discussed and empirical examples are set. Models for both Internal and External Communication and an account of formats used for the purpose of Internal and Public Dealings are presented in a tabular form.

The second portion **Part B** deals with influence of contemporary issues on Bureaucratic Communication. The discussion in this chapter highlights interdependence among democracy, bureaucrats' behavior, development, corruption in administration, good governance, transparency and accountability, freedom of expression, official secrecy, ombudsman, rule of law, scientific and technological advancement and their impacts on bureaucratic communication.

Chapter Seven: *Data Analysis and General Findings* contains data analysis and general findings of the study. Tables, graphs, charts and illustrations are displayed to support the analytical discussion and procedures used here. This chapter highlights the reflection of different communication traits of the bureaucrats. It also examines real communication behaviour of the bureaucrats with the public.

Chapter Eight: *Testing Hypotheses and Interpretations* includes testing two hypotheses, the main aspect of this study. Statement of the problem, estimation of regression model, verification of the data-nature, procedure for running regression, detecting the significant variables, constructing restrictive models and identifying the best-fit model, verifying and comparing levels of the bureaucrats' communication with people at the four tiers of administration (Upazila, District, Departmental Head Quarter, and Secretariat) and selecting individual best fitting restrictive models out of a number of models suggested for each of the levels are the main points covered in the discussion of the chapter.

Chapter Nine: *Findings of the study* contains the major findings drawn from individual sections of the analysis and the results of the hypotheses testing and a few interpretations

on those. Also attempt is made to outline a model on the Communication Pattern of Bureaucracy in Bangladesh at the end of the chapter.

Chapter Ten: *Conclusion* is the concluding section of the thesis.

1.7 LIMITATION

Despite wide area coverage the scope of the study is limited to some extent due to shortage of manpower, monetary resources and a few other reasons those follow:

- a) The researcher had to continue his normal official work and the study simultaneously. For this he might have not paid full attention to the study.
- b) During the period of necessity no monetary assistance⁵ was available to conduct the research. Even the university authority did not provide any stipend for the researcher for bearing the occasional expenses. It was too costly to continue data collection for this study from different corners of the country.
- c) The authority provided no logistic or technical support for the study, except only the permission of using the University Library. Provision for a computer, laboratory facility, arrangement of a study room in the university campus could have produced a better result in this regard.
- d) Due to busy time schedule, lack of attention, dilatoriness and in few cases undermining attitude of the bureaucrats' hampered the data collection procedures.
- e) The bureaucrats' feeling of insecurity and unrest in the present context of administration some respondents declined to respond some questions i.e., some of them didn't check the space for religion. Some of the respondent suffered from personal ego and did not respond to some questions relating to personal and socioeconomic issues.
- f) Some of the respondents refused straight to give their consent for taking interview showing the cause of Official Secrets Rule.

⁵ At the eleventh hour of the study the Social Science Research Council (SSRC) sanctioned a fellowship. For this the researcher is grateful to the authority of SSRC.

- g) The language of the schedule (English) might have created a barrier in understanding for a few of the bureaucrats.
- h) Some of the respondents were afraid that the study could be a part of any sort of investigation in disguise and it might be used as evidence against them. So at times they tried to conceal fact by not responding questions.
- i) A large group of bureaucrats are kept out of consideration of the study due to financial constraints and other limitation. It may limit the scope of a full-length research finding.

However the researcher has spent 4 (four) years for the study. In future, some one, if interested, may carry out a full-length research on the issue and come out with more sophisticated and clear result.

CHAPTER TWO

Methodology, Data Collection and Analysis Approaches

2.0 INTRODUCTION

This chapter deals with the methodology and design of the study aiming at a careful investigation of the problem. As research is an academic activity Kothari suggests that the term refers to a systematic method consisting of enunciating the problem, formulating a hypothesis, determining sample size out of a population, collecting data, analyzing the facts and reaching certain conclusion (Kothari 1996, pp.1-2).

Keeping this view in mind along with the suggestions made by Zikmund (2003, pp. 605-606) and Copper and Schindler (2003, p. 663) the methodology for this study is designed to cover the relevant points of Research Design, Sampling Design, Data Collection, Data Analysis and Organizing the Report. The point wise discussions follow:

2.1 RESEARCH DESIGN

The steps of the research design for this study are described here sequentially.

2.1.1 Problem and objectives of the study:

The study entitled *Communication Pattern of Bureaucracy in Bangladesh: Internal and Public Dealings* aims at achieving the following objectives:

- a) To review the evolution process of bureaucracy in Bangladesh as well as in the Sub-continent and its relation with the public;
- b) To detect the ingredients of colonial inheritance of bureaucracy that influence its communication behavior;
- c) To review, identify and analyze the characteristics of communication pattern within bureaucracy and between the bureaucrats and public in general in Bangladesh;
- d) To evaluate the influence of communication behavior of bureaucracy due to progress of science and modern technology;

- e) To identify the barriers to communication in the bureaucracy in dealing with the people; and
- f) To express in a model form the prevailing communication pattern of bureaucracy in Bangladesh.

2.1.2 Hypotheses of the study

It is generally discussed that the bureaucrats in Bangladesh are alienated from the common mass due to colonial influence on their mindset and for other reasons. They are divided into groups and sub-groups and suffer from inner conflicts. Lack of proper communication know-how, ICT facilities, proper dealings with internal and external publics, congenial working environment, job satisfaction, sound feedback system, appropriate policy, soothing culture and coordination, healthy recruitment and efficiency level, and befitting personal and social background - hamper bureaucrats' communication with people. On the other hand colonial influence on their mindset, negative attitude and vested interest, barriers, contradictions and conflicts among groups and subgroups, aggravated law and order situation and mentality to impose strict punishment alienate them from both of their internal and external publics.

On the basis of those general views and assumptions two sets of hypotheses are formulated for the study.

2.1.2.1 Hypothesis-I

Taking into consideration of the general assumption that *the bureaucrats in Bangladesh are alienated from the common mass* due to various reasons, **Hypothesis-I** is formulated:

H_0 = Bureaucrats' communication with people is not unsatisfactory.

H_1 = Bureaucrats' communication with people is unsatisfactory.

Or,

H_0 = All the regression coefficients are zero i.e., $\beta_1 = \beta_2 = \beta_3 = \dots = \beta_k = 0$.

H_1 = At least one of the coefficients is nonzero i.e., any of the $\beta_k \neq 0$.

The hypothesis could be translated in testing the regression coefficients of well-known general form of multiple regression equation (Ramanathan 1989, p.156) that follows:

$$Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e \quad (1)$$

Where Y = dependent variable,
 x_k = independent variables,
 β_0 = constant term for the regression coefficient,
 β_k = partial coefficients to the independent variables, and
 e = constant term for error

For this particular study we introduce a set of one dependent variable (Y) and twenty-seven independent variables¹ (x_i). The identified dependent and independent variables are listed in table 2.1.

Table 2.1
 List of dependent and the independent variables²
 and their corresponding abbreviations and titles

Variable	Abbreviation	Title of the variables
Y	BCWP	Bureaucrats' communication with people
x_1	ISB	Information supplied by bureaucrats
x_2	ACCI	Agreement with comments about colonial influence
x_3	RAR	Ready to accept request
x_4	IAV	Impression about visitors
x_5	ATGI	Attitude towards gender issue
x_6	UCT	Using communication tools
x_7	SOP	Solving official problems
x_8	HICT	Hindrance in introducing ICT
x_9	CWIP	Contact with internal publics
x_{10}	IRES	Information received from external sources
x_{11}	CWEP	Communication with external publics
x_{12}	BCOM	Barriers in communicating with people
x_{13}	CSS	Causes shown for secrecy
x_{14}	POC	Problems of coordination
x_{15}	LOWE	Level of working environment
x_{16}	JSAT	Job satisfaction
x_{17}	DOF	Degrees of feedback
x_{18}	SPFI	Supporting policies relate to flow of information
x_{19}	TIA	Transparency in administration
x_{20}	AILG	Absence of independent local govt.
x_{21}	SLDP	Solving disciplinary problems
x_{22}	CRB	Criteria for recruitment of the bureaucrats
x_{23}	LES	Level of efficiency of the subordinates
x_{24}	ECO	Evaluating controlling officer
x_{25}	SI	Salary index
x_{26}	LED	Level of education
x_{27}	PHW	Participation in household work

¹ Each independent variable is considered as a way of communication.

² Y = Dependent variable and x_i = Independent variables, where $i = 1$ to 27.

Using all the explanatory variables of the research problems the estimation for running regression could be constructed and here equation (2) represents the desired estimation:

The bureaucrats' communication with people (BCWP),

$$\begin{aligned}
 Y = & b_0 + b_1 \text{ ISB} + b_2 \text{ ACCI} + b_3 \text{ RAR} + b_4 \text{ IAV} + b_5 \text{ ATGI} + b_6 \text{ UCT} + b_7 \text{ SOP} \\
 & + b_8 \text{ HICT} + b_9 \text{ CWIP} + b_{10} \text{ IRES} + b_{11} \text{ CWEP} + b_{12} \text{ BCOM} + b_{13} \text{ CSS} \\
 & + b_{14} \text{ POC} + b_{15} \text{ LOWE} + b_{16} \text{ JSAT} + b_{17} \text{ DOF} + b_{18} \text{ SPFI} + b_{19} \text{ TIA} \\
 & + b_{20} \text{ AILG} + b_{21} \text{ SLDP} + b_{22} \text{ CRB} + b_{23} \text{ LES} + b_{24} \text{ ECO} + b_{25} \text{ SI} \\
 & + b_{26} \text{ LED} + b_{27} \text{ PHW} + \mu \qquad (2)
 \end{aligned}$$

Where the coefficient b_0 represents the intercept and $b_1, b_2, b_3, \dots, b_{27}$ are the partial regression coefficients and μ is a constant term used for estimation of the error.

2.1.2.2 Hypothesis-II

Also another attempt is made to verify the bureaucrats' level of communication with people at four tires of administration³ by framing the following hypotheses:

H₀: There is no difference in bureaucrats' communication with people among the four tires of administration.

H₁: There are differences in bureaucrats' communication with people among the four tires of administration.

Or,

$$\mathbf{H_0:} (\bar{X}_1 = \bar{X}_2 = \bar{X}_3 = \bar{X}_4)$$

$$\mathbf{H_1:} (\bar{X}_1 \neq \bar{X}_2 \neq \bar{X}_3 \neq \bar{X}_4)$$

Where $\bar{X}_1, \bar{X}_2, \bar{X}_3,$ and \bar{X}_4 are corresponding mean scores of the bureaucrats' communication with people at Upazila, District, Departmental Head Quarter and Bangladesh Secretariat.

2.1.3 Nature of the study

A mixture of descriptive, analytical and explorative methods of research and techniques related to these are used in this study. It is descriptive as thoughts, ideas and theories of historical evidences and discussions on bureaucracy and communication are accumulated in the study. The study is analytical as attempts are made to present critical appreciation on different aspects of the bureaucrats' communication behavior and causal relations

³ Upazila, District, Departmental Head Quarter and Bangladesh Secretariat

between and among them are examined. And the study is explorative as an attempt to identify the characteristics of the communication pattern of bureaucracy in Bangladesh is made, new terms and concepts are defined, a model framework is outlined and two major hypotheses are tested under the purview of this study.

2.1.4 An alternative approach followed

Marketing research approach is followed in the study as the researcher considers bureaucrats' communication as a service rendered to the people by the bureaucrats, as a responsibility bestowed upon them by the Constitution of the People's Republic of Bangladesh (Article 21). In marketing perception services are treated as goods and delivering of utilities, so it could be compared to that rendered by the bureaucrats in administration excepting the chance of making profit in return. In the modern age of competition, the bureaucrats have to sell their goods in the market for ensuring the over all progress and development of the people and the country on a competitive basis; otherwise their existence will be at stake.

Knowledge of Human Communication, Marketing Research, Public Administration, Business Communication, Econometrics, Mathematics, Statistics and various computer application software packages is used in this study for discussion and analysis.

2.2 SAMPLING DESIGN

The idea of sampling design for this study is framed as suggested by Malhotra (2004). For the purpose the steps of defining target population, determining sampling frame, selecting sampling technique(s), calculating sampling size and executing sampling process are taken into consideration.

2.2.1 Target Population

The *target population* for this study is the total numbers of the bureaucrats in Bangladesh. On the other hand all members of the bureaucracy including the public servants employed under the Government of the People's Republic of Bangladesh (GPRB) irrespective of sex, religion, class, level, position, hierarchy and place of posting constitute the *population* and the *universe* of this study.

It is understood from the government sources that there are 38 Ministries, 20 Divisions, 581 Attached Departments/ Directorates and 168 Autonomous bodies/ Corporations under the administrative structure of GPRB. It is also known that there were 6 (Six) Divisions, 64 Districts, and 496 Thanas / Upazilas⁴ in the country. According to the Statistical Research Cell (SSRC) sources the number of total manpower of GPRB⁵ in the calendar year 2000 was 9,43,237 - which is taken as the *universe* for this study (*GPRB 2004*).

Though it is learnt theoretically that bureaucracy covers the whole gamut of Public servants but functionally in the Secretariat, Departmental Head Quarter and District levels the officers belong to class-I category who contribute and matter in decision making and policy implementation are generally known as the bureaucrats. On the other hand in the Upazila level in some cases the class-I officers and in all other cases the class-II officers dominate the decision-making and implementation process.

For the reasons discussed, the class-I officers at work in four tiers of administration (Bangladesh Secretariat, Departmental Head quarter, District and Upazila) and the class-II officers working in the Upazila level (the lowest tier of administration) are taken into consideration for determining the population size of the study.

We learn that the class-I manpower of civil officers of GPRB is 92967 including 2111 in the Ministries / Divisions, 42563 in the Departments / Directorates and 48293 in the Autonomous Bodies / Corporations (*GPRB 2004*).

We also learn from the GPRB sources that there are 496 Upazilas in the country out of which 425 are of generally homogeneous in nature in consideration of administrative viewpoint and the officers at work in those are taken into consideration for determining the target population. The rest 71 Upazilas – including 36 located in the Metropolitan Cities and 25 in the CHT (Chittagong Hill Tracts) areas – have unique administrative structure and functioning procedures and thus differ from those of the earlier ones and hence excluded from the total.

It is known that the bureaucrats serve in the Ministries and Divisions located in Bangladesh Secretariat - the principal nerve center of bureaucracy. Some of them serve in

⁴ As per latest Government Document published in 2000.

⁵ Total manpower of GPRB includes 8785 employees in Secretariat, 662992 in Department/Directorates and 271460 in the Autonomous Bodies / Corporations

the Departmental Head Quarters generally located in Dhaka - the capital city of the country and a few in the Divisional Head Quarters. Some of the bureaucrats serve in the Autonomous Bodies or Corporations located in Dhaka and in other big cities like Divisional or Metropolitan Cities. Some officers serve in the District towns in a composite type of administration and some in Upazilas, constituted as a miniature of district administration in the Upazila towns.

Usually the Ministries and divisions, Departmental Head Quarters, District administrations, and Upazila administrations are guided by common governmental rules and regulations under the direct control of GPRB. So the class-I government officers working at these levels and the Class-II officers at work in the Upazila level - who represent their departments - are taken into active consideration in assessing the population size of the study.

A sum of 18,668 officers (*ibid*) working in 8 (eight) ministries and divisions⁶ including Attached Departments, Autonomous Bodies and Corporations under their control, Public Service Commission and 3 Chittagong Hill District administrations - under the Ministry of Establishment are excluded in determining population size of the study. Such decision is taken, as each of those organizations is unique in nature and their employees' performance and in some cases their job nature is rather close to those of professional workers and thus differs from the bureaucrats in general.

Taking all these points into consideration, equation (3) is designed to calculate the population size for the study.

$$N = (U + n_u) - (C + E) \quad (3)$$

Where,

N = Target Population for sampling

U = Existing manpower of class-I officers in the Ministries/Divisions, Departments and Directorates and Autonomous Bodies and Corporations.

n_u = Existing manpower of class-II officers working in 425 Upazilas.

C = Existing manpower of class-I officers in Corporations and Autonomous bodies.

E = Existing manpower (to be excluded) of 8 ministries, divisions, and departments and directorates under their control.

⁶ Defense, Education, Foreign affairs, Home affairs, Law Justice and Parliamentary Affairs Ministry, Parliament secretariat, President's office, Prime Minister's Office and Election Commission

Considering 2000 as the base year and taking information from GPRB sources, the terms of equation (3) assign the following values:

$$U = 92967, n_u = 425 \times 20 = 8,500 \text{ (assuming 20 class-II officers at work in each Upazila),}$$

$$C = 48293 \text{ and } E = 18,668.$$

Putting these values in equation (3) we get the Target Population for sampling,

$$N = (92967 + 8500) - (48293 + 18,668)$$

$$= 34506$$

So size of the *Target Population* for the study $N = 34506$ and the *Sampling Areas* of the study - (a) Bangladesh Secretariat, (b) Departmental Head Quarter, (c) District, and (d) Upazila - are determined.

The accounts of existing and excluded officers, target population and its category wise break up are presented in the following table 2.2.

Table 2.2
Target Population at a glance

Name of the Tires of Administration	Number of Existing Officers Under consideration			Number of Officers Excluded	Category Wise Target Population
	Class-I	Class-II	Total		
Secretariat	2111	--	2111	568	1543
Department	24463	--	24463	10722	13741
District	7747	--	7747	--	7747
Upazila	2975	8500	11475	--	11475
Total	37296	8500	45796	11290	34506

2.2.2 Sampling frame

A sampling frame is a presentation of the elements of the target population. Usually it consists of a list or set of directions for identifying the target population. The sampling frame for this study includes:

- i) Statistics of the civil officers and staff of GPRB 2000 (published in 2004).
- ii) List of officers of the ministries of GPRB
- iii) List of officers of the selected Divisions/ Ministries in Bangladesh Secretariat and Planning Commission.
- iv) Lists of officers of selected attached departments.
- v) District telephone guides of Sunamganj, Chuadanga, Faridpur, Patuakhali, Rangpur and Chittagong.
- vi) Lists of officers of Upazilas: Dirai, Damurhuda, Bhanga, Kalapara, Kawnia and Hathazari.

List of officers were corrected and updated at every step before starting field survey according to necessity.

2.2.3 Sample size

The sample size is determined following the method suggested by Berenson and David in their book (Berenson and David 1999). They suggest for equating initial sample size (n_0) of a finite population at desired level of confidence. After derivation by using Finite Population Correction (FPC) their formula for computing sample size n out of a finite population N stands as-

$$n = \frac{Z^2 N p(1-p)}{Z^2 P(1-P) + e^2(N-1)} \quad (4)$$

Where,

- Z = critical value obtained from the normal distribution
- P = True proportion or probability of success
- p = Probability parameter
- e = acceptable sampling error
- N = population size

For determination of the sample size, considering the values in equation (6), Population size $N = 34506$, Degrees of freedom = 1, Level of confidence = 95%, Critical value for normal distribution $Z = 1.96$, considering 5% of error acceptable $e = .05$ and Probability parameter $p = 0.5$, it is found that:

$$n = \frac{(1.96)^2 * 34506 * (0.5) * (0.5)}{(1.96)^2 * (.5) * (.5) + (.05)^2 * (34506 - 1)} = 380 \text{ (approximately)}$$

The calculation shows, to satisfy the statistical requirements, it demands a sample size of 380 for a target population of 34506.

For this study the sample size is taken $n = 400$, a slightly bigger and round up figure for convenience of data analysis.

2.2.4 Sampling technique

Stratified sampling technique is adopted for the study, as it aims at enquiring about communication pattern of the bureaucrats of different strata (levels and positions), scattered all over the country. In some cases a combination of several sampling techniques are used.

Bureaucrats, for rendering their service remain engaged in different workplaces in a unique design through out the whole country. Firstly, they work in a centralized structure at (I) Bangladesh secretariat under different Ministries and Divisions, (II) Departmental Head Offices and (III) Autonomous bodies or Corporations. Within this three, Bangladesh Secretariat and Departmental Head offices those guided by common governmental rules and regulations and those are taken as sample units. Autonomous bodies and Corporations are excluded from the account purposively as those have separate rules of their own. Table 2.3 shows the sample size and its category wise distribution for the study at a glance.

Table 2.3
Distribution of Samples (400) at a glance

Sl.	Data source	Target Population	Distribution of Samples		(% of Total Sample-Size)
			Proportionate	Actual	
1.	Bangladesh secretariat	1543	17.88	18	4.50
2.	Department/Directorates	13741	159.21	159	39.75
3.	District Head quarters	7747	89.80	90	22.50
4.	Upazila Head quarters	11475	133.01	133	33.25
Total Sample size		34506		400	100

For the case of *Bangladesh Secretariat*, out of 38 Ministries/Divisions 8 are purposively excluded for uniqueness in their job nature. Out of the rest 30 Ministries and Divisions, nine (9) are randomly selected as sampling units. Then on random basis, eighteen (18) respondents are interviewed from these units. Data is collected from the officers on their consent and presence in the office.

On the other hand, considering constraints of budget, manageability, time and manpower, three *Departmental Head Offices* located in Dhaka are taken as sampling units purposively and one hundred and fifty nine (159) sampling elements are drawn randomly from those two sampling units.

Secondly, in the field administration, the bureaucrats work in 3 tires, namely (i) Division (ii) District and (iii) Upazila. Considering and comparing their importance in the process of governance the last two tires are selected purposively for sampling.

Considering geographic location, one *District* from each division is drawn on random basis and thus a total of 6(six) Districts are selected. From the selected District Head Quarters a total of ninety (90) samples, taking fifteen (15) from each, are drawn randomly. The selected districts are Sunamganj, Chuadanga, Faridpur, Patuakhali, Rangpur, and Chittagong.

On the other hand, using random sampling technique 6 (Six) *Upazilas* (taking one from each District) are selected. The selected *Upazilas* are Dirai, Damurhuda, Bhanga, Kalapara, Kawnia and Hathazari. A total of another one hundred and thirty-three (133) samples are drawn from this tier of administration on the basis of random selection. Usually the departmental heads in the Districts or *Upazilas* are interviewed, in few cases more than one officer are interviewed from a single department. The rest of the *Sampling Technique* is provided in table 2.4.

Table 2.4
Schedule of data collection and contribution
of the clusters in the total Sample Size

Cluster	Sampling unit	Period of Data collection	Distribution of Samples (%)
Bangladesh Secretariat (Cluster-I) ⁷	1. MOA 2. MOHFW 3. MOCOM 4. MOCA 5. MOWCA 6. MOE 7. MODMR 8. MLGC 9. ERD	18 February to 22 August 2004	18 (4.50 %)
Departmental HQs (Cluster-II)	a. Press Information Department (PID)	02-28 Feb 2004 15-27 May 2004	159 (39.75 %)
	b. Department of Cooperatives (DOC)	01-18 March 2004 03-15 June 2004	
	c. Department of Social Services (DSS)	01-10 April 2004	
District (Cluster-III)	a. Sunamganj b. Chuadanga c. Faridpur d. Patuakhali e. Rangpur f. Chittagong	20-31 Dec. 2003 10-20 Jan. 2004 21-25 Jan. 2004 26-25 Jan. 2004 26-31 June 2004 18-25 July 2004	90 (22.50 %)
Upazila (Cluster IV)	a. Dirai b. Damurhuda c. Bhanga d. Kalapara e. Kawnia f. Hathazari	27 Dec. 2003 18-19 Jan. 2004 24 Jan. 2004 28 Jan. 2004 28 June 2004 20 July 2004	133 (33.25 %)
Total		Dec' 03-Aug' 04	400 (100 %)

2.2.5 Executing the sampling process

The researcher himself executes the MSST. The researcher's personal friends and well wishers in different levels of administrations including Bangladesh Secretariat, Departmental Head Offices, District Information Offices, the Deputy Commissioners, the

⁷ **Cluster-I (Detail of the sampling units):** 1. MOA = Ministry of Agriculture, 2. MOHFW = Ministry of Health and Family Welfare, 3. MOC = Ministry of Commerce, 4. MOCA = Ministry of Cultural Affairs, 5. MOWCA = Ministry of Women and Children Affairs, 6. MOE = Ministry of Establishment, 7. MODMR = Ministry of Disaster Management and Relief, 8. LGD = Local Government Division, 9. ERD = Economic Relations Division.

Upazila Nirbahi Officers and other officers of the districts and Upazilas concerned with the study extended their hands of cooperation in collecting data. The clusters, sampling units, periods of data collection, and percentage-contribution of the sample size of the clusters are shown in table (2.4).

The total sample area is divided into four clusters i.e. Bangladesh Secretariat, Departmental Head Quarters, Districts and Upazilas. The randomly selected sampling units are taken from the given clusters. The periods of data collection from those units and their contribution in percentile to the total sample size are summarized in the table too.

2.3 DATA COLLECTION PROCESS

Data collection is one of the most vital parts of the research work that includes preparing the draft interview schedules, pre-testing the schedules, identifying the data sources, conducting the data collection sessions and minimizing the hazards and limitations in the process of data collection.

2.3.1 Preparing Draft Schedule and Pre-testing:

For the purpose at first a draft schedule was prepared and then a pilot survey was launched on the basis of it. The draft schedules were distributed among 30 officers working in Bangladesh Secretariat and planning commission.

Among the respondents - a) Five did not return the schedules at all, b) Two completed their schedule partially and returned those with no comments, c) Four of them filled the schedules partly and advised to reduce its volume and make some questions more specific and f) The rest nineteen (63.33 %) respondents filled up the schedules properly – who also added some suggestions.

The responses received from them were duly considered and after a threadbare discussion with the expert groups in the relevant field, the pragmatic suggestions were incorporated and the schedule was updated accordingly.

Pre-testing suggestions, guidance from supervisor, opinion of the expert groups of universities and administration were incorporated to prepare the final schedule.

2.3.2 Data Collection Effort

After finalizing the schedule Data Collection efforts were conducted in several phases, which provided an additional advantage to the researcher by creating opportunity to check the immediately received schedules form the respondents regularly. It helped detect the following faults in data collection process:

1. After getting back from the respondents some of the schedules were found partially incomplete
2. Some respondents could not follow the instructions for filling it.
3. Some respondents showed tendency to check extreme or middle values through out the whole process
4. Some pages of some schedules were found out of print
5. Wrong persons answered some schedules.

Spontaneous corrective measures were taken to rectify the deviations.

2.3.3 Data Sources

Both primary and secondary sources of data are exploited in this study. The primary data is collected from the four selected tires of administration; also some idea and information are gathered through observation of office situation and interactions from group discussions. Quality control and data editing efforts are continued simultaneously throughout the whole period of data collection.

2.3.3.1 Primary data

Primary data for the study is collected through:

- a) Distributing schedules directly to the respondents and then collecting those (filled up in the presence of the researcher) from them.
- b) Taking interview of the respondents on the basis of the structured schedule and recording the answers in the schedule.
- c) Observing attitude and the information disseminating procedure of the bureaucrats by organizing group discussion at 5 Upazila Headquarters and in one Departmental Head Office.
- d) Observing files and working environment of offices and attending meetings organized there.

One set of structured interview schedule is administered to collect data from the bureaucrats at work in different tires of administration. The researcher himself established relation with the respondents to get authentic and reliable information as much as possible.

2.3.3.2 Group Discussions

As discussed earlier, the titles of the six Group Discussions⁸ organized for this study follow: a) Communication Behavior of the Bureaucrats, b) Use of Technology in Administrative Communication, c) Objectives of Communication in Administration, d) Influence of Official Secrets Act in Bureaucratic Communication, e) Working Environment and Job-satisfaction and their Effects on Bureaucratic Communication and f) Efforts of Establishing Effective Communication in Cooperative Department and Barriers to it.

2.3.3.3 Observation

The researcher observed District Coordination meeting at Sunamganj⁹, Special meeting for organizing Children Fare at Chuadanga¹⁰, two Special meeting on – (a) Shilpakala Academy¹¹, (b) *Say yes for the children Fair*¹² at Faridpur and a Monthly Coordination Meeting¹³ in Department of Cooperative at Dhaka.

In different situation during observation, the researcher performed the following activities:

1. Participated in the meetings as observer,
2. Observed files in various offices,
3. Observed entry procedure for the visitors in Bangladesh Secretariat.
4. Observed informally the working environment at different offices and the bureaucrats' behavior relating to communication at the time of data collection.

2.3.4 Secondary data sources

The secondary data used in this study are collected from books, journals, reports, dissertations, research papers, published governmental documents, other official sources, internet, websites, souvenirs, newspapers, etc.

⁸ Schedule of group discussion is shown in Appendix-2

⁹ Meeting held on 25.12.2003 and participated by 65 persons.

¹⁰ Meeting held on 17.01.2003 and participated by 25 persons.

¹¹ Meeting held on 21.01.2004 and participated by 7 persons.

¹² Meeting held on 21.01.2004 and participated by 7 persons.

¹³ Meeting held on 11.03.2003 and participated by 40 persons.

2.3.5 Limitations in data collection

There were a few limitations in this study and also the researcher faced some problems in data collection phase. Those limitations and problems are mentioned here for the precaution of the future researchers.

More dimensions regarding socio-political and economic aspects of the bureaucrats' communication pattern could be considered and more independent variables could be included in this study for greater comprehension, but due to financial, logistic and time constraints the researcher had to curtail many innovative ideas.

The transportation and accommodation cost during data collection for this study was very high. Moreover the bureaucrats' offices in the sampling units are scattered across the town, also the survey areas of the study are scattered all over the country, which caused a major problem for the researcher in managing the whole process.

In some cases the researcher had to encounter some problems of non-cooperation from the respondents' side. For example a number of respondents used to show their busy schedules for not supplying information and some of them were not willing to supply information in any case.

The Personal Officers (PO) to the officers in many cases created a great deal of barriers in contacting the officers. Even sometimes they showed reluctance in throwing telephone lines to the officers.

2.4 DATA ANALYSIS

The process of data analysis begins after the completion of data collection. To summarize and rearrange the data, during the analysis stage, several interrelated procedures including editing, coding, data-entry into the computer, error checking, and data verification are done. In the next stage selecting data analysis procedures, using the selected tools for calculating the results, and making interpretation on the basis of the outcomes are performed.

2.4.1 Editing:

For ensuring accuracy and precision of the study, a systematic editing of all the schedules is accomplished. In some cases, corrective measures are taken i.e., 7 cases are finally dropped for containing major fault with them¹⁴. Unsatisfactory responses are replaced after talking to the respondents over telephone. The missing values are replaced by the average of adjacent values.

2.4.2 Coding:

One set of structured schedule¹⁵ is used for data collection in this study. To be specific, the schedule is organized in twelve sections and each of the sections, except PSEB¹⁶, has a section number, a title and a few questions within its own domain. For the purpose of coding the section number, abbreviation of the corresponding title and an underscore mark between the two is used, i.e. the code of 'Section-6: *Dealing with internal and external publics (dwiep)*' stands as S6_DWIEP.

For coding a particular question of a section - the section number, respective question number along with the short abbreviation of the particular question and an underscore mark between the two is used, i.e. the code S7_1BCO indicates the first question of the seventh section with a subtitle: *Degree of barriers you face in communicating with people*.

On the other hand at the time of coding a sub-question of a particular question under a section - the section number, question number and the serial number of the sub-question is used with underscores between each pair are used. For example, the code of the sub-question 'a' of the first question under the section seven stands as S7_1_a.

Also coding for detecting the case of a particular respondent is done. For the purpose the first letter or short abbreviation of the cluster name, abbreviation indicating sampling unit and the respondent's ID number are used with underscore marks between each of the two, i.e. the code D_Sun_15 indicates the case of the fifteenth respondent of the Sunamganj Sampling Unit under the 'District' cluster.

¹⁴ For this reason a second time data collection effort was conducted and required information were collected from another seven officers of the respective offices.

¹⁵ Please see Appendix - 1

¹⁶ PSEB stands for Personal and Socio-Economic Background

2.4.3 Data cleaning:

Inconsistent and missing values of data are detected and replaced by mean of the adjacent values. Unnecessary and extreme values are carefully rechecked and corrective measures are taken. Also the computer makes thorough and extensive checks for consistency and treatment of missing responses.

2.4.4 Statistical adjustment of data:

Statistical adjustment of data is ensured through assigning weights to the values of the attributes of some variables detected for regression analysis, and for doing this good number of experts are consulted and their opinions are incorporated. Modification of the existing ones is done in case of some attributes through the process of transformation of data.

2.4.5 Data analysis Strategy

Multivariate statistical techniques (MST) are mostly used for analysis of data in this study. Both the methods of dependence and interdependence are used according to the need. Descriptive statistics, different univariate techniques, cross tabulation, ANOVA, multiple regression, and multidimensional scaling techniques for data analysis are carried out. Processed data and the analysis results are displayed in the dissertation through tabular and graphical presentations.

The analysis of descriptive statistics for this study includes the description of response, observation, discussion, calculating average, frequency distribution, percentile distribution, standard deviation and variance. Also graphical presentations are made for better understanding of situations.

As the analysis progresses beyond the descriptive stage, tools for inferential statistics are applied for testing the hypotheses. The hypothesis testing procedure and the findings out of it are described in separate chapters.

In the analysis the computer software package SPSS and knowledge of Statistics, Mathematics, Econometrics, and Social and Market research is used extensively.

2.5 ORGANIZING THE THESIS

After completion of analysis, the whole process of the research work is presented in the form of a thesis that contains a comprehensive report of all the activities of the study. The thesis has three parts – of which the *First Part* contains Declaration, Certificate, Acknowledgements and Abstract; the *Second Part* or the main part of the thesis is organized in ten chapters that includes 1) Introduction, 2) Methodology, Data Collection and Analysis Approaches, 3) Bureaucracy: Organizational Perspective, Characteristics and Criticism, 4) Communication: Concepts, Elements, Types and Nature, 5) Bureaucracy, Communication and Administrative Culture, 6) Internal and Public Dealings: A Functional Approach of Bureaucratic Communication and Some Other Issues, 7) Data Analysis and General Findings, 8) Testing Hypotheses and Interpretations, 9) Findings of the Study, and 10) Conclusion; and the *Third Part* contains List of Abbreviations, List of Tables, List of Figures, Appendices and References.

CHAPTER THREE

Bureaucracy: Organizational Perspective, Characteristics and Criticism

3.0 INTRODUCTION

Bureaucracy is an important phenomenon in running administration and state affairs. Until a few hundred years ago, bureaucracies were found in only a few special parts of society, but now they are widespread and continue to penetrate more and more aspects of life. Bureaucracy is a way of organising the work and interactions of a large number of people by use of hierarchy, a high division of labour, a system of rules and standard operating procedures. It is the organising principle of the most government departments, corporations, armies, political parties, regimes, trade unions, organisations and professional bodies (*Kent, Martin and Others 1984*).

The term bureaucracy has come from the French word 'bureau', which means 'writing desk' or 'work place' (*Elowitz 1992*). According to Encyclopaedia Britannica, bureaucracy means an utterly condemnable and undue interference of the government employees in a bureau or departments in to the affairs not related to the jurisdiction of administrative power or centralisation and authority of the state. According to Gould and Kolb, the meaning of bureaucracy is the rule by the office or the rule by the officials. As conceived by Max Weber bureaucracy is the structure which is constituent of three basic elements, i.e., 1) determining duties to achieve the goals of an organisation in accordance to logical and lawful authority on the basis of impersonal constitution, 2) delegation of power for discharging duties and 3) appointment of appropriate people. Professor Finer describes Civil Service¹ as a body of officials permanent and skilled.

Web Star's *New international Dictionary* describes bureaucracy as a system of carrying on the business of government by means of departments or Bureaus, each controlled by a chief who acts to place special emphasis upon routine and conservative action. In general

¹ Usually used as a synonym of bureaucracy.

such a system has become narrow, rigid and formal depends on precedents and lacks initiative and resourcefulness.

According to *Oxford Advanced Learner's Dictionary*, bureaucracy is often disappointing and it is a system of official rules and ways of doing things that a government or an organisation has, especially when these seem to be too complicated, unnecessary and excessive. It is a system of government in which there work a large number of state officials who are not elected. It also indicates a country with such a system.

Usually the term *bureaucracy* conjures up a host of attributes implying inefficiency, red tapism, paper shuffling, rigid application of rules and redundancies of efforts. This negative connotation is unfortunate since the term conceived by Max Weber. Originally he used the term to denote an efficient organisational form. Bureaucracy, according to him, is the combination of a number of characteristics i.e. 1) Division of labour, 2) Well defined hierarchy of authority, 3) Clearly defined responsibilities of authority, 4) Heavy dependence on formal rules, precedence and procedures, 5) Employment decisions based on merit, 6) Impersonality of relations, 7) Promotions based on technical qualifications and 8) Centralisation of authority.

It is indeed paradoxical that though contemporary intellectuals, thinkers and practitioners do not like the term bureaucracy, but many of its characteristics are found in most modern organizations. Departmentalised central authority, high formalisation etc. are present in almost every formal organisation (*Aswathappa 2000, pp. 457-459*).

Some of the critiques blame that bureaucracy is solely responsible for all the misdeeds accomplished in this present global situation, for example, the aggression of the imperialist powers over the weaker nations, oppressions on the poor and the minority and divisions created among the young (*Blau and Mayer 1971*).

Bureaucracy usually prevails both in the government and non-government organisations. But its' usual presence in comparatively large organisations makes an impression that it is only associated with the governmental administrative system, as government organisations are usually bigger in size. But in open market economy now a days, existence of a huge number of large organisations are noticeable, which in size sometimes exceed the

government organisations. So there is no reason to consider bureaucracy only associated with the governmental administrative system. But it is true, so far the degree is concerned, bureaucracy is more related to the government organisations and usually bureaucracy indicates the work procedures of the government employees who are better known as the civil servants (*AT Khan 1998*).

In brief, bureaucracy is an administrative system that usually prevails in a comparatively large organization and through which the vast and complex activities of a large number of employees of the organisation are accomplished and coordinated.

3.1 ORGANISATIONAL PERSPECTIVE

Actually bureaucracy is closely related to the managerial function of an organisation. Where there is a bureaucracy, there is an organisation or vice versa. Without any organisation, existence of bureaucracy is impossible, as because organization is like a container to it. On the other hand, organisation is defined as the planned coordination of the activities of a number of people for the achievement of some common explicit purposes or goals, through division of labour and function, and through a hierarchy of authority or responsibility (*Edgar 1983, p. 15*).

It is evident from the definition that the fundamental elements or concepts of an organisation are based on coordination, common goals, division of labour and integration. People learnt from experience that together they could do more than any individual could have done it singly. The largest organisation – society, made them understand that without coordination of the activities of its members, it is not possible to fulfil their needs. Therefore the basic idea underlying the concept of organisation is the idea of coordination of efforts in the service of mutual help (*Edgar 1983, p. 12*). The second element of the concept of organisation is the idea of achieving a common goal through coordination of activities (*Aswathappa 2000, p. 447*).

The third idea of forming an organisation is division of labour, which enables an organisation to function more efficiently. It results in organisational sub-systems that tend to develop unique behavioural attributes such as a) reliance on formality, b) concerns of work versus people, c) short-term versus long-term perspectives, and d) members

orientation towards goals, emerge among organisational units (*Donald and David 1986, p. 73*). Besides their contribution in formation of organisation these attributes also give room for organisational conflict.

Some integrative function of an organisation is needed to ensure that all are working towards commonly agreed upon goals. Integration is mainly achieved through hierarchy of authority that there is coordination among all through guiding, limiting, controlling, informing and in other ways managing the activities of people (*Edgar 1983, p.15*). According to behavioural scientists, organisation is the place where managers practice the art of management. It signifies an institution.

Organisations mainly could be of two types, informal and formal. Corporations, political parties, academic institutions, governmental agencies, voluntary organisations, clubs, cooperative societies, institutions of worship, etc. are examples of formal organisations. It may be stated that modern life is inconceivable without the invention of the organization. Formal organisations are again of two types, namely—public and private organisations.

Socio-economic development and overall progress of a country mainly depend upon the rich network of varied formal and non-formal organisations. This is as because of high degree of interdependence between various organisational forms. After all, business enterprises cannot prosper unless its' transport, communications and every utility perform effectively. And all these cannot thrive unless governmental regulatory agencies, financial institutions, training institutions and health institutions do their jobs properly (*Robbins 1989, p.6*).

It is to be mentioned that the management are very pertinent concepts of organisational behaviour. *Managers* are the individuals in an organisation who get things done by others. And this is known as the art of *management* and which is synonymous to *administration* in bureaucracy. So these two attributes are inseparable, so far the case of organisational behaviour is concerned. In formal organisations, especially in the case of governmental organisations, the managers are known as *administrators*, they are known more as *bureaucrats*. They are also called executives. Similarly the management procedure of a government organization is considered synonymous to administration and the process is well known as *bureaucracy*, though the term administration has a different connotation of its own.

3.1.1 Bureaucrat's Role as Communicator in Organization

Role of a bureaucrat as communicator in a public organization is almost similar to that of a manager in a private organization and it is highly challenging. Aswathappa (2000, p. 2) quoting a French industrialist Henry Fayol, wrote that all managers perform five management functions viz., planning, organising, commanding, coordinating and controlling – which is closely related to their communicative role. He also wrote in his book that in the late 1960's Henry Mintzberg identified ten different, interrelated jobs, or sets of behaviours attributed to a manager's communicative role and he arranged those in to three groups. It is very interesting to note that with a little modification, the same functions could be applicable for the case of a bureaucrat's role as communicator in a public organization:

a) Interpersonal Relationship:

1. *Figurehead*: The bureaucrats perform certain functions such as receiving important visitors and signing documents,
2. *Leader*: They motivate and encourage subordinates,
3. *Liaison*: They establish and maintain a network of relationships with outside persons to bring information and favours to the administration.

b) Transfer of Information:

1. *Nerve centre*: The bureaucrats receive much of the non-routine information coming into the organisation,
2. *Disseminator*: They transmit much of the information received to subordinates,
3. *Spokes person*: They transmit information about the organisation to outsiders.

c) Decision Making:

1. *Entrepreneur*: The bureaucrats act as initiators and designers of controlled change in the organisation,
2. *Disturbance handler*: They deal with non-routine problems,
3. *Resource allocator*: They allocate monetary and non-monetary resources of the organisation,
4. *Negotiation*: They negotiate with outsiders about the organisational concerns.

Also Schermerhorn (1985, p. 27) in his work, outlined a few number of skills for the future managers and most of those could be applicable to the attributes of a bureaucrat's role of communication: 1) Interpersonal Relations; 2) Leadership; 3) Conflict Resolution; 4) Information processing; 5) Decision making; 6) Resource allocation; 7) Entrepreneurism and 8) Introspection (Aswathappa 2000, p. 4).

3.2 CHARACTERISTICS OF BUREAUCRACY

Some intellectuals think public administration as managerial endeavour, similar to practices in the private sector, and some others consider its publicness or political aspects. Still others, noting the importance of sovereignty, constitution and efficiency viewed it to be a legal matter (*Bloom 1989, p. 14*).

The advocacy of business like public administration eventually became the orthodox or classical view of how public service should be run. Managers were to be in control and efficiency was to consider the ultimate 'good' the axiom number one in the value scale of administration (*Gulick and Urwick 1937, p.192*).

In an effort to maximise the attainment of values, the managerial approach to public administration promotes an organisational structure that is universally identified as bureaucratic (*Gulick and Urwick 1937, p.16*).

Max Weber, a nineteenth century German sociologist used an *ideal type* approach to identify the structure, process and behaviour of bureaucratic organisations. Max Weber in his renowned books *Essays in sociology* (*Gerth and Mills 1957, pp. 196-244*) and *Theory of social and Economic organisation* (*Henderson and Parsons 1964, pp. 329-334*), discussed elaborately about bureaucracy. At first he took initiative to identify its characteristics. In this connotation citing some policies he told that these policies guide modern personnel management. The over all characteristics formulated by Max weber follow:

1) Structure

Bureaucratic organisation must have a well-defined structure of organogram to attain organisational goals and objectives. There should be specialised jurisdictions, officers and tasks. The number of employees, their salary structure, benefits for them, their duties, empowerment of authority in discharging duties and to whom they remain accountable for – all these matters are defined and clearly described in the organogram.

2) Hierarchy

Bureaucratic organizations must follow the principle of hierarchy. Max Weber described it as command from upper level to downward and termed it as a hierarchy of authority,

which means that in an organisation there should be a well-defined hierarchy according to posts and every officer will be held responsible to his higher authority for the job accomplished by himself and his subordinates. Each employee holding higher post is authorised to enforce power on his subordinates.

3) Specialization or Division of Labour

There are clear division of labour in bureaucratic organisations. Job distribution among the employees is made according to their ability. For distinct division of labour a group of employees do the same job under a particular division or trade and for this their experience and skill multiply several folds.

4) A specific sphere of competence

Jurisdiction of empowerment of authority is delimited and specified for each person employed against a particular post and he can't go beyond this limit. According to Max Weber, nobody should be allowed to cross the limit of the power he assigned for. This is why authority, responsibility and limitation are interrelated in bureaucracy.

5) Established norms of conduct

In every bureaucratic organisation there are a number of set standard including rules, regulations and values. Though it is not written as law, but every one in the organisation follow these. Disregarding to these precedence's may cause fall of a person from his post. These sets of rules and regulations help an organisation undertake proper decision, accomplish, coordinate and maintain continuity of work. So established norms of conduct is very significant in a bureaucratic organisation.

6) Universality of bureaucracy

Bureaucracy is a universal phenomenon. Existence of even a single country or an organisation in this globe is impossible where there is no bureaucracy. Actually if we analyse any structure of an organisation of any country some bureaucratic norms will be found there.

7) Freedom of individuals

Freedom of individuals is completely recognised in bureaucracy. Max Weber opines, in bureaucracy individuals have right to freedom of opinion, they are free from surveillance, and so an overall decision is undertaken on the basis of open exchange of opinions.

8) Professional Management

In bureaucracy hierarchy of professional staffs is maintained. This means that experts of the relevant field run a department. Professional management or competence prevails in all the fields or departments like education, engineering, agriculture, health, commerce etc. Max Weber writes that if professional management is absent in an organisation, achievement of its goals and objectives is at stake.

9) Legitimacy

In bureaucracy, for discharging duties every one has legal power and authority with a defined limit. The employees, who are empowered, should have requisite educational qualification, knowledge, skill, experience and ability in the relevant field—without which discharging duties become impossible and goals of an organisation cannot be achieved.

10) Recruitment Policy

Employment in the bureaucracy is based on technical qualifications of the candidate rather than on political, family and other connections. Usually such qualifications are tested by examination or by certificates that demonstrate the candidate's educational attainment.

11) Salary based employment

In bureaucratic system every employee gets salary for rendering his duty. Besides, the employees get allowances, pension, and other marginal benefits in cash.

12) No organisational ownership

One of the most important characteristics of a bureaucratic organisation is that, no employee is allowed to earn ownership of the organisation. Organisational ownership and employment in the organisation is completely different.

13) Record Keeping

Another important characteristic of bureaucracy is its record maintenance system through which administrative orders, instructions, description of works, rules and regulations etc., are recorded in files and remain preserved. Not only the contemporary documents, but also evidences of the past and decisions containing future plans and programs are also recorded and preserved in files.

14) Other characteristics

More over there are some other characteristics of bureaucracy:

- i) To achieve the organisational goals all the necessary jobs are distributed as routine.
- ii) There should be a defined periphery of work.
- iii) In a bureaucratic organisation, official assignment is considered to be the employee's main livelihood.
- iv) Every employee in bureaucracy enjoys social positions according to evaluation of his own post.
- v) Whatever be his position, every officer and employee will get scope of promotion.

In Max Webers view bureaucracy is procedurally impersonal or dehumanising, formalistic, rule-bound and disciplined. Due to these structural and procedural characteristics, Weber considered bureaucracy to be efficient, powerful and ever expanding (*Gerth and Mills 1957, pp. 198-204*).

3.3 ADVANTAGE OF BUREAUCRATIC ORGANISATIONS:

Max Weber detected the following elements of bureaucracy (*Hicks 1972*) to be crucial:

- i) Determining organisational duties or jobs according to its objectives,
- ii) Distribution of power in discharging duties, and
- iii) Appointment of appropriate persons.

He also identified following elements (*Hicks 1972*):

1) Division of labour, 2) Delegation of authority, 3) Channel of communication, 4) Co-ordination among the bureaus, and 5) Span of control.

Bureaucracy is considered to be a very important part of the governmental system as a developed and specifically responsible structure, needed to implement rules and laws, policy formulation and its application, and materialization of programmes. Balanced and developed structure of an organisation increases the efficiency of the administrative system to be in harmony with the environment. Bureaucracy, a specialized form of structure, is unavoidable for the expansion of administrative system, increased responsibilities, complexities due to environment and resolution of problems.

Bureaucracy has made administrative system more competent, logical, neutral and well organised. This is why the bureaucracy is the price of parliamentary democracy.

Max Weber was conscious about the causal relations of socio-economic evolution of bureaucracy (AT Khan 1998, p. 22) and he described it in the following ways:

i) *Expansion of currency based economy:* Bureaucracy was expanded simultaneously with the progress of currency-based economy, though it was present prior to that. As the need for employment at large scale increased in state business or organisation, side by side it became a formal practice in personnel management to pay their salary in currency on a regular basis. In this connection, Max Weber mentioned, historic experience is that bureaucratic structure avoids gradually reduce real internal change or takes a different shape except in a currency based economy (Gerth and Mills 1957, p. 205).

ii) *Increasing domain of administrative business:* Importance of bureaucracy in state system increased as volume of state or organisations and the domain of its administrative business expanded. Actually increase in degree of importance of application of bureaucracy is comparable to the increase of peripheral or qualitative expansion of state and organisation (AT Khan 1998, p. 23).

iii) *Influence of cultural, economic and technological advancement:* Influence of bureaucracy in personnel management of state machineries organisation has been increasing continuously with the ongoing cultural, economic and technological change. It is very significant that expansion of bureaucracy is comparable with the advancement of human culture, economy and technological progress (AT Khan 1998, p.23).

iv) *Technical advantage of bureaucratic organisations:* According to Max Weber a bureaucratic organisation is more acceptable than any other of its form. In true sense bureaucracy is a dignified professional system of administration in respect of timely accomplishment of work, avoidance of uncertainty, knowledge of record keeping, continuity, wisdom, maintenance of interrelations, hierarchical discipline, and conflict resolution (Gerth and Mills 1957, pp. 204-216).

Max Weber mentioned that an organisation could be defined as a social relation, which sometimes controls and sometimes fully restricts arrival of outsiders into it. He emphasised excessively on formal organisation in this regard. The second thing mentioned by Max Weber is that delegation of power and authority has immense and effective influence on organisation. According to him, authority is always related to an inverse relation between the ruler and the ruled (*AT Khan 1998, p. 23*).

The ingredients of assertion of authority through relation follow:

- i) Existence of a ruler or a ruling class;
- ii) Existence of the ruled or a ruled class;
- iii) Ruler's desire influences the behaviour and desire of the ruled;
- iv) Degree of ruler's influence is measured by degree of compliance to his orders;
- v) The direct and indirect evidence of the ruler's influence is proof, to what extent the ruling class accept or comply with his orders (*MM Khan 1980, p.30*).

It is clear from the above discussion that actually bureaucracy is the culture where a class of people rules over another class or classes of the ruled. Mohabbat Khan also argues that every administration needs authority to make the administrative system dynamic and powerful, and as a result the power of giving orders, singly or combinedly, to the employees establishes. The employees are of such type: a) habituated to comply order, b) for lasting authority they feel personally encouraged as they would be gainer out of it, c) the workload will be distributed among the participants, and d) they will be omni-prepared to keep the work system functional (*MM Khan 1980, pp. 30-31*).

Necessity of bureaucracy in modern administration cannot be denied anyway. No Government can impose and implement any policies formulated for the settlement. Even the procedures of formulating laws and rules in the parliament, bureaucratic rules and regulations must be followed. The increasing multidimensional needs of the citizen, technological development and economic progress of contemporary age demands more and more new rules and regulations, which justifies increasing role of the bureaucrats. Social welfare, social justice and matters relating to national security have given cue to expansions of the modern bureaucracy (*Elowitz 1992, p. 120*). The most important qualities of which are-

1) Catalyst to social change

Bureaucracy acts as an astringent to civilization. It escapes the state administrative system and directs it from traditionalism to modernism. It helps a withdrawn and underdeveloped society upgrade into a more developed one. It is also a powerful weapon to the development of civilisation.

2) Implementation and Preservation of public interest

Bureaucracy resolves people's social, economic and administrative problems. It remains engaged in ensuring law and order in society and state.

3) Effective control

It is easy to keep a bureaucratic organisation in control, as hierarchy remain effective. There exists division of labour and at each tier, a certain employee or officer is assigned to perform a specific job, again every tier works under direct supervision of a higher one. So establishment of proper control become possible in a bureaucratic organisation.

4) Agent to reform

Bureaucrats take initiative to modernise or to update organisational structures, rules, regulations and procedures, relating to office management. They make administrative system contemporary through various reform committees.

5) Expertise and efficiency

Division of labour and specialisation of jobs are two most important characteristics of a bureaucratic organisation. This is why a bureaucrat, who works in a specialized area, earns expertise and efficiency on that particular field. So through bureaucratic organisation government functions are accomplished in excellent ways.

6) Legacy

To act lawfully is the most desired criteria for a bureaucratic organisation. It never creates any sort of discrimination in implementing rules and regulations. It brings the government servants under certain bindings of rules and laws; as a result they get rid of waywardness and devote attentions to their duties.

7) Basis of merit

A bureaucratic organisation is established and its employees are recruited and promoted on the basis of merit. Besides every person in such an organisation achieves a post on the

basis of his ability and enjoys social position according to his post and thus the organisation creates provisions for the employees to change their position and make them devoted to increase own efficiency.

8) Policy formation

Bureaucratic organizations help government formulate policy. Bureaucrats take initiative to provide government clear idea and preconceptions about necessary appropriate measures on specific issues. Thus bureaucracy helps create awareness among the concerned regarding future policy for nation.

9) Record keeping

In bureaucratic system all the past and present orders, decisions and programmes of an organisation are recorded in the form of a file and the same thing will be reciprocated in the future. By doing so, it becomes easier to keep an organisation functional and to achieve goals.

10) Professional and ethical values

A balance, or coordination between ethical and professional values of an individual, is maintained in bureaucracy. For this, employees in a bureaucratic organisation become more dynamic.

So it is clear from the discussion that for the functioning of a state-run machinery or a large organisation, the place of bureaucracy is unavoidable.

3.4 CRITICISM TO BUREAUCRACY

So far we have discussed about the advantage of bureaucratic organizations now we shall see the criticism to it. The critics have termed bureaucracy to be blind, non-democratic, slow, complex, non-accountable and especially in developing countries it is an example of a total failure in playing expected role (*W Islam 2002, p. 70*).

It is true that management techniques of organisation that make bureaucracy potentially superior to leader-oriented and traditional organisation, can be and often are used in ways contrary to organisational efficiency. It can be also used in ways that greatly reduce its advantage (*Hicks 1972, p. 432*).

Some behaviour in bureaucracies is neutral if it does not help or hinder accomplishment of organisational goals. Some behaviour is negative; it actually tends to hinder organisational goal accomplishment. Both neutral and negative organisational behaviour may be described as dysfunctional, because both do not function in the ways that contribute to organisational goals (Hicks 1972, p. 432).

Max Weber, besides his elaborate theoretical discussion on bureaucracy, was very much conscious about the effects of its application. He also formulated a clear-cut directive in this regard. He identified the following effects of applicability of bureaucracy (AT Khan 1998, p. 24; MM Khan 1980, pp. 30-31):

Insanity: A known effect of bureaucracy is its insanity or malignity. Especially in a bureaucratic organisation existence of insanity and malignity is very evident and it is impossible to its complete annihilation.

Morbid Democracy: Bureaucracy breeds a sort of morbid democracy in an organisation and in almost all cases, bureaucracy destroys the possibility of people's participation in governmental activities.

Dependency: In a total bureaucracy an impassable legal relation is established and it makes everybody so dependent that life is obsolete without it.

4) Selfishness and neutrality: Bureaucracy can do everything to fulfil its own interest. Political change causes little effect on bureaucracy and bureaucratic regulations, such as recruitment and training help them adjust with the changing situation.

5) Influence: Modern bureaucratic system creates a parallel impact on social and economic system.

Though Max Weber was conscious about insanity and other negative impact, still he opined that such type of abnormality happens rarely and administrative efficiency is comparatively permanent and less problematic (Balu and Mayer 1971, p. 23).

Despite Max Weber's advocacy, critics have discovered *embedded limitations* and dysfunctions in every characteristic of bureaucracy, which follow:

1) Bureaucratic hierarchy

One of the most crucial defects of bureaucracy is its hierarchy, which creates inflexibilities among individuals. People, who serve under bureaucracy, remain so afraid of orders and

instructions of the authority that they never want to do anything voluntarily until they are ordered. No personal initiative becomes active in such a situation.

On the other hand a subordinate employee has to obey senior's certain orders without questioning about its timeliness. Thus bureaucracy and its evil system of hierarchy always advocate obeying traditional rules, regulations and orders (*W Islam 2002, p. 70*).

2) Avoiding responsibility

In bureaucratic organisations, responsibility can be easily avoided by using techniques originally designed to produce efficiency. Letter of regulations rather than their spirit or intent become the basis for decision-making. Officials may deny the right of appeal by hiding behind rules and regulations. The slogan 'don't stick your neck out' may become the operating philosophy of the managerial hierarchy (*Hicks 1972, p. 432*).

3) Limitation due to specialization

Specialization is one of the major limitations of bureaucracy and this is the area where an specialist often bears a harsh attitude in his mind. He feels like that there is nobody capable to advise him in the field and he is all in all in this regard. This is why he hesitates to come under the administrative control of the officers senior to him and shows tendency to keep him aloof from the formal power structure of administration (*W Islam 2002, p. 70*).

4) Red tapes and formalism

The bureaucrats never see rules merely means to ends. Sometimes bureaucrats take shelter of sluggishness to take decision under the purview of monotonous conventional work procedures, precedence, rules and regulations. As a result common people become prey to unnecessary harassment instead of getting their things done easily. The most notorious limitation of bureaucracy is its over formalism and sluggishness, which in administrative terms is called 'red-tapisim'. When a bureaucracy adheres to excessive formal rules, regulations and procedures for a long time, the eventual result is that the rules become more important than achievement of organisational goals. Thus over formalism and ritualism ensue and technicalism and red-tape result (*Hicks 1972, pp. 70, 436*).

5) Spreading responsibility

The use of committees in bureaucratic organisations is a means of spreading responsibility often to the point where no effective responsibility exists and poor performance results. Responsibility assigned to a committee is impersonal and each member feels that he can

hide behind this impersonal body. A manager avoiding responsibility soon learns that in numbers there is anonymity (*Hicks 1972, p. 435*).

6) Hoarding Authority

The bureaucrats who hoard authority attempts to gather for themselves as much authority as possible. They see themselves as an infallible decision maker eager to prove competence and ability. As a result they are contemptuous of the decision-making ability of others, including subordinates. They always do their utmost to keep power, position, promotion and authority under their absolute control. They never believe in transfer of power. Due to the bureaucrats' avidity to power, people become deprived of getting social service from them. Because of their insistence on doing everything themselves, they may become an organisational bottleneck and the organisation may suffer (*Hicks 1972, pp. 435-436*).

7) Mechanical attitude

Bureaucrats, being confined to rules and regulations, turn themselves into machines. They always judge everything under the purview of rules, precedences and conventions. This characteristics make them mechanical and robotic in nature rather than to be humanistic (*W Islam 2002, p. 71*).

8) Delay of decisions

A serious deficiency of bureaucracy is that the complexity of its decision making process makes quick and timely decisions virtually impossible (*HU Ahmed 1992, p. 7*).

9) Indifference to peoples demand

The bureaucrats always think themselves to belong in a class superior to that of the others and undermine the common people in every respect. They enjoy all the benefits and facilities of the society and government at the cost of people's wealth and money. They treat the common people to be their tenants. They are not directly responsible to the people; moreover try to take control over them. Especially in developing countries bureaucrats think themselves to be the master of the common people (*W Islam 2002, p. 71*).

10) Illegal intervention in policy making

Though it is the jurisdiction of the parliament to formulate policy decisions, the bureaucrats often intervene into these areas illegally. Moreover the contemporary

bureaucracy at times adopts the role of the autocrats for itself, becomes fearful and abducts or pilferers of people's freedom (*W Islam 2002, p. 71*).

11) Bureaucratic sabotage

Bureaucratic sabotage works within the framework of established rules and regulations of bureaucracy. Its most common form is withdrawing information or flooding a superior with too much information that those might not be materialized (*Hicks 1972, pp. 437-438*).

12) Lacking initiative

Initiative is not at all considered to be valuable in bureaucracy; rather adherence to instructions is given greater importance. It is common that a senior, who is also a well-wisher to his junior, advises never to volunteer in the bureaucracy.

13) Bureaucratic Stalemate

Bureaucracy may produce a stalemate among departments where it is easier to do nothing rather than solve problems, make decision or take actions (*HU Ahmed 1992, p. 8*).

14) Parkinson's laws

Bureaucrats are always conscious in multiplying their work areas. Without taking into consideration the aims and objectives of the organisation, every one in bureaucracy wants to pursue own organization as a separate entity. So instead of public interest, bureaucracy serves more to achieve its own interests. Parkinson's law on multiplication of subordinates and multiplication of work with no net gain in output appears to be quite visible in the bureaucracy.

An organisational multiplier, similar to economic multiplier is also at work in bureaucratic organisations. The organisational multiplier is that factor by which a primary change in a particular sector of the organisation is multiplied to determine the total change in the whole organisation. The multiplier stems from the natural tendency among individuals within bureaucracy to maximise their own welfare. And maximisation of the individuals' welfare is not necessarily synonymous with that of the organisation (*HU Ahmed 1992, p. 8*).

15) Some special negative features

In Bangladesh some negative features are visible in traditional bureaucratic system such as taking bribe, misappropriation of money and resources, forgery, nepotism, favouring the rich particularly the industrialists and businessmen etc.

16) Vicious circle

Crozier described bureaucracy as a vicious circle and centralized decision; interpersonal rule, power hunger and lack of communication are component of it. He also opined that bureaucracy is such type of organisation that does not correct or rectify its behaviour taking lessons from own misdeeds (*Crozier 1964, p. 187*).

Besides the limitations and negative aspects of bureaucracy as discussed above, the critics have detected huge other faults of it. Among the lot Robert K. Marton explained the organisational structure and behaviour of bureaucracy and demonstrated how it create unwanted negative impact (*MM Khan 1980, p. 32*).

Philip Selznick followed Martin's criticism, added some new points to it and explained those elaborately in his book *An Approach to a Theory of Bureaucracy*. Eminent social scientist Alvin W. Gouldner, in his book *Metalogical Pathos*, discovered that in every organisation there are two forms of authority. One of them is the authority earned by efficiency and the other is hierarchical authority. In case of applicability clash and conflicts are a must between these two types (*AT Khan 1998, p. 29*).

Despite bureaucracy's vices, its activities are increasingly expanding in the modern state machinery. This is why it is said that in developing countries irrespective of social, economic and political sector bureaucracy is the most significant variable that influences any kind of social change and transformation greatly.

3.5 MAKING BUREAUCRACY EFFECTIVE

As bureaucracy is an important tire of the state machinery, the national prosperity depends on it heavily. Now time has come to consider whether this development has to come from within, or from outside. All these realizations have to be combined to device a newer role for bureaucracy, through which it can be made effective. A few of the attributes to this concern are discussed here briefly:

1) *Administrative decentralization*

Keeping minimum power and authority in hand to run central administration, the authority should distribute the rest among the employees and thus bureaucratic complexities can be reduced. Through this practice both workload as well as risks of autocratic behaviour decreases on the part of top executives. Proper response from the employees can only be

expected if their importance is raised through delegation of power and giving responsibilities.

2) Political control

To keep bureaucracy neutral, political control on it is a must. There should be such type of control over bureaucracy that by no means the head of the state and the members of the cabinet can ever hamper special functions.

3) Making bureaucracy representative

By recruiting employees from all spheres of life considering their academic, geographic, cultural, ethnic and racial background bureaucracy can be made more representative.

4) Leadership and control over executives

Able leadership is very important in bureaucracy. If the departmental heads and their deputies fail delivering able-leadership, bureaucracy will not function well. So a continuous flow of quality supply of leaders should be assured.

5) Expertise and honesty

There should be recognition and reward for expertise and honesty of the employees. It creates encouragement among them. For this a healthy competition grows among the staff and they devote themselves in performing their duties.

6) Control

Keeping all the expert employees of bureaucracy under control favourable environment can be ensured.

7) Dynamic and strong organisation

Bureaucracy should prove its dynamism in performing duties. If it is proved to be weak, it will loose confidence of the employees as well as of the people and then the bureaucratic activities only serve the personal interests.

8) Research

Research on administrative system can identify limitations and defects of bureaucracy and corrections to these can be carried out according to the recommendations. So innovation of ideas through research is considered very effective for bureaucracy.

9) *Participation of honest people*

Creating opportunities for the honest people to take active part in administrative work can rectify bureaucratic system.

Thinking of its particular negative impacts Max Weber suggested some recommendations to keep bureaucracy under control, which follow:

- i) There should be an overall homogeneous system to identify the professional expertise in case of appointment.
- ii) A tendency of employment of the professional expertise in higher administrative works should be established and to be continued as long as possible.
- iii) Prominence of objective ideas free from all sorts of malice and emotion partiality should be established (*Handerson and Parsons 1964, p. 340*).

3.5.1 Some other views

Blau and Mayer (1971) discussed about four major characteristics of bureaucracy, i.e., specialism, hierarchy of authority, rule of law and objectivity. According to him those characteristics make bureaucracy effective.

Philip Selznick stresses on informal structure and human relation to make an organisation effective (*AT Khan 1998, p. 28*). According to his observation, if an informal organisation is allowed to work, ultimately it acts as a source of inspiration in increasing dynamism of a formal organisation.

A.W. Gouldner in his book *Metalogical Pathos* pointed out that existence of bureaucracy not only depend on size of an organisation, some other multi-dimensional power-factors also create massive influence on it. He also mentioned that there is existence of two major forms of authority in each organisation. The first one is authority earned by expertise and the other is hierarchical authority. He noticed that conflict and clash between these two different forms of authority is a must. He advised to reduce this evil factor to make organisation effective (*AT Khan 1998, pp. 29-30*).

Michel Crozier (1964) in his book commented that, a bureaucratic organisation is such type of an organisation that even does not take lesson from its own wrong behaviour. He called it to be a vicious circle. He pointed out evil character of this circle and suggested some corrective measures to it (a) Any procedural change in a bureaucratic organisation must be

top-down and common for all, and (b) there should be a continued effort to avoid sluggishness in an organisation (Crozier 1964, p. 194).

D. Weldo, in his book *Perspective on Administration*, expressed that influence of environment on an organisation is a must, which is at the same time equally applicable in case of a bureaucratic organisation. He also considered the bureaucratic elements equally important in building up of a successful bureaucratic structure (AT Khan 1998, p. 30).

3.6 SUMMARY

Despite huge scope of making administration people-oriented and beneficial, all most in all the cases it does not happen in bureaucracy. In developed countries the bureaucrats' ego and vanity of professional expertise and in the least-developed countries colonial attitude are the major reasons behind this. It is clear that in newly born underdeveloped countries, the bureaucrats suffer from colonial mentality. Tendency of maintaining distance from the society is noticeable in their behaviour (Das 1979, p. 31).

In such a situation it is not easy to remove the negative image about bureaucracy that already created among the common people, without recasting it to cope up with the modern society. Without complete avoidance of excessive formalities, alienation from the adjacent evil environment, worse human relation and negative attitude towards development bureaucracy cannot be made useful to a modern state.

So people's welfare should be ensured through their maximum participation and the bureaucracy should maintain this principle properly – this is the way through which bureaucracy can made itself credible. So in the LDCs like us, the administrative system should be recast in such a way that the bureaucrats implement development plans in a more effective and expert way.

Dilatoriness due to excessive formalities is an old allegation against bureaucracy. So a bureaucratic organisation should make practice how quick decision can be taken, as well as how quickly it can be implemented. For this responsibility and job related relations should be established among the bureaucrats in reducing hierarchical control.

Mechanical application of rules to maintain law and order is another complain against bureaucracy. To overcome this problem the bureaucrats should judge the individual cases according to its own merit. To cope up with the practical situation the bureaucracy should come across the enclouser of too strict rules. Informal behaviours of the employees and workers of the organisation, those do not hamper the achievement of organisational aims and objectives, should be honoured. In fact it helps increasing the inspiration among the workers.

Not masters, the bureaucracy should play the role of the servants to make itself an effective part of administration. The politicians should also play crucial role in this regard. They should allow the bureaucrats to perform duties in their normal process keeping them accountable to the people's representatives. The bureaucrats should implement the laws and policies formulated by the politicians. Mutual responsibilities make both the side cautious and alert.

Sometimes illegal intervention by the politicians affects bureaucratic procedures. It should be avoided. Control of the politicians over the bureaucrats is a must; it should be established not through unwanted and contagious intervention but through ensuring logical and proper way of accountability. The tendency to avoid accountability to the common people of both the politicians and bureaucrats should be stopped that requires a healthy political structure.

The ultimate truth is that a strong political structure is the original basis of a strong bureaucracy. In other words development of a responsive bureaucracy is only possible with the support of a strong political structure. But in under developed countries the political structures are very weak. This is why the bureaucracy is showing guardianship in different tiers of the state machinery in various ways. Even the military bureaucrats too are emerging in such roles (*Majid 1998, p.34*).

It is needless to tell that only a proper responsible, and democratic political structure can be considered as an acceptable alternative to such a situation. Vis a Vis the functional structure of bureaucracy also has to be more dynamic internally. Both the politicians and the bureaucrats should take initiative in this regard.

CHAPTER FOUR

Communication: Concepts, Elements, Types and Nature

4.0 INTRODUCTION

In contemporary global situation, communication is considered as the web of human society. It is the oldest social behavior of mankind beyond the physical requirement of food and shelter. In a modern society we cannot pass a single day without it. The need to communicate has now become one of the fundamental needs for human beings. The urge for communication is the primal one, and in our contemporary civilization, a necessity for survival (*Agee and Others 1979*).

In communicating with other we want to convey, or receive actual response from them. So the meaning of our communication is based on the response we get from them. Usually we want to share our experience, knowledge, information and ideas through it. According to a study accomplished by Barker (1978) we spend more than seventy percent of our working time in communicating with others. Some other studies tell that even the time might be about eighty percent. But all the studies describe that the effectivity rate of all these communication efforts is only thirty percent (30%). The rest is misunderstood, rejected, disliked or distorted (*Barker 1978*).

We can establish communication by talking to others, writing letters, reading books, periodicals and newspapers, listening to lectures, watching televisions, browsing websites, sending mails or e-mails, issuing circulars, handouts or press notes, ordering subordinates etc. These are the samples of activities of our every minute's communication to link us to our environment. For example we might intend to pay someone a compliment and she or he takes it in the wrong way, then we have to think differently and a better approach is to be used for her or him to receive it. The meaning to deliver compliments might be different to her or him.

In communicating with others we transfer signs, symbols, sounds etc. We also try to transfer the meaning of it to the people. But actual meaning or success of communication is lying with people, context and their relationship. We produce responses to other people; sometimes it might be unintended, as subtle of tone of voice or a certain facial expression. These non-verbal cues say more than our words. If the relationship is important, let the other persons know and understand what they are getting from us.

Actually communication is transfer of message with meaning and purpose like driving in traffic in a co-operative system. It is dynamic, ever-changing and unending process. People transmit information through it and it is amazing that it has an immense power to influence others.

When it comes to the question of social advancement and change, communication is the most important aspect in the whole process. This advancement in society brings about the change, which ultimately drives a society towards a newer way of life (*BRAC Strategy 1998*).

4.1 DEFINITIONS AND MEANING

The basic objective of communication is to establish relation among individuals on the basis of commonness. It is to be noted here that the *communication* comes of Latin vocabulary, where the exact word is *communia* and it means common or sharing. It is a two-way process and establishing commonness or empathy is very important in the process of communication. Usually communication takes place between two or more persons or groups through exchange of ideas and information. According to R. J. Gregg, quoted by Wahidul Islam (2002) in his book, communication is a process through which direction, idea, information, explanation and questions regarding a message are transmitted from person to person or from group to group and hence it is a process of interaction between or among individuals. Quoting Lurance Appleby, he also describes that communication is such a process through which a person conveys his ideas and feelings to others. On the other hand according to Mc Farland, communication is the meaningful process of actions and relations among different human beings (*W Islam 2002, p. 105-106*).

The Oxford Advanced Learner's Dictionary (2001) describes communication as 'the activity or process of expressing ideas and feelings or of giving people information. For example, speech is one of the fastest methods of communication between people. The

dictionary also describes communications to be the methods of sending information, especially through telephones, radio, computers etc. The communication systems, links, technologies, and message, letter or telephone calls are also to be included in the list of communication according to the dictionary.

A lot of authors have also defined communication in different ways. One researcher has uncovered as many as 95 definitions of communication, of which none is widely accepted (*Dance 1970, pp. 201-202*). For general understanding communication may be understood as the process of exchanging information and understanding between people (*Aswathappa 2000, p. 385*).

Shafiqur Rahman (1995, p. 15) grossly divided all the definitions of communication, so far received, into four categories: 1) Psychological, 2) Semantic, 3) Sociological, and 4) Processual. According to him, any of the definitions of communication might fall into any of the specific categories. He puts the definitions given by Plato, Aristotle, S.S. Stevens, Carl I. Hovland in to the psychological category; those given by David K. Barlo and others in to Semantic category; those given by K K Sereno, C. David Mortensen and Dr. Y V Laxman Rao in to the Sociological category; and those given by Wilbur Schramm and D. Lawrence Kincaid in to the Processual category. Now a few of the definitions of communication drawn by the leading scholars on the discipline are provided here in brief.

Greek philosopher Plato (427 - 347 AD) defined communication as the means of winning men's mind through speech. On the other hand his disciple Aristotle (384 - 322 AD) defined communication as searching all the available ways of persuasion (*Karim, 1995*). Two other classical communication specialists - Claude Shannon and Warren Wiver told that communication is the total process of activities through which one's heart entangles to that of other's (*Roy 1993, p. 27*).

Stuart Price defined communication as an *activity in which symbolic content is not merely transmitted from one source to another, but exchanged between human agents who are treated within a shared situational and / or discursive context*. The definition highlights the complexity of the subject, the variety of perspectives on communication and the range of approaches to the subject (*S Rahman 1995*).

Shafiqur Rahman (1995) referring to S.S. Stevens writes that communication is nothing but selective responses of an organism to any stimuli or incitement where as Carl I. Hovland, one of the pioneers in the discipline of communication, describes communication as a process in which an individual (communicator) transmits stimuli (usually coded words) to bring change in others' behavior. He writes that David k. Barlo identifies communication as an endeavor to reduce gap between two individuals and to unite them together by creating and receiving such message that has meaning to both of them (*S Rahman 1995*).

The definition drawn by an unknown author describes that human communication is nothing but creating meaning and transmitting it, not transferring verbal or non-verbal message between the sender and the receiver. Sereno and Mortensen describe communication as a process through which the senders and the receivers of a message interact with each other on a given social context. According to Dr. Laxman Rao communication is a social process that includes flow of information, circulation of knowledge and ideas in human society and the propagation and internalization of thoughts. On the other hand, Lawrence D. Kincaid describes communication as a process through which two or more individuals or groups exchange or share information to reach a mutual understanding about themselves or that they are the citizens of the same world (*S Rahman 1995*).

Wilbur Schramm (1955), the founder of the modern communication while defining communication he draws two important aspects of communication:

- a. The basic principle of communication is to bring together the sender and the receiver of a specific message or creation of an orchestrated effort among them.
- b. The process of exchanging and sharing of information and the relation between the participants of the process is termed as communication.

The discussions and definitions of communication described here direct our attention to the three important issues:

a) Communication involves transmission and reception of messages

As communicators, people use symbols to create messages - they cannot literally communicate to other individuals' meaning, attitude, perception, belief or feeling.

Rather they use a message or messages to represent what they see, feel or experience. Just as an artist uses a brush and paint to depict a beautiful sunset or landscape, so too, they communicate, think and feel (*White and Bender 1986, p. 405*).

b) Communication involves the sender and the receiver of the message.

Communication involves at least two people in the process. One of them is sender who transmits the message and another is receiver to receive it. Traditionally, the focus was on the sender and his communication skills for effective communication. Of late the role of receiver and the art of listening are being underlined as requisites for making communication effective.

c) The definition refers to the process of communication.

Communication is best described as a process as because it is active, continuous, reciprocal and dynamic. For convenience we can discuss separate elements of the communication process such as senders, receivers or messages as if they were static and discrete. However any model that portrays communication as beginning with a sender and proceeds until it reaches a receiver inadequately represents the dynamics of communications (*White and Bender 1986, p. 406*).

So following the discussion presented here we can come to a precision that communication encompasses the bulk of social behaviour for the vital force of human relations in individual's capacity to send and receive in countless ways both intended and unintended messages (*Pye 1969*).

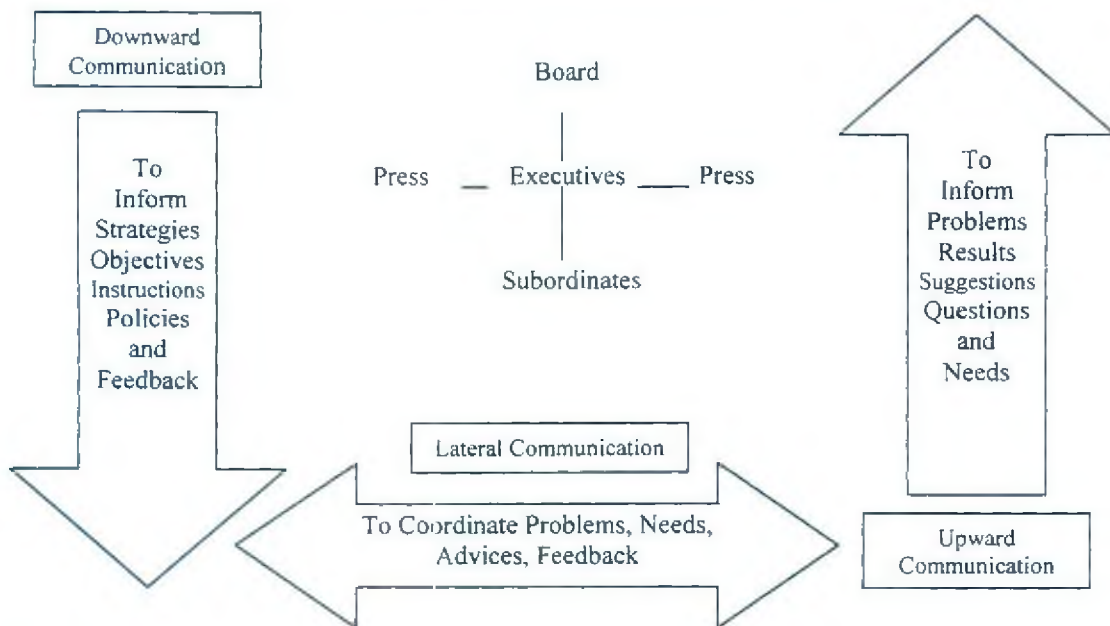
4.2 SIGNIFICANCE OF COMMUNICATION IN ORGANIZATION

In the contemporary world there is no area where anybody can ignore the significance of communication. The term itself covers a vast area and deserves wide discussion. The more the society progresses the more the scope of communication expands with immense potential. The scholarly saying of the old age, *knowledge is power*, is now replaced by the new phrase, *information is power*. It so happened, as now is the age of specialization. People all over the world are running after information and delivering the same according to their own ability. Huge information is being gathered in diversely specified fields in different segments of the society. All the countries, societies, organizations and individuals of the world are mutually interdependent, as relevant information is in another's hand. This is why the flow of information has become the main stream of

contemporary social trends and it is clear that it would continue in the days coming ahead. This is also the dynamics of today's communication.

Communication plays more crucial role in organizations, as those are operated through the steps of board, staff, community or clientele groups under the control of a single authority. The executives have to establish a healthy communication so that every group can take part in formulating policy, planning, program and project of the organization according to its purpose and objectives. The figure 4.1 demonstrates the importance of multi-dimensional roles of communication in an organization.

Fig: 4.1
Multidimensional Role of Communication in an Organization



It is observed that the executives perform as the nerve center liaison persons and collect information applying their leading role. They also deliver information to different units and thus resolve a lot of problems as disseminators, spokesmen and decision makers.

Also interactions take place between the executives and other groups, among the members of a single group, one group with another, members of one group with those of the others through a series of activities like exchanging and sharing of emotions, experience, work style, success, failure, etc. Side by side the grass root level ideas, experiences, reactions, problems and needs of a client working at the bottom reaches to the members, broad groups, or to the chief executives which help modification of future program of the department or organization (*W Islam 2002, p. 107*).

It is a common place to state that communication is hard to define. While defining communication Stuart Price identifies five components: *a) Transmission, b) Exchange, c) Generation of Meaning, d) Context and e) Discourse of it.* A short presentation of the components is given below:

a) Transmission

Some writers define communication as transmission of data from one individual to another, or from an institution to an audience. It simply implies that the purpose of communication is to deliver messages. A message might be a thought, an instruction, a wish, an idea, or a feeling.

b) Exchange

Some definitions of communication stress the constant exchange within and between societies- of words, images, signs, gestures and other forms. The usual term of this is interaction. Whether intentional or not, all interaction must be accompanied by some form of impact.

c) Generation of Meaning

Some communication scientists think that focusing on the machines of interaction can make us lose focus on the purpose of communication. More elaborate theories of communication, will allow us to recognize the symbolic forms. These include spoken and written language, which are recognized within a specific culture (Some people say music transcends cultural boundaries though it is still considered as a symbolic form). Some symbolic forms are described as formal; others, such as signs, gestures and noises are informal.

d) Contextual Meaning

It has become popular to say that meaning emerges within a specific context. The exact meaning depends upon a number of influences, intention of communicator, relation between participants and location of setting.

These are primary contextual factors in any interaction. There are elements with supplementary spoken language, such as body language, gesture and intonation. Context does not always mean physical location. It is environment of framework within which communication takes place. It includes the time and place, as well as

the social relationship of the people involved (Gill and Bridget 2002). It might include this classification of social context of formal versus informal, work versus society, friendly versus unfriendly, and equal status versus unequal status.

e) Communication as Discourse

Emerging idea from linguistics made the idea clear that communication is the utterance of meaningful discourse. Utterance is equal to coherent expression of ideas. Discourse is sometime used to indicate the expression of a particular ideological view. Many forms of public discourse from speeches to art – arise from a systematic view.

Ultimately communication through exchange of information from *top to bottom* and, or *bottom to top*, an organization becomes active and dynamic. This is why it is told that effective communication is the heart of the administration of an organization or a department, government or private, whatever it might be.

4.3 ELEMENTS OF COMMUNICATION

What constitutes the process of communication or what are the elements of communication? Many thinkers answered this question in their respective work.

The great classical philosopher Aristotle invented the concept of communication and his ideas through a model. According to him, there are three basic elements of communication process: - 1) Speaker, 2) Speech and 3) Listener (*Roberts 1946, p.14*). It was Aristotle's view that a scholarly orator will talk on a selected topic and the listeners will listen to his valuable piece of speech and thus communication will be established between the orator and the listener. According to him knowledge or idea evolves from a pre-conceived source.

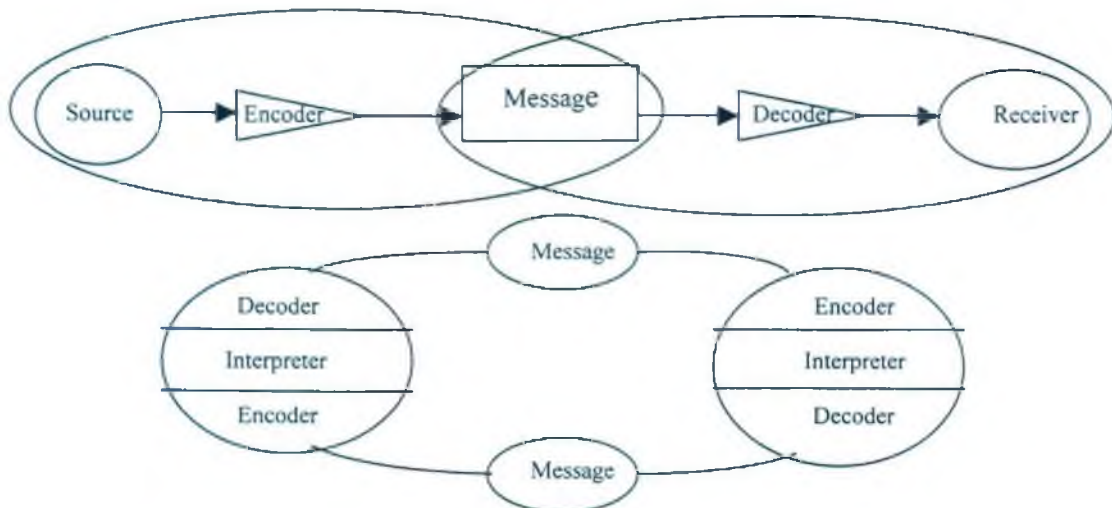
Aristotle detected speech as the only means for communication in it, though there could be thousands of ways for establishing communication. His idea explains communication as a one-way event, where the sender plays the key role and the receiver is considered less important (*S Rahman 1995, pp. 47-48*).

Larry L. Barker (1978), in his book '*Communication*', generalized an idea that communication is a process, which has three basic elements: *1) a source of*

communication, which sends, 2) a message to, 3) a receiver. The source can be an announcer, a feature story, or a doctor. The receiver of a message may be an individual listener, viewer or a reader. The message is a combination of some signs or symbols together those have meaning to both the sender and the receiver. He explained his idea in a model known as *classical model of communication* (Barker 1978, p. 4).

Wilber Schramm, a renowned thinker in the field of communication, describes that there are five elements in communication process: 1) *source*, 2) *encoder*, 3) *message*, 4) *decoder* and 5) *receiver*. These elements could be identified in the Schramm's model of communication process (Figure 4.2), which is depicted below:

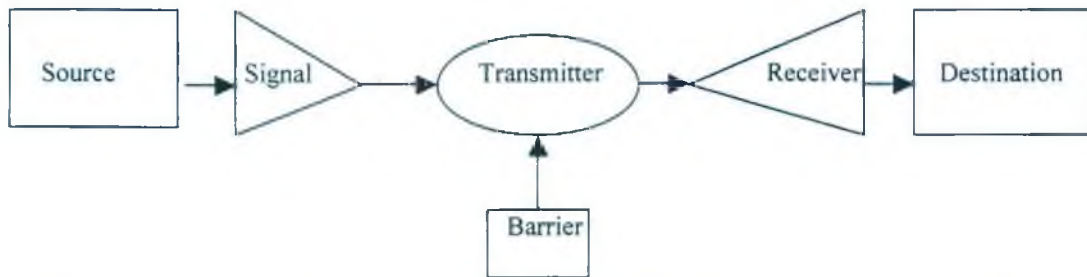
Fig: 4.2
Schramm's Model of Communication Process



In the model it is shown that in human communication both the senders and the receivers of a message play mutually both of the two roles at a time. It also describes that communication is a two-way process and its participants, both the senders and receivers of the message, always have to come across the process of feedback and both of them must attain a common ground, experience or feelings to make their communication effective (Schramm 1955).

Shannon and Weaver (1949) designed a communication model (Figure 4.3) especially for electronic media. In this model they show that the sender is the original source of the message. The message is sent in the form of signal to the transmitter from where it is sent again to the receiver in the decoded form and the message reaches to its ultimate destination.

Fig: 4.3
Shannon-Weaver Model of Communication



The model (Figure 4.3) includes an extra element, the barrier or noise to the communication process that may hamper the flow of communication. According to them there exist six elements of communication - 1) *source*, 2) *signal*, 3) *transmitter*, 4) *receiver*, 5) *destination* and 6) *barrier*.

Dr. Harold D. Lasswell (1948) invented his famous *5-W Model of Verbal Communication*. He was one of the pioneers in the process of developing communication as a discipline and a Professor of Political Legislation in the University of Yale. Lasswell narrated his model as: *Who? Says what? In which channel? To whom? With what effect?* We find five basic elements of communication in Lasswell's model: 1) *Who*, 2) *What*, 3) *Which*, 4) *Whom* and 5) *How*. The model is also known as *4W and 1H Model of Communication*. According to Lasswell the essence of communication is embedded in these five basic questions and inevitable queries of communication (N Ahmad 1998).

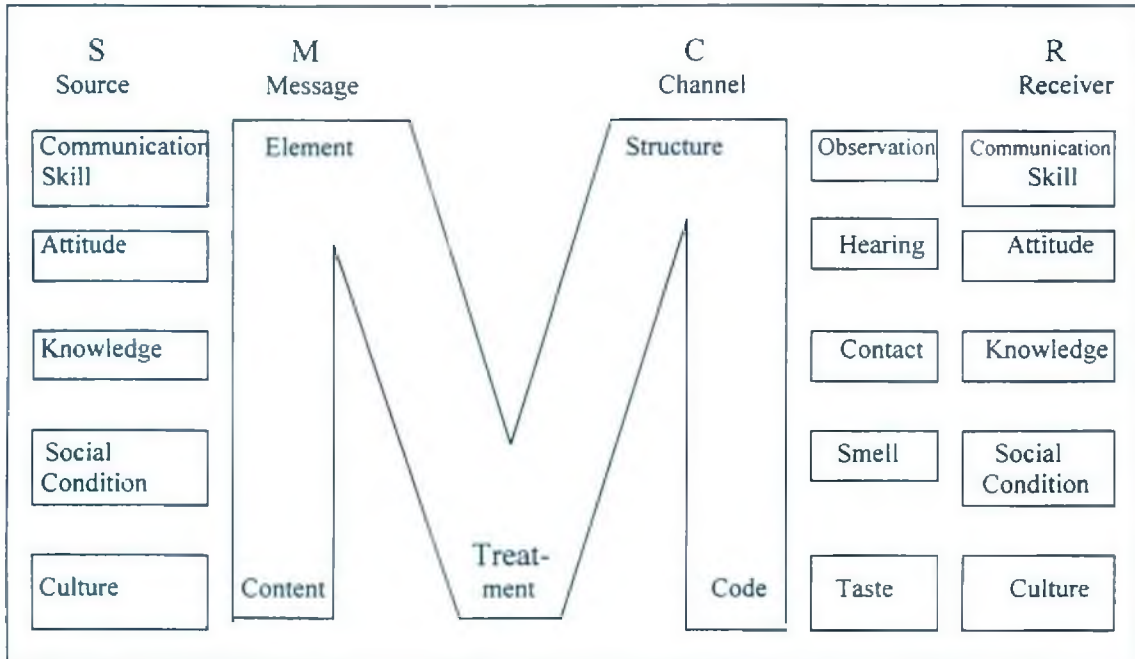
In a brief, we can identify the person as a source who sends the original message. Encoding refers to the activities that a source go through to translate thoughts and ideas in to the last part of the sentence that is *with what effect*. It is totally new and was not noticed ever before the invention of this model. Form this important query the modern concept of *Feedback* came into existence. Conveying reciprocal reactions i.e. feedback both the parties make communication process effective.

David. K. Berlo (1960, p. 32) described about six elements of communication such as - 1) *source*, 2) *encoder*, 3) *message*, 4) *channel*, 5) *decoder*, and 6) *receiver* in his model. The model is named after him and it is considered as one of the profusely discussed and most complete definitions of communication regarding all aspects (Figure 4.4).

Barlo explains all the elements and relations among those in his model. He adds, as communication is a cyclic process, whenever a message is transmitted from a sender to a

receiver then automatically the sender receives a counter-message from the receiver and he termed this as the *feedback* of the communication process.

Fig: 4.4
Barlo's Communication Model



Barlo concludes that one has to depend on feedback for assessing performance of an individual and also feedback complements in efforts to raising individual performance (S Rahman 1995).

Dominick (1996) wrote in his book that at a general level, communication events involve - 1) Source, 2) a process of encoding, 3) a message, 4) a channel, 5) a process of decoding, 6) a receiver, 7) the potential for feedback and 8) the chance of noise (Dominick, 1996). George Gerbner (1956), Dance (1967), Bruce Wastly, Malcom MacLean (1953), Newcomb (1953), Feariy, Johnson and other communication specialists also identified many elements, explained the process and thus formulated other important models of communication.

4.4 TYPES OF COMMUNICATION

Considering nature and social and human aspects of communication process we can identify its various types.

4.4.1 Consideration about nature

By nature communication takes place in four ways, which follow:

a) Nonverbal communication

Nonverbal communication is of that type that transcends written or spoken symbols. For example, a person's tone of voice, facial characteristics, eye contact or eye behavior, head nodding, nose thumbing, thumb-movement etc. are all non-verbal cues. Manners, etiquettes, costumes, gestures and postures of expressions also may have communication significance as a person is popularly known by his body language. For example, frown in the face is the expression of unhappiness and raised eyebrows indicate disbelief. Even physical distance between two individuals engaged in private conversation reflects the nature of their relationship. Natural and man-made signals, symbols, art, photography, environment, climate and surrounding display, demonstrate and convey us a lot of examples of non-verbal communication.

The major forms of non-verbal communication are *Kinegics*, *Proxemics* and *Para language* (Aswathappa 2000).

Kinegics or body language includes gesture, facial configurations, and other movements of the body. Eye contact, eye movement, smiles and frown touching and furrowed brow also fall in this category.

Proxemics deals with the way people use physical space and what it means. A Secretary's room is larger than other officers in a ministry, contains better quality furniture and more trappings than anyone else, and often in the central place of the building. He uses the physical space to send right messages to others that he is superior and others should follow his order.

Para language refers to how people verbalize the message. It includes voice tension, quality volume, speech rate and pitch. Variation of any of these can mean different things.

b) Verbal communication

Face to face verbal conversations and conveying orders, telephone discussions, speeches, interactions, discussions at meetings etc. are forms of verbal or oral communication.

The spoken or verbal communication is one of the most popular and usual types of communication. The most of our active walking time is spent by communication in workplace or in elsewhere.

Verbal communication refers to the exchange of a message through the use of spoken symbols. The verbal communication conveys content or information of a message. The spoken communication now a days, has reached up to the mark of an art. Articulation, pronunciation, projection of words, control of sound, liveliness, style, gesture add feathers to the art of spoken communication.

c) *Written communication*

Written communication actually is the codified or symbolic presentation of verbal communication in the written form. Through the advancement of civilization and linguistics the written communication has turned into the driven force of modernity. Without written communication now even we cannot think of a moment. The immense key role of written communication help establish flourishing of modern science and technology, literature, art, culture, society, politics, trade, commerce, history and what not? Books, periodicals, journal, newspapers, research articles, reports, notes, letters, circulars, memos, organizational handbooks, manuscripts, files, records etc. - all these demonstrate the vast examples of written communication.

d) *Visual Communication*

The revolutionary work in the arena of film and video for the purpose of development was experienced in Fogo Island in 1967. The experiment later has been widely known as *Fogo process*. Under the directorship of Don Snowden of the extension service of the Memorial University of Newfoundland and the National Film Board of Canada a series of film highlighting the success, joy, aspiration, and fears of Fogo Island were produced for the *challenge for change program*. The project was a great success in community participation on and visual medium was proved as an effective instrument of communication for development. The *Fogo process* was later applied in Alaska, India and Nepal. Now it has been spread all over the world (*BRAC Strategy 1998*).

The major characteristics of *visual communication* are that it influences development, growth and participation of people in decision making of their own; it acts as a catalyst for change rather than only a recorder or an observer of change; people are the prime subject rather than an object to a documenter; it acts as a mirror for the people to see themselves as other might do. It enhances self-confidence, reduce threat and confrontation, accelerates conscientious and encourages within which they can accept change and action; and it helps people establish control over media (*Belbase 1987*).

Films - both short and full length including documentary and feature film in the form of celluloid, videotape, CD, VCD, DVD, etc. are the media of the visual communication. These are very easily portable and are the *most suitable medium for generating interaction*, which has the ability to present a message in moving images and sound immediately to a community (Dubey and Bhanja 1993).

Dubey from his Indian experience observed that it is also evident that an oral message, by itself, is not enough to promote new practices and techniques. The effectiveness of message increases manifold when it is supported by visual demonstration (BRAC Strategy, 1998).

4.4.2 Communication as a social discipline

As a social discipline *communication and its human aspects* - communication could be classified into three categories: a) *Intra-personal Communication*, b) *Interpersonal Communication* and c) *Mass Communication*. Each of these categories needs elaboration.

a) Intra-personal Communication

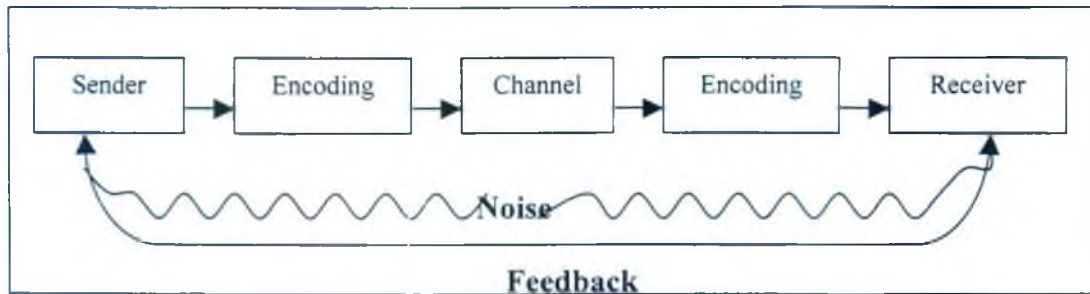
It is a process of communication through which an individual can communicate with himself. In this particular case the sender and the receiver of message are identical. It is found that in special situation like romance, anger, disappointment etc., people talk alone. It is common to all that during adverse situation we think and rethink about the consequence of an event, we analyze both the good and the bad sides. That is why this type of communication is also called *self-communication*. It is one of the most basic forms of communication and actually the other forms could be considered to be its extension.

b) Interpersonal Communication

Interpersonal communication is the communication between people, usually, which occurs in face-to-face situation. That is why sometimes it is called *face-to-face communication*. Both verbal (speech) and non-verbal signs are used in this type of communication and it is the most used mode in our situation. W. Bernell Pearch rightly said that the study of everyday life quickly focuses on interpersonal communication, the sequencing of messages in conversation into relationships (BRAC Strategy, 1998). Interpersonal communication helps build relationships among the individuals, which in a way strengthen good understanding among the members of the society.

The *process of interpersonal communication* comprises of seven parts (figure 4.5): (1) the sender, (2) encoding, (3) the messages, (4) the channel, (5) decoding, (6) the receiver, and (7) feedback.

Fig: 4.5
The Communication Process Model



The communication process begins with the *sender* of the source, who *encodes* the information to be transmitted by translating it into a series of symbols or gestures. The message is the physical form into which the sender encodes the information. The *channel* is the medium through which the message travels.

The *receiver* is the person who receives the message and has the responsibility for *decoding*, a process by which the symbols are interpreted to the *receiver*. And the last, but not least, the *feedback* is the response of the receiver to the message. A feedback is desirable because the sender can discover that the receiver has correctly interpreted the message. It is a check on how successfully the sender has been transmitting messages as originally intended.

In both transmitting messages and receiving feedback, the message may be disrupted by noise, which includes ambiguity, disruption or distortion of message or any sort of interference with the receiver's ability to receive it. In fact, noise is not a part of communication process; actually it is a barrier to the process (Aswathappa, 2000).

In terms of social change interpersonal communication plays a vital role. Schramm (1964) rightly pointed out that, the traditional media of social communication the bazaar, the coffee house, the puppet show, the local meeting, and other continue to be influential long after the newspapers and broadcasts are available. The interpersonal channels play crucial role in mediating the effects of the mass media even in the most advanced societies (BRAC Strategies, 1998).

c) Mass Communication (MC)

Mass communication (MC) refers to the process by which a complex organization with the aid of one or more machines produces and transmits public messages that are direct at large, heterogeneous and scattered audiences.

Source in MC is a group of individuals who usually act within predetermined roles in an organizational setting. MC is the end product of more than one person. i.e., newspaper has an institutional nature. MC sources have little information about their particular audience. They may have collective data, but those will be expressed as gross audience characteristics. Encoding in MC is always a multistage process.

The MC channels are characterized by the imposition of one or more than one machines in the process of sending message. These machines translate messages from one channel to another. Message in MC are public and the process involve multiple decoding before the message is received. Audience in MC is a large one, sometimes numbering in the millions of people, who are heterogeneous, made up of several dissimilar groups who may differ in age, intelligence, political beliefs, ethnic back grounds and so on. Spread out over a wide geographic area, source or receivers are not in each other's immediate physical presence. They are anonymous to each other.

In MC the receiver is the key to the communication process. If the receiver chooses not to attend to the message, it is not received. In MC the sources spend a greater deal of time to draw the attention of the audience. Message generally flows in one direction i.e., from source to receiver and feedback is minimal. Noise in MC setting can be semantic environmental and mechanical.

In modern life we are submerged in the flow of information supplied by MC media. Actually it is a massive complex and modern process of communication. Even the illiterate folk, who do not know how to read and write and those who did never come in touch of electronic media, may be easily brought under the purview of MC (*Dominic 1996*).

The newspaper, radio, television, satellite channels, book, leaflet, cinema, documentaries, etc. are mostly known MC channels surrounding us.

4.4.3 Communication of Human Interaction

If we think of *nature of an organization and its environment* in which communication takes place, we can identify four categories of communication: *a) formal, b) informal, c) vertical (top-down or down-top) and d) horizontal communication*. Each of these categories are discussed below:

a) Formal Communication

Usually in formal organizations including bureaus, public departments, corporations, ministries, armies' etc. formal communication takes place in most cases. Laws, rules, etiquettes, and strictness are the controlling factors of the communication behavior of these organizations. The process of communication endorsed and controlled by managers and commanders or high officials whatever it is applicable respectively. Hierarchy, not accomplishment of task is more important here. To some extent mechanical relationship dominates in this type of communication pattern.

Formal channels of communication influence the effectiveness of communication in two ways. *First*, it covers an over widening distance as organizations develop and grow. *Second*, formal channels of communication inhibit the free flow of information among organizational levels. For example, a Member of the Lower Subordinate Staff (MLSS) will often communicates problem to a clerk rather to an officer in charge of a section in an organizational situation.

The organization's authority structure also has a similar impact on effectiveness of communication. Status and power difference, and position in the organization help determine who will comfortably communicate with whom, i.e. conversation between a secretary and a lower division clerk may well be characterized by somewhat strained politeness and formalities.

Job specification also tends to separate people in organizations because jobs are, by nature, separate identifiable collections of activities. Members of different groups use separate jargons.

b) Informal Communication

Informal communication is just opposite to formal communication. It establishes warm relationship among the fellow colleagues of an organization. Not formality and rituals, but

the intension and goodwill operate the pattern of communication in this process. In informal channel of communication even a member of the lowest tier of an organization does not hesitate to communicate with the executives or the highest authority when necessary. Such type of communication is a usual practice in the newspaper offices.

Usually informal communication exists outside formal communication channels in organizations and is carried out either in face-to-face interaction or over phone. The informal communication may be task oriented (e.g., short-cutting long chains of command) or society related (e.g., exchanging personal information, gossip or rumors).

Informal communication has both positive and negative aspects. The positive side is that, it is an effective tool for developing identity, team building and motivating people. It supplements formal communication channels more effectively. A lively informal communication reflects the deep psychological need of people to talk about their jobs and their organizations as a central life interest. Without it, the organization will be sick. On the other hand if the frustrated employees are so disinterested in their work and engage themselves in chattering about who will get promotion, who brought in the big contract, which young executive is dating with whose secretary, etc. – these may cause a great harm to the organization. These are the negative sides of informal communication.

c) Top-down communication

In formal organizations, especially where regimentation is strong, top-down communication is a must. It reflects to the communication from superior subordinates- and corresponds to the chain of command or line of authority. In top-down communication, information flows vertically from the top authority towards the lowest level. The primary purpose of the type of communication is to convey job related information to employees at lower level. Employees need these information inputs to carry out their jobs and to meet the expectations of their superiors. Absence of this type of communication creates ambiguity, stress, and anxiety among employees. Typical downward communications include circulars, official publications and the like.

d) Horizontal or parallel communication

Horizontal communication usually takes place between peers. It is needed to achieve cooperation among group members and between work groups. It also provides emotional and social support to individuals. It contributes to the development of friendship and informal work groups.

The main purpose of horizontal communication is task coordination. In charge of a section or a departmental head may meet monthly to discuss how each section or department contributes to the organization's goals.

This type of communication is also used in *problem solving* or reviewing situations. An employee or member of a section or a department may assemble to discuss how to handle a threatened bud set and may employ a particular technique to solve the problems. Horizontal communication is also information sharing. Here, members of different departments or sections may meet to share information. Horizontal communication is also very effective in *conflict resolution*. Members of one department may meet to discuss a conflict within the department or with another department (Aswathappa 2000).

4.5 GROUP COMMUNICATION

Interaction between three or more individuals is known as group communication. The specialization of functions and role characteristic of such group interactions create an unequal potential for sending and receiving, messages (Barker 1978).

It is to be noted here that a group is any number of people who have a common goal, interact with one another to accomplish that goal, recognize one another's existence and see themselves as part of the group. Particularly in a *small group* three or more people interact face to face, with or without an assigned leader, in such a way that each person influences and is influenced by other persons in the group. According to Barker (1978) the best size for a small group in terms of total interaction and greatest efficiency is somewhere between five and seven members.

Rogers and Kincaid (1981) describes that a gathering of people from two to thousand gathering like club, association, or a united effort for a common interest is also another kind of group. A group may be small or large or formal or informal according to their goal or nature. The small groups are effective means for changing individual's attitudes and behavior, especially if there is a channel by which new ideas can come into the group from external sources.

Barker (1978) opines that it is almost impossible for an individual at work in an organization to exist independent of all groups. According to him understanding the group process helps get more out of participation in groups. As participant to a group one has

particular responsibilities which include keeping an open mind to all ideas, opinions, providing information as accurately and honestly as possible, using appropriate questions when necessary and doing all the home work or preparation required.

One should be able to analyze role, structure and norms that function within the group and be concerned with the emotional behavior of the group. Specific leadership skills should be learnt when approaching a problem in orderly sequence to arrive at the best possible solution. It is also to be noticed that cohesion can be the key to effective group discussion and action. Groups that are not cohesive often fail to solve problems effectively. Conformity established on the basis of consensus is one of the major objectives of group process (*Barker 1978*).

4.6 INDIGENOUS COMMUNICATION

Wang and Dissanayake (1984) defined indigenous communication as the communication system embedded in the culture that existed before the arrival of mass media and still exists as a vital mode of communication in many parts of the world, presenting a certain degree of continuity, despite changes. Describing different aspects they pointed out three differences from indigenous communication system and mass communication that included size of audience, degree of content, flexibility and rootedness in local culture (*BRAC Strategy, 1998*).

Mundy and Compton (1993) describe that indigenous communication includes the transmission of entertainment, news, persuasion, announcement and social exchange of every type – it is an important aspect of culture and the means by which a culture is preserved, handed down and adopted. According to them, indigenous communication has value in its own right and the indigenous channels have high credibility as because they offer opportunities for participation by local people. Even development programs can use indigenous communication to collect and disseminate information and if it is ignored, the result may be inappropriate development efforts.

Kyang J. Lee (1984) emphasizes the synchronization of new and old set up in development effort. He argues that development involves people and in thinking of development one should maintain balance between attraction to the new and nostalgia for the old.

Wang and Dissanayake (1984) also wrote that indigenous media might appeal to the unique background and to the most delicate and subtle feeling of their audience. Though many of the folk media have plots or scripts, perhaps for ritual performances messages transmitted by folk media are usually highly flexible in adapting to local taste and experience. The vibek (clown) in folk drama, for example, often plays the role of a social commentator and addresses contemporary issues.

Indigenous communication system seems to have a powerful impact in disseminating different messages. For example, a folk song in a village or a traditional folk drama or a puppet show would have attracted the rural people much than any other means of communication. Besides it is cheaper and more close to the feelings and experience of the people while local affairs reflect more in such media that could reach the mind of the people easily. It has also been observed that indigenous Communication system could be incorporated with the modern communication media.

Wang and Dissanayake (1984) also argue that ideally, folk performances, which are the best in arousing emotional feelings of the audience, create an atmosphere for change. In the next stage, modern media such as slide shows and films can follow with the detailed information and vivid illustrations. DK Sujon (1993) suggests that we should encourage further development of the traditional media in itself and make full use of these media in combination with modern media. Sujon calls it inter-adaptation of media.

In a workshop report on *Social Communication Skill Development (1995)*, organized at Bangladesh Public Administration Training Center (BPATC), it is described that through folk media we can display different social problems, make people educated and provide messages to them. Thus at the same time we can try to bring positive attitudinal change and provide entertainment in a very smart way to the rural folk through the folk media.

Khairul Kabir (1995) argues that if we disseminate message through entertainment, it becomes much more acceptable. He also pointed out that the scope for entertainment is rare in our villages, as a result of which folk songs like Jari, Sari, Gamvira, etc., are very popular among the rural folk. If development messages could be disseminated in the form of these songs or in other format of the folk culture, research shows, these would have been creating very effective impulse among them (MJ Hossain 1995).

Professor Shakhawat Ali Khan (1995) cited a very interesting example in this regard. According to him in Orissya, people offer worship to Ganesh, one of the Hindu Gods. People do not kill rat as it bears the Ganesh on its back. Severe efforts were undertaken to encourage people in killing rats, but all of them failed. At last the seriousness of the issue were addressed through folk-drama. The drama demonstrated that Ganesh is holding a piece of sweet meat in his hand rose very high to indicate that if there were no protection, the rat could have eaten it up. So the rats cannot be trusted. Thus the message, conveyed through folk media, became very popular and people participated in rat killing procession, which reduced the loss of crop-production caused by the rats (*MJ Hossain 1995*).

Professor Khan (1995) citing an example of Gamvira, one of the very popular folk songs of the country, being used successfully in disseminating up-to-date message through it. He raised a very important point in his discussion that the rural folk might have a unique mechanism of its' own for getting information quickly (*MJ Hossain 1995*).

It is very interesting to note that whenever a stranger or a guest comes to visit a family of a village it becomes explicit instantly. Price rate of commodities like milk, fish, vegetables etc., becomes automatically circulated within a radius of at least twenty square miles - even in an area where there is no electricity, no telephones. The researchers have to discover or detect that indigenous mechanism of communication (*MJ Hossain, 1995*).

4.7 DEVELOPMENT COMMUNICATION

The concept of Development Communication (DC) was evolved first in the Asia-Pacific region and it was introduced for ensuring better and clearer understanding between administration and society and for ensuring effective participation of the common folk in development. Actually Development Communication is not any particular type of communication process, but globally the term has become very popular.

Jyawera (1987) defined DC as the application of communication strategies, specifically designed for concrete development programs, while the DC means the communication strategies of a whole society or the communication component of a national development plan. He suggests that we have to see both development and communication and the relationships between them as a set of profoundly complex and historic phenomena.

According to Syed A Rahim (1993) the task of DC is to raise people's consciousness and understanding the conditions of development. Nair and White (1993) gave a transactional model for Development Communication in which they focused that the basic model elements i.e. source, message, channel and receivers are combined with organizational and socio-cultural change concepts, interfaced by process of communication and participation. They however, argued that the model does not intend to reverse the development models from 'top-down' to 'bottom-up', but rather to integrate these two polar approaches and unite them through transactional communication. According to them people are not merrily recipients of someone's message; they are actively involved in the process of message development, elaboration and delivery (Nair and White 1993).

One of the most important considerations for implementing DC is that for ensuring effective communication, *messages* must be designed carefully to help people understand easily and the *audience* can include farmers, extensionists, scientists, policymakers and a host of other groups¹.

4.8 CONCLUSION

Communication is vital for development and progress of any society. It helps spread new technologies and multiply impact of an effort. It takes into account that the knowledge and wishes of its people and considers sharing of ideas and experiences important. To find relevant and right information choice of an appropriate channel is very important, without which providing appropriate message can be very difficult.

Without up-to-date information on new technologies and market opportunities, the poor in the developing countries are being left behind. *Media*² can help bridge the gap. For the purpose they can use communication channels ranging from simple pamphlets to videos, indigenous communication channels to the Internet. There are many other ways to make information available of the local people and the society. These include traditional and modern print and broadcast media, computers and other new technologies.

Message must be designed carefully to help people understand easily. Finding the relevant and right information we need to choose an appropriate channel, without which providing appropriate message can be very difficult. Skilful editing of message and clear illustrations

¹ <http://www.nmamud.com/media.htm>

² Ranging from simple pamphlets to video and from indigenous communication channels to the Internet

can clarify complex ideas embedded in it. Information materials can be produced in different ways, including thorough and intensive effort. These approaches can reduce the time needed to produce information, as well as increase the value of the content.

The *receiver* of the message can include farmers, extensionists, scientists, policymakers and a host of other groups. They are all actors in a *knowledge system*, each group interacting in various ways with other groups. Each group has its own unique characteristics and needs, so different media and message may be required. However sender and receiver, the person who initiates and the person who receives at the receiving end of the communication process (also the circumstances too), are equally important to create a situation for effective communication.

CHAPTER FIVE

Bureaucracy, Communication and Administrative Culture

5.0 COMMUNICATION IN BUREAUCRACY

We know people spend almost eighty percent of their working time in communicating with others (Barker 1978). It is truer for organizational or official environment. In a workplace the fellow colleagues contact each other every moment. The high officials pass orders on their subordinates and make them to comply these. The workers and employees, working in the lower tiers, give continuous feedback to their superiors about the situation. Besides these, people from outside and other offices also contact bureaucrats for getting their work done. There are a number of other reasons for which communication between the bureaucrats and the cross section of people takes place. So it is obvious that in official or organizational situation communication is an essential phenomenon. It is an integral part of every function of administration, said to be *the blood stream of an organization and a two way process between peoples* (Goel 1994).

Now it is well recognized by the social scientists that where there is an organization, there are bureaucracy. We also know from our experience that, effectiveness of bureaucracy depends on percentage of presence of an effective system of communication within it. Actually no organization, institution or system can run without the essence and help of bureaucracy. If we look into our family, one of the most elementary and oldest form of organizations, we find that bureaucracy very much exists there. We find that the head of a family passes directives upon other members to obey. When any problem arises all the members sit together, discuss among them, take decision and work accordingly. The family members co-ordinate their works with one another, share common feelings and emotions and continuously communicate with each other. Observing the work procedure of a family, we can reach to a conclusion that in any form of organization, there is bureaucracy and even in every family each of the members maintains continuous communication among themselves. Thus from family to state and in every organization there is existence of bureaucracy and everywhere in every step, bureaucracy is operated through the effective flow of communication.

5.0.1 Meaning of Administrative Communication

William Scott (1967) defined communication, in the context of administration, as a process, which involves the transmission and accurate replication of ideas ensured by feedback for the purpose of eliciting actions that further accomplish organizational goals. According to Godard (1958), efficient communication is essential to all aspects of effective administration. It is to be mentioned here that proper and adequate communication is not just in one direction, but it requires a two-way passage.

An administrator must be certain that they know and understand the problems of the officers, employees and workers for whom they are responsible. Communication usually flows either from bottom to upward or from upward to bottom. So for smooth operation, all concerned of an organization must be kept adequately and currently informed about plans, methods, schedules, problems, events and progress. It is also necessary that instruction, knowledge and information be passed on for practical application to all concerned and that they are to be so clearly presented that to make misinterpretation or misunderstanding is impossible.

An executive or a leader of an office or an organization, i.e. a bureaucrat in a Public office, keeps contact with his/her people. In fact, his or her achievement, success or failure depend much on how effective he or she has been communicating with his or her peoples. It means that effective communication can be a real boost to improving individual performance on the job (*Dominic 1976*).

Even for establishing a company or publishing a newspaper or operating a TV station it requires control of money, management of personnel, co-ordination of activities and application of authority. To accomplish all of these tasks a well specialization, division of labor and focused area of responsibility is necessary. Consequently this means that the mass media organization also will be the product of bureaucracy.

5.0.2 Impact of communication on bureaucracy

In most bureaucracies, decision-making takes place at several levels of administration and channels of communication within the formal organizations. Different individuals in ascending orders of the bureaucracy make decisions on occasions and communication

follow as if in predetermined patterns within the organization. This at times leads to communication problems and misunderstanding. On other occasions decisions are made that satisfy various individuals in the chain of command of the bureaucracy and this results in end products (*Dominic 1976*).

According to Aswarthappa (2000) in motivating employees, building morale among them, providing satisfaction in work, contributing to personnel development and growth and molding employees' attitude etc., the role of communication is essential. According to him the role of communication cannot be ignored by the administration to discharge its basic functions and facilitating the successful functioning of an organization, because in any organization, the administrator's foremost responsibilities are aiming at the development and maintenance of an effective communication system. No price should be too high and no effort is too heavy for the administration in its drive towards improving communication system.

Besides formal communication, three other aspects are unique to administrative communication and those are a) communication flow, b) communication network and c) informal communication. Communication flows referred to the pattern of communication in organizations are broadly downward, upward, lateral, diagonal and external. But specific communication flows those occur in downward, upward, lateral, diagonal or external directions are known as communication network. Along with formal communication, informal communication also plays an important role in a communication network of an administration.

Broadly speaking, communication is the means through which intentions of a program are translated to ensure fruitful results. It may even be looked upon as the means by which special information inputs are fed into social systems. It is the means by which behavior of the personnel engaged in the program is modified, change is effected, information is made productive and goals are achieved.

Barnard (1968) has viewed it as the means by which people can be linked together in an organization to achieve the objectives of the program. Newman and Summer (1961) have viewed communication as an exchange of facts, ideas, opinions or emotions by two or more persons.

5.0.3 Bureaucrats and administrative communication

It is obvious to us that in every country Government is the biggest organization and bureaucracy is one of its most powerful and inseparable components. It is an organisation within the robust state machinery.

The word *bureaucracy* often creates confusion for double standard of its meaning. Usually we use the term for both an organization and an attribute to its characteristics. When we refer bureaucracy to an organization, we mean organizational structures that include huge number of civil and military bureaucrats, theoretically who render their services for the sake of people of a state. When we refer bureaucracy to an attribute we mean the pattern, culture and work produced followed in accomplishment of duties by the bureaucrats. In our discussion we consider bureaucracy as an organization or institution, which has permanent address, hierarchy, well-defined work procedures, rules and regulations, and norms and culture. The people who work under its purview draw their salary and other expenses from the state treasury and they are known as the bureaucrats.

Though the bureaucrats in Bangladesh are known by their reputation, good or bad whatever it might be, it is obvious that they have specific role in functioning of the state machinery. They have been playing this role since pre-historic age. In the near past they have come across a prolonged colonial experience. Even now they bear the inheritance of the legacy of colonial rules in their work procedure as well as in their mind set. But Bangladesh has also a long history of struggle for independence, democratic movements. The country got independence through a violent arm-struggle against the colonial rulers and a good number of bureaucrats participated in the Liberation Movement. Along with the experience of freedom fighters, ideas, hopes and aspirations of the new intakes in the bureaucracy were blended and a new hope was born among them. Also there exist a small segment of bureaucrats that served the military and autocratic rulers for long time. Whatever may be the characteristics of the different segments, as a whole the total bureaucracy has a crucial role in functioning of executive and legislature - the two substantive organs of state machinery.

In playing their assigned roles the bureaucrats always use communication in every respect. To coordinate various steps among government, people, development agencies,

organizations and other segments of the society the bureaucrats take help of communication. Through the process of communication the bureaucrats play their crucial role in the state level to keep themselves in touch with the people and the power, different segments to the societies, other organisations and institutions at a time. Even they interact within themselves and also with internal groups and subgroups through communication.

It is known that development is the main agenda of every government. As the bureaucrats in Bangladesh work under direct control of government, ultimate handling of development activities becomes the bureaucrats' task, whatever be the case in theory. The bureaucrats also consider it important to communicate with people and make them participate in developmental process as the citizens of the country. But they find that without effective communication ensuring people's participation in the developmental process is almost impossible.

The term *people's participation in developmental process* needs to be explained here in brief. For overall development of a country a system of effective communication among government, people and developmental agencies should be introduced. Otherwise a wide gap may be created among the desired development partners and the people would hardly be able to participate in the process. Actually people's participation in development process means:

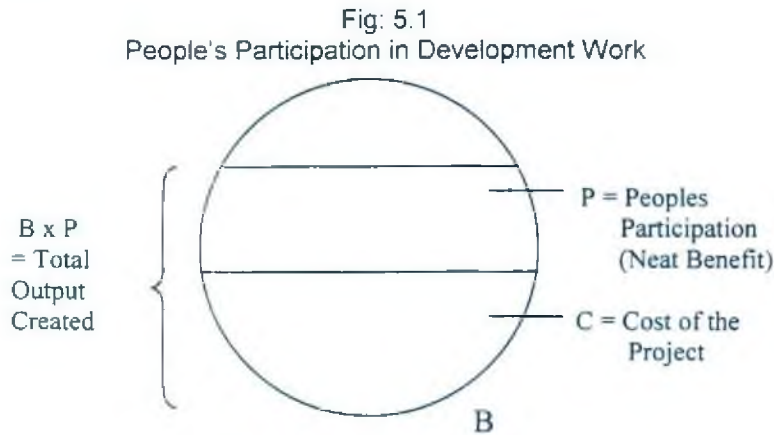
- a) People's voluntary participation in government's developmental activities and considering its success and failure to be the self-success or failure.
- b) The output of development should be distributed among the common mass on the basis of social equity.
- c) People's self development activities and the decision making process for it should be run by themselves; and
- d) People themselves should be evolved as the authority of the people's power.

Professor Koralic Bryand and Louise G. White (1981) formulated the following equation in their work - *Peasants' Participation in Rural Development*:

$$P = (B \times P_r) - C$$

Where, P = People's participation in the development program,
B = Benefits expected out of it by the people,
P_r = Probability to success of the program, and
C = Total cost for the project),

They developed the equation for explaining the issue of people's participation in developmental activities. The graphical presentation of the equation (figure-5.1) shows that when we talk about a development program or about a project, it automatically creates an expectation among people.



Here the total area of circle B is representing the area of expectation of benefits. When the B is multiplied by the probability factor P, the area comes down to the area represented by B x P, the total output of the development process. Finally the cost and expenses C of the project is deducted from the area of total output, the area of neat benefit (equal to P) remains as residual. This is the area for increase or reduction of people's participation for which P increases or decreases accordingly. The greater the area of net benefit, proportionately the higher the rate of people's participation in development and the reverse if it decreases.

The actual meaning of the model discussed here is that people participate in a development process for their own interest imbedded in it. The greater the actual benefit, the greater will be the peoples participation in a development process. The model also describes that for ensuring people's participation in a development program - four preconditions to it, described earlier, should be ensured. Otherwise, despite a greater neat benefit area, a development program may become useless for misappropriation or forgery of public money and property by the autocratic rulers, their associates and other influential and vested interest groups.

Without the assumption of a government supported and entrusted by the people, and without effective co-ordination and communication between the bureaucrats and the people, people's participation in development can never be successful. For this, during past decades, the social thinkers became aware of and felt necessity for creating a new discipline of

'Development Communication'. Today's bureaucrats should acquire the skill, knowledge and attitude to establish effective communication between them and the people at large.

5.1 BUREAUCRAT'S RIGHT TO COMMUNICATE

According to *Article 19* of the *Universal Declaration of Human Rights* (UDHR), everyone has the right to freedom of opinion and expression including freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media regardless of frontiers (*Article 19, 1999*).

To elaborate the point Andrew Puddephatt, the Executive Director of Article 19 (an organization working on human rights), wrote in the preface of its international standard series that '*Information is the oxygen of democracy*'. If people do not know what is happening in their society, if the actions of those who rule them are hidden, then they cannot take a meaningful part in the affairs of the society.

If we look into the constitution of the People's Republic of Bangladesh (PRB), it is found that, every citizen of the republic is protected by its clause of *Democracy and Human Rights* (Article 11): *The Republic shall be a democracy in which fundamental human rights and freedom and respect for the dignity and worth of the human person shall be guaranteed, and in which effective participation by the people through their elected representatives in administration at all levels shall be ensured*. It is also spelt out in Article 21(1) that, '*the duty of every citizen to observe the constitution and the laws, to maintain discipline, to perform public duties and to protect public property*' and in Article 21(2) that, '*every person in the service of the republic has a duty to strive at all times to serve the people*'. Freedom of thought conscience and speech of every citizen, and freedom of the press are also guaranteed in the constitution (Article-39). *Equality of every citizen* before law is established through Article 27 under the section '*Fundamental Rights*' which describes that all citizens are equal before law and are entitled to equal protection of law. Protection of right to life and personal liberty are also provided under the constitution in Article 32, which describes '*No person shall be deprived of life or personal liberty saved in accordance with law*'.

So both as a member of the society, which is again a part of the international community, as well as a citizen of the People's Republic of Bangladesh, a bureaucrat has the right to freedom of opinion and expression. It is well protected and ensured both under the auspices of UDHR

as well as in the constitution of the republic. Not only that the bureaucrats '*strive at all times to serve the people*' but also to perform duty, as they are the '*person(s) in the service of the republic*', they have to ensure '*effective participation by the people*' in administration through the elected representatives at all levels.

It is easily understood that the bureaucrats shall have to communicate with people and their representatives to make them participate in administrative activities. Besides, operating normal administrative activities bureaucrats have to interact with the people inside the bureaucratic structure, engaged in outside organizations and institutions, and cross section of people from different spheres of life. They send and receive messages; they interact with each other - face to face or interpersonally. They use to use the form of mass communication when necessary. Their communication is usually of vertical nature, and the flow of information is usually top-down, also parallel or bottom-top. There is no other alternative for the bureaucrats but to use any of the forms of communication to establish and run effective administration. It is the tool, which makes bridge among the bureaucrats, policymakers, peoples and their representatives in running administration to accomplish the over all developmental activities and for everything in those affairs concerned.

The right to communication for the bureaucrats, as members of the society as well as citizens of the republic, is universally recognized, guaranteed and supported by the constitutions, conventions, articles, rules and regulations with few restrictions to this in different countries of the world. But in Bangladesh, a lot of restrictions are imposed on the bureaucrats in respect to communication. Limited flow of information is allowed in bureaucracy and in some cases, the flow is totally stopped. In maximum cases the vast majority of the bureaucrats are not allowed to disclose information, irrespective of its connections with the public interest. This is clearly a gross violation of the bureaucrats' right to communication and other fundamental rights embedded in the constitution and UDHR. Huge examples can be cited from *The Government Servants (Conduct) Rules, Official Secret Act 1923*, and *Security of Classified Documents in the Government Offices* to show that restrictions are imposed on the bureaucrats.

The colonial rulers were always afraid and doubtful that the natives could revolt at any moment against the colonial exploitation, disparity and tyranny. This is why they formulated these types of rules as the policy of coercion, division, complete control and dominance over the natives.

Though Bangladesh is an independent and sovereign country, still its rulers bear the colonial inheritance - the basis of which are mistrust, aversion, doubt and suspicions nourished in their mind, as the colonial rulers did towards the native people.

Most of the colonial rules were formulated during the reign of the Muslim, the Mughal and the British and it had been continuing throughout the Pakistani rules and still had been prevailing in Bangladesh, almost without changing any basic ingredients. There are empirical evidences that the majority of these rules and conventions have been prevailing since pre-Christian era, even some of them are pre-historic and those have come across a prolonged process of evolution.

To keep official documents safe according to Official Secret Act 1923, all documents are declared classified and those are divided in to four categories: *top secret*, *secret*, *confidential*, and *restricted*. No government official is allowed to disclose the information laid in these documents to the people. It is described in the Official Secret Act that apprehension of invasion by the external enemies, internal disorder, espionage, subversion and sabotage are the grounds for formulation of these rules.

According to article 19-25 and 28-29 of the *Government Servants (conduct) Rules*, restrictions are imposed on the government employees to disclose official information to other employees or to any other persons (Rule 19). The government servants are also unable to contact the member of the parliaments (Rule 20) and the press (Rule 21). Restrictions are imposed in participation in any activities in connection with transmission in electronic media or any sort of publication in the mass media with some exceptions (Rule 22). There are also restrictions of the right to criticize the government, publishing or expressing any information about the foreigners (Rule 23). Government servants are prohibited to give or exhibit evidence to any committee without prior permission of the government (Rule 24). Government servants are unable to participate any political activities or elections (Rule 25). Also they will not be allowed to take shelter of any public law or press without the prior permission of the government (Rule 28). Restrictions are also imposed on them for being member of any service association (Rule 29).

It is noticeable that under the definition of these rules that not only the government servants but also their dependents come under the purview of the restrictions imposed under this.

Besides these, the government servants are also controlled by the rules regarding acceptance of donation or presentations (rule 5); and foreign title or awards (rule 6). They are restricted to join public meetings (rule 7) and to raise fund for any purpose (rule and 9). They are also prohibited to give or accept loans (rule 10) and buy or sale movable properties (rule 11); even without prior permission they are not allowed to construct houses of their own (rule 12). They have to declare list of their assets annually (rule 13-14) and they should be abstain from investment in business (rule 15). They are also not allowed to participate in the management or development of any company (rule 16) and engage themselves in any sort of private business or employment (rule 17).

If any government servant or any of his dependents defined under this rule violate any of the restrictions, he or she will be held responsible and brought under trial and prescribed punishment will be imposed on him or her (Rule 32). The punishment and trial procedures are prescribed categorically in *Government Servants (Discipline and Appeal) Rules*.

It is evident from the discussion that despite a lot of logical arguments, the civil bureaucrats are confined under such rules and regulations that they have little scope to communicate with people freely and fairly even for the interest of the republic.

It is significant that in January 2003 the Government of Bangladesh issued some strict directives when some changes were being incorporated in the *Government Servants (conduct) Rules*, for which the existing restrictions imposed on the government employees about disclosure of public and official information become more difficult. The Prime Minister also made an angry statement in May 2002 that more restrictions would be imposed in Official Secret Act to stop disclosure of information related to public documents.

But now in this modern age it is accepted worldwide that the *Official Secret Act* brings no good anywhere. Only the people inside government take shelter of this law and try to avoid measures against their faults, wrongdoing and misdeeds. They try to keep their own misdeeds secret and try to avoid accountability in administration. No government gains any benefit out of it. Moreover for secrecy of some specialized information stored chances are created for misappropriation of power.

According to the present law, no government employee could be made bound to disclose any information if he explains it to be restricted for the sake of the public interest. In practical situation any government servant can claim any information to be restricted and he can say that public interest could be hampered if it is disclosed. Actually this is the ways by which irregularities and corruptions are suppressed and existing rules are used as tools for avoiding accountability.

To ensure free flow of information and protect people's right to know lawfully, the *Official Secret Act, Government Servants (conduct) Rules, Discipline and Appeal Rules, Article 124 of Evidence Act 1872, Articles 500 - 502 of Bangladesh Penal Code* and other laws, which restrict freedom of press and flow of information, should be updated and renewed completely. A set of fresh rules befitting with the contemporary situation of the country should be incorporated to ensure *People's Right to Information*.

5.2 PEOPLE'S RIGHT TO KNOW FROM THE BUREAUCRATS

Nobel laureate economist Dr. Amartya Sen observed that there has never been any substantial famine in a country with a democratic form of government and a relatively free press. Actually information allows people to scrutinize the actions of a government and it creates a basis for proper and informed debate on those actions (*Article 19, 1999*).

It is true that the barriers created by the existing rules and regulations are not the only obstruction to bureaucrats' right to communicate with the people, there are more acute problems. The negative mentality of the bureaucrats regarding flow of information could be considered as one of the major problems to it. It is also noticeable that most of the governments prefer to conduct their business in secret. Even a democratic government conducts the bulk of its business away from the eyes of the public. A government can always find reasons for maintaining secrecy in the name of so-called interest of national security, keeping law and order and the wider public interest. These are few examples, too often governments treat official information as their property rather than they hold and maintain it on behalf of the people (*Article 19, 1999*).

This is why the Article 19 has produced a set of international principles to set a standard against which anyone can measure whether domestic laws genuinely permit access to official information or not. They set out clearly and precisely the ways in which

governments can achieve maximum openness in line with the best international standard and practice.

The principles set out standards for national and international regimes, which give effect to the right to freedom of information. They are designed primarily for national legislation on freedom of information or access to official information, but also applicable to information held by inter-governmental bodies such as *United Nations* and the *European Union*. The principles are based on international and regional law and standards, evolving state practice (as reflected *inter-alia* in national laws and judgments of national courts) and the general principles of law recognized by the community of nations.

For the purpose described so far as many as 9 (nine) principles are formulated and they are the product of a long process of study, analysis and consultation overseen by *Article 19*, drawing on extensive experience in many countries around the world. The contents of the principles are described in brief through the following sentences:

Principle-1. Maximum Disclosure

Freedom of information legislation should be guided by the principles of maximum disclosure. All information held by the public bodies should be subject to disclosure except a few limited circumstances. It should be provided in the constitution to make it clear that access to official information is a basic right. The overriding goal of legislation should be to implement maximum disclosure in practice. The public bodies (should) have an obligation to disclose information and every member of the public has a corresponding right to receive information. Where a public authority denies access to information, it should bear the responsibility to justify the refusal at each stage of the proceedings (*Article 19, 1999*).

It is to be noted here that according to the definition, '*information*' includes all records held by a public body, regardless of the form in which the information is stored (document tape, electronic recording and so on), its source (whether it is produced by the public body or some other body) and the date of production. The legislation is also applicable to the classified records.

It is described in the definition that '*public body*' should include all branches and levels of government including local government, elected bodies, bodies which operated under a statutory mandate, nationalized industries, public corporations, non-departmental or QUANGOs (Quasi Non-Governmental Organizations) and judicial and private bodies

which carry out public functions (such as maintaining roads or operating rail lines). Private bodies themselves should also be included if they hold information whose disclosure is likely to diminish risk of harm to key public interest, such as environment and health. Inter-governmental organizations should also be subject to freedom of information regimes based on the principles.

Obstruction of access to, or the willful destruction of records is a criminal offence and there should be laws to ensure preservation of records by the public bodies. To prevent any attempt to doctor or otherwise alter records, the obligation to disclose should apply to records themselves and not just the information they contain.

Principle-2. Obligation to Publish

Public bodies should be under an obligation to publish key information. The law should establish both a general obligation to publish and key categories of information that must be published. Public bodies should, as a minimum, be under an obligation to publish the following categories of information (*Article 19, 1999*):

- a) Operational function about how the public body functions, including the costs, objectives, audited accounts, standards, achievements and so on, particularly where the body provides direct services to the public;
- b) Information on any requests, complains or other direct actions which members of the public may take in relation to the public body;
- c) Guidance on process by which members of the public may provide into major policy or legislative proposal;
- d) The type of information which the body holds and the form in which this information is held; and
- e) The content of any decision or policy affecting the public, along with reasons for the decision and background material of importance in framing the decision.

Principle-3. Promotion of Open Government

Public bodies must actively promote open government. A recalcitrant civil service can undermine even the most progressive legislation. But informing the public of their rights and promoting a culture of openness within government are essential if the goals of freedom of information legislation are to be realized. Promotional activities are, therefore, an essential component of a freedom of information regime.

Public education

Law should make provisions for public education and dissemination of information regarding the right to access information, the scope of information that is available and the manner in which such rights may be exercised. In a country like us where newspaper distribution and literacy level are low, the broadcast media are a particularly important vehicle for such dissemination and education. Creative alternatives, such as village or street meeting or mobile film units should be explored. Ideally such activities should be undertaken both by individual public bodies and a specially designed and adequately funded official body either the one, which reviews requests for information, or another body established specially for this purpose.

Culture of official secrecy

The problem of a culture of secrecy within government should be addressed. For lessening this, freedom of information training for the employees should be provided by the public bodies. Such training should address the importance and scope of freedom of information, procedural mechanisms for accessing information, how to maintain and access records efficiently, the scope of whistleblower protection, and what sort of information a body is required to publish.

The official body responsible for public education should also play a role in promoting openness within government. Initiatives might include incentives for public bodies that perform well, campaigns to address secrecy problems and communication campaigns encouraging bodies that are improving and criticizing those which remain excessively secret. Another possibility is the production of an annual report to Parliament and/or Parliamentary bodies on remaining problems and achievements, which might include measures taken to improve public access to information, any remaining constraints to the free flow of information which have been identified and measures to be taken in the years ahead. Law should be drawn up to tackle the culture of official secrecy and the Public bodies should be encouraged to adopt internal codes on access and openness (*Article 19, 1999*).

Principle-4: Limited Scope of Exceptions

Exceptions should be clearly and narrowly drawn and subject to strict “harm” and “public interest” tests. All individual requests for information from public bodies should be met unless the public body can show that the information falls within the scope of the limited regime of exceptions. A refusal to disclose information is not justified unless the public

authority can show that the information meets the following three-part test, strictly: 1) the information must relate to a legitimate aim listed in the law; 2) disclosure must threaten to cause substantial harm to the aim; and 3) the harm to the aim must be greater than the public interest in having the information (*Article 19, 1999*).

No public bodies should be completely excluded from the ambit of the law, even if the majority of their functions fall within the zone of exceptions. This applies to all branches of governments (that is, the executive, legislative and judicial branches) as well as to all functions of government (including, for example, functions of security and defense bodies). Non-disclosure of information must be justified on a case-by-case basis. Restrictions whose aim is to protect governments from embarrassment or the exposure of wrongdoing can never be justified (*Article 19, 1999*).

Legitimate aims justifying exceptions

A complete list of the legitimate aims, which may justify non-disclosure, should be provided in the law. This list should include only interest which constitute legitimate grounds for refusing to disclose documents and should be limited to matters such as law enforcement, privacy, national security, commercial and other confidentiality, public or individual safety and the effectiveness and integrity of government decision-making process.

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Exception should be narrowly drawn and these standard exceptions should be time-limited. For example the justification for classifying information on the basis of national security may well disappear after a specific national security threat subsides (*Article 19, 1999*).

Refusal must meet a substantial harm test

In some cases, disclosure may benefit as well as harm the aim. For the example, the exposure of corruption in the military may at first sight appear to weaken national defense but actually, over time, help eliminate the corruption and strengthen the armed force. For non-disclosure to be legitimate in such cases, the net effect to disclosure must be to cause substantial harm to the aim (*Article 19, 1999*).

Overriding public interest

Even if it can be shown that disclosure of the information would cause substantial harm to a legitimate aim; the information should still be disclosed if the benefits of disclosure

outweigh the harm. For example, certain information may be private in nature but at the same time expose high-level corruption within government. In such cases, the harm to the legitimate aim must be weighed against the public interest in having the information made public. Where the latter is greater, the law provide for disclosure of the information (*Article 19, 1999*).

Principle-5. Process to facilitate Access

Requests for information should be processed rapidly and fairly and an independent review of any refusals should be available. A process for deciding upon requests for information should be specified at three different levels: within the *public body*; appeals to an *independent administrative body* and appeals to the *courts*. Where necessary, provision should be made to ensure full access to information for certain groups, for example those who cannot read or write, those who do not speak the language of the record, or those who suffer from disabilities such as blindness.

All public bodies should be required to establish open, accessible internal systems for ensuring the public's right to receive information. Generally, bodies should designate an individual who is responsible for processing requests and for ensuring compliance with the law.

Appeals

Wherever practical, provision should be made for an internal appeal to designated higher authority within a public authority that can review the original decision. In all cases, the law should provide for an individual right of appeal to an independent administrative body from a refusal by a public body to disclose information. This may be either an existing body, such as an *Ombudsman* or *Human Rights Commission*, or one specially established for the purpose. In either case, the body must meet certain standards and have certain powers. Its independence should be guaranteed, both formally and through the process by which the head and/or board is/are appointed.

Representative bodies, such as all-party parliamentary committee should make appointments and the process should be open and allowed for public input, for example regarding nominations. Individuals appointed to such a body should be required to meet strict standard of professionalism, independence and competence and be subject to strict conflict of interest rules.

The procedure by which the administrative body process appeals over requests for information, which has been refused, should be designed to operate rapidly and cost as little as is reasonably possible. This ensure that all members of the public can access this procedure and that excessive delays do not undermine the whole purpose of requesting information the first place.

The administrative body should have the power to dismiss the appeal, to require the public body to disclose the information, to adjust any changes levied by the public body, to fine public bodies for obstructive behavior. The administrative body should also have the power to refer cases, which disclose evidence of criminal obstruction of access to or willful destruction of records. Both the applicant and the public body should be able to appeal to the courts against decision of administrative body (*Article 19, 1999*).

Principle-6: Costs

Individuals should not be deterred from making requests for information by excessive costs. The cost of gaining access to information held by public bodies should not be so high as deter potential applicants, given that the whole rationale behind freedom of information laws is to promote open access to information, excepting some jurisdictions where higher fees are levied on commercial requests as a means of subsidizing public interest requests (*Article 19, 1999*).

Principle-7: Open Meetings

Meeting of public bodies should be open to the public. Freedom of information includes the public's right to know what the government is doing on its behalf and to participate in decision-making process. Freedom of information legislation should therefore establish a presumption that all meetings of governing bodies are open to the public.

Governing in the context refers primarily to the exercise of decision-making powers, so bodies that merely proffer advice would not be covered. Political committees meetings of members of the same political party-are not considered to be governing bodies.

Meetings of elected bodies and their committees, planning and zoning boards, boards of public and educational authorities and public industrial development agencies would be included.

A meeting in the context refers primarily to a formal meeting, namely the official convening of a public body for the purpose of conducting public business. Factors that indicate that a meeting is formal are the requirement for a quorum and the applicability of formal procedural rules. Notice of meeting is necessary if the public is to have a real opportunity to participate and the law should require that adequate notice of meeting is given sufficiently in advance to allow for attendance.

Reasons for closure might, in appropriate circumstances, include public health and safety, law enforcement or investigation, employee or personnel matter, privacy, commercial matters and national security (*Article 19, 1999*).

Principle-8: Disclosure takes precedence

Laws, which are inconsistent with the principle of maximum disclosure, should be amended or repealed. The law of freedom of information should require that other legislation be interpreted, as far as possible, in a manner consistent with its provision.

The regime of exceptions provided for in the freedom of information law should be comprehensive and other laws should not be permitted to extend it. In particular, secrecy laws should not make it illegal for official to divulge information, which they are required to disclose under the freedom of information law.

Over the longer term, a commitment should be made to bring all laws relating to information into line with the principles underpinning the freedom of information law. In addition, officials should be protected from sections where they have, responsibly and in good faith, disclosed information pursuant to a freedom of information request, even if a subsequently transpire that the information is not subject to disclosure. Otherwise, the culture of secrecy which envelopes many governing bodies will be maintained as officials may be excessively cautious about requests for information, to avoid any personal risk (*Article 19, 1999*).

Principle-9. Protection for whistleblowers

Individuals who release information on wrongdoing and the whistleblowers must be protected. Individuals should be protected from any legal, administrative or employment-related sanction for releasing information on wrongdoing.

Wrongdoing in this context includes the commission of a criminal offence, failure to comply with a legal obligation, a miscarriage of justice, corruption or dishonesty, or serious maladministration regarding a public body. It also includes a serious threat to health, safety or the environment, whether linked to individual wrongdoing or not. *Whistleblowers* should benefit from protection as long as they acted in good faith and in the reasonable belief that the information was substantially true and disclosed evidence of wrongdoing. Such protection should apply even where disclosure would otherwise be in breach of a legal employment requirement.

The *public interest* in this context would include situation where the benefits of disclosure outweigh the harm, or where an alternative means of releasing the information is necessary to protect a key interest. This would apply, for example, in situations where whistleblowers need protection from retaliation, where the problem is unlikely to be resolved through formal mechanisms, where there is an exceptionally serious reason for releasing the information, such as an imminent threat to public health or safety, or where there is a risk that evidence of wrongdoing will otherwise be concealed or destroyed (*Article 19, 1999*).

5.3 RED TAPES AND BUREAUCRATIC COMMUNICATION

If we look into the formation process of religion, community, union or any sort of organization, we find that at the initial stage all of them were very progressive or logical in relation to decision-making, regarding relation among the members, in consideration to dealing with external components and outlook in every respect. For instance every religion in its elementary stage was very lively, dynamic, soft and humanistic in its nature. But after establishment almost all of them gradually adopted fundamentalist character, their principles and rituals become firm and strict, which antagonize human development and progress even (*K Khan 1406 BD*).

So is the case with bureaucracy, which at its initial stage of formation was very useful, effective, logical and organized on the basis of division of labor. In course of time over rigidity, strict rules and regulations, over formalization, bindings etc. become the main features of bureaucracy, which antagonized natural development of human potential and make bureaucracy itself an extremely conservative and complex organization. Moreover

corruption, sluggishness, ritualism, colonial and servile attitude and mechanical and morbid mentality made bureaucracy handicapped in all respect. All these vices together are termed as *red tape*.

Red tape as Oxford Advanced Learner's Dictionary observes the official rules that seem more complicated than necessary and prevents things being done quickly. *Red tape* has a different symbolic connotation. In the early period, even in the near past, in the bureaus and offices the files would have been tied with tapes, usually red in color. All sorts of problems relating to individual and public interests would process through those files. But due to the involvement of the bureaucrats, the people behind those files, in corruption and sluggishness the case disposal, decisions making and problem resolution become extremely delayed. Though this was a co-incidence that the tape used in tying files was red, people took the red-tape as a symbol of sluggishness and corruption of the bureaucracy, as they had to suffer for this beyond expression, sometimes for months even years together.

One of the main features of *red tape* is people's harassment caused by the bureaucrats. Sometimes bureaucrat's indifference or sluggishness and sometimes bad-intentions to collect extra money or benefit from the trouble-stricken poor fellows act behind this.

The strict rules and regulations practiced in bureaucracy are not clearly understood by almost all the people. By the misinterpretation of these rules sometimes it becomes decided whether a man is guilty or not, whether a case is true or untrue, sometimes the real creditor becomes deprived, the real owner lose property.

Usually bureaucracy is run by precedence, not by logical consideration. The bureaucrats are not interested to show any sort of creativity. Moreover they are habituated in doing similar things in similar situation. By doing similar tasks repeatedly the bureaucrats earn expertise in particular jobs and for this they also become more bureaucratic, proud and concentric in nature, which ultimately maximize their gap and alienation with people. Thus mechanical, monotonous and typed behavior is demonstrated in the bureaucrats' nature. But they become puzzled when real and unknown danger arrives (*SI Chowdhury 1998*).

The basic principle of the logical bureaucracy is that the bureaucrats are empowered by formal and codified rules and impersonal authority runs administration. But in real work

situation it is observed in Bangladesh that the big boss in an office behaves like a lord or rescuer of the employees. Sometimes they engage the office staffs in personal service including household works. All these factors together constitute red tape in bureaucracy (Majid, 1998).

So far bureaucrat's communication with people is concerned, red tape causes severe damage to it. Despite bureaucrats' key role in administration, management and development of social progress, *red tape* has globally become synonymous to bureaucracy. People do not believe the bureaucrats to be sincere and honest. On the other hand, the bureaucrats always undermine the common people; consider them to be illiterate, insensible and impassionate.

Especially in the former colonial countries, the bureaucrats never used to trust people. Sometimes like their colonial masters they used to treat people as non-human beings. Though the bureaucrats, along with the members of their family, live at the cost of people's money, they believe themselves to be superior to the common people, who according to the constitutional provisions are their real masters.

Red tape affects the bureaucrat's process of communication with people and the ways of communication distortion caused by it follow:

1. Red tape makes administration sloth, so the flow of communication reduces.
2. The bureaucrats undermine the common people, who are actually their real masters, and do not think it much important to communicate with them.
3. The bureaucrats, influenced by the colonial rulers, do not trust people. So the bureaucrats' efforts to communicate with people rather create troubles for the people.
4. The bureaucrats make simple things complex by interpreting rules in their own ways and make people irritated.
5. The bureaucrats always follow precedence and conventions, even if those become obsolete. People find hardly any positive element in the bureaucrats' effort of communication with them.
6. For misdeeds the bureaucrats are always known as doubtful characters in the eyes of the common people and usually they do not believe the bureaucrats. So the distrust from both the sides causes severe damage to the effectiveness of communication between them.

Naturally bureaucracy has a language of its own. But as bureaucracy is present to some extent in every bureau, office and organization, so *bureaucratic language* is also present

there. According to *Oxford Dictionary* bureaucratic language is connected with a bureaucracy or bureaucrats and involving complicated official rules. It is clear that the language is used in analyzing and interpreting official rules and regulations. To speak specifically, in the official files bureaucratic language is used most. Due to the bureaucrats' tendency to interpret anything in a complex way, the bureaucratic language is commonly understood by its negative connotations. Now even fashionably, nobody hesitates to declare any negative attitude to be bureaucratic.

Shuy (1998) presents nine case studies that reveal representative problems with bureaucratic language. He explained why bureaucratic language is so complicated and what can be done about it. He suggests that linguistics can provide bureaucrats with both the tools for communicating more clearly and also the authority to implement these changes. According to him typically bureaucracies change their use of language only when a lawsuit threatens. Shuy argues that clarity in communication is a cost effective strategy for preventing or at least reducing litigation.

Language is an exceedingly powerful tool for communication. Whether it is communicated orally, or in written form, the way of expression affects messages whether it is received positively or negatively. Even at the time of conveying unpleasant news, the impact can be softened by the use of positive language.

Communication in a more positive way is more likely to elicit cooperation rather than argument or confrontation. When communicating with clients, customers, staff or other government employees, one can use positive language to project a positive image rather than a destructive or negative one.

It is very easy to fall into the *negative language pattern* and many of us do so without being aware of it, particularly in written communication. For example, it is not uncommon for government organization to write negatively phrased letters to its clients, applicants and those it regulates. Let us take a look at the following typical government letter:

We regret to inform you that we cannot process your application to register your business name, since you have neglected to provide sufficient information. Please complete all sections of the attached form and return it to us (*Taylor 1994*).

While it is polite, it is also exceedingly negative. It includes several negative words like 'cannot', 'neglected' etc., and it has a tone that suggests that the recipient is to blame for the problem. Contrast to this example, another letter contains more positive approach:

Congratulations on your new business. To register your business name, we need some additional information. If you return the attached form, with highlighted areas filled in, we will be able to send you your business registration certificate within two weeks. We wish you success in your new endeavor (*Taylor 1994*).

The negative example tells the person what he or she has done wrong and doesn't stress the positive things that can be done to remedy the problem. The information is all there but it sounds bureaucratic, cold and negative. The positive example sounds completely different, though it contains almost identical information; it has a more upbeat and helpful tone.

Often files are returned from higher officials with remarks *Please discuss, Keep the files, Put up after few days, Present necessary documents, Do the needful, Take necessary action*, etc., showing no reasons and indicating no clear cut line of actions. Actually these are done often just to make delay in the process of making decisions. Sometimes ill motifs act behind these. Bureaucrats do these out of their inherent negative attitude or to fulfill vested interest of individuals or groups.

Negative phrasing and language often have the following characteristics:

- i) Tells the recipient what cannot be done has a subtle tone of blame.
- ii) Includes words like can't, won't, unable to, that tell the recipient what the sending agency cannot do.
- iii) Does not stress positive actions that would be appropriate, or positive consequences.

While positive phrasing and language have the following qualities:

- I) Tells the recipient what cannot be done.
- II) Suggests alternatives and choices available to the recipient.
- III) Sounds helpful and encouraging rather than bureaucratic
- IV) Stresses positive actions and positive consequences that can be anticipated.

5.4 EFFECT OF BUREAUCRATIC BEHAVIOR ON COMMUNICATION

Like other state-organs bureaucracy plays an important role in the process of institution building and development of the polity. While performing this role the bureaucracy is supposed to function under political directives and control (*Dilara and Others, 1996*). But in Bangladesh, it is felt that the bureaucrats are not ready to accept people's representatives as their leaders. They think themselves to be superior to the political leaders who according to them after being elected through so-called democratic mechanisms, like election or other ways, sit upon their (bureaucrats') buttocks. The bureaucrats also consider the politicians to be inefficient, selfish, sometimes illiterate and corrupt, though they are also massively accused of similar charges.

It is said from different corners that actually the bureaucrats do not want people's representatives to have control over them at any level. The set example of it is that the Upazila level officers try to dominate the chairmen and members of the Union Councils. Especially the UNOs try to control them completely and also try to establish a total command over them. Sometimes democratically elected governments also want that and now the situation is very easy for the bureaucrats as there is no provision for any public representative to control or supervise the officers at work in Thana or Upazila level. Moreover an officer has positional and material advantage to favor or disfavor anybody and he utilizes the full advantage of that. Conflict of power between Upazila Chairman and TNO was once a regular phenomenon.

Move to establish local government in the district level has long been a far cry due to the direct or hidden obstructions created by the bureaucrats among themselves. Conflict between Ministers and the Secretaries is now an ongoing and explicit issue. Who will be official head, which will be the Chief Accounts Officer of Ministry etc., these are not all, and there are other hidden issues of tussles among them. Till now the Bangladesh Secretariat is named after Secretary, the designation of the bureaucrats' highest post. It is never officially called Ministry though all the ministers, the people's representatives officiate there. All these prove that the bureaucrats are not ready to allow the people's representatives to have minimum control over the bureaucrats at any level.

It has been observed in Bangladesh as well as in many other less developed countries that bureaucracy has grown in size and importance to such an extent that it looms, in various

ways, as a threat to all other social institutions (Hoque, A.S. 1990). Dilara Chowdhury (1996) in her article rightly explained the situation that like many other developing countries Bangladesh inherits a bureaucracy, which was the successor of colonial administration playing special role and exercising state power during colonial rule. Moreover, it can be added, in Bangladesh bureaucracy has an experience in enjoying the state power in collaboration with the military as their junior partner (AG Chowdhury 1992). They had the similar experience even earlier, as part of Pakistani bureaucracy.

The undemocratic and elitist behavior of bureaucrats causes serious damage to their communication with people. We know a man behaves with others from his position and status. He priorly decides for each of the individual cases that how he will behave with his masters, friends, superiors, inferiors or subordinates. This is why the same individual in similar situation reacts differently according to the statusquo of the person he is dealing with. The man who is very harsh and tough with the poor or with his subordinates might be very soft, submissive, sober and humble to the rich, his counterparts, controlling officers or to the persons to whom he has some other interests, weaknesses or other special reasons. As he decides it priorly in what situation how he will react, he also considers what type of reaction with different individuals from his own part will match with his own interest and status conferral.

The mental precondition of the bureaucrats described above is mainly responsible for the undemocratic, concentric and autocratic nature of their communication with people. Besides these, as an organized and semi regimented group they get some extra advantage over non-organized and unconscious people. Vested interest and involvement in corruption also guide the bureaucrats to their alienation with people.

The bureaucrats are *loyal to the bosses and high to the juniors*. They are very submissive to their superiors or controlling authority, especially he is soft like any thing to his direct bosses. When he receives telephone or meets his direct boss, he always use 'sir' before and after every sentence, he salutes them at every time of meeting, does anything according to his boss's desire without considering its legal perspective.

But the same person when communicating with his subordinates may become very harsh to him. It definitely lessens the affectivity of communication.

Dilatoriness is another mostly found characteristic in bureaucratic behavior. Sometimes the bureaucrats kill time just not to do a particular job, sometimes increase harassment of the incumbent to fulfill particular intention or interest. Whatever be the reason behind, dilatoriness sloth the flow of information and ultimately cause damage of effective communication.

Usually bureaucracy runs by precedence and the bureaucrats do similar things repeatedly in most cases. *Repetitiveness* makes the bureaucrats efficient, creates monotony and makes their communication efforts mechanical.

Some of the bureaucrats, using their permanent job-nature, wait for favorable moments to fulfill ill motifs. It makes their communication effort motivated and subjective.

Besides negative characteristics the bureaucrats have some extra qualities and additional advantages, which the political bureaucrats and the people's representatives do not have. For example the bureaucrats are disciplined, their job-nature is permanent and also they are very organized about their group-interest. A brief discussion on these issues is displayed here:

Discipline: Bureaucrats are disciplined. In office they are guided by systematic rules, regulations, customs, precedence, norms and values. Almost all of them also maintain disciplined life. Their methodical approach helps them establish communication with their clients more effectively.

Permanency: The bureaucrats have a permanent official address. It is commonly said that it is easy to get a government service but difficult to loose it. It indicates the higher job security of the members of the bureaucracy. Due to this the Government servants work confidently. There is also continuity of work policy. It makes their communication more dynamic, clear and effective.

Organized: The bureaucrats are more organized than other segments of the society. Their job nature is semi-regimented. They also have better logistic facilities. So possibility of information- flow becomes higher in their communication.

5.5 BUREAUCRATIC CULTURE AND ETIQUETTE

A bureaucrat has to maintain an especial type of culture and etiquette, often different from that of civil society. First of all he is bound to abide by extra rules and regulations and to follow rituals and conventions formulated and meant for them. He is to follow huge dos and don'ts of the service. This is all together is called culture and etiquettes for the bureaucrats. In brief these are discussed here with some observation:

i) *Obedience:*

A controlling officer always keeps his sub-ordinates and junior officers under keen observation. He silently notices the junior's errors and faults and watches their movement, manner and style of talking etc. All these information gathered by him is taken into consideration for promotion, posting, reward and punishment. Usually a senior officer expects that his subordinates and juniors will talk to him politely, talk less in the meeting, offer him salam (salute) while passing by. It is also expected that juniors will be well dressed, disciplined and obedient. After all he has to create an innocent impression of a *good boy* about himself in all respect. In a dinner the juniors have to wear formal dress and wait till the chief guest starts eating.

Bureaucratic culture tells us, how juniors should behave with seniors. Communication process and flow of information in this case naturally be downward vertical. Here the seniors talk much, send messages and command to the juniors. The juniors are instructed how they should behave and it is also instructed if they break the norms, they have to pay for it in future. The juniors simply follow the instructions and create impression of good boys about themselves. They forget to criticize the bosses even when it is very urgent. It is noticeable that there is little responsibility for the controlling officers or the bosses as if the boss can do no wrong, he is always right.

ii) *Facing different environment:*

When a young man gets a job, he enters into a completely different environment. This is true particularly when he joins a formal organization like a government, semi-government, autonomous body or an established company. These types of formal organizations are defined by their set rules, formalities, established code of conducts, discipline and customs. They have multidimensional individual culture for each of them. The new recruits have to adjust themselves with this new culture that could be unknown to them, but the old are

already accustomed to this. The name of this new culture is *Administration* or *Administrative culture*.

The main feature of the administrative culture is that the new entrants have to accept its environment unconditionally, there is no chance for bringing any sort of revolutionary change to it, it tolerates no challenge from within, the seniors must be obeyed by the juniors, the new comers have to change himself to accommodate or adjust, the new comers have to cut off relations with outside.

Within a short period the new entrants become old and bureaucratic attitude develops among them. They start thinking of duties and responsibilities, chances and opportunities, friendships and conflicts with colleagues, senior and junior relationships, promotion and posting and so many other things within the organization. These all together create a new bureaucratic environment around them. In the mean time they get married and blessed with children and start thinking of the betterment of their families. They think of economic and social security, and identify that job security is the most wanted thing. This is the way they transform themselves into parts of bureaucratic organization that again guards their interest and vice versa. Now they consider job as the prime object of life.

It is clear from the discussion that through the process a circle consisting of colleagues, seniors, juniors and their clients, are established and scope of the bureaucrats' communication with cross section of people becomes limited. The bureaucrats remain arrested within the sphere of their known arena and they do not want to come across that and they consider their captive efforts as the wholistic approach of communication.

iii) *Position determined by hierarchy:*

In bureaucracy the junior officers have to perform their duty according to the desire of the seniors as because hierarchy determines their positions. It is a one-way traffic and instructions and decisions trickle down from the top and no question about discretion or discrimination could be raised here. For example, a controlling officer can call his subordinates to his place as many times as he desires in a day, he can give them instructions, can censure for wrong doing or misdeeds, but a subordinate can do nothing of those to their seniors. The senior officer gets more benefit, evaluates the performance of the juniors, but a junior is never allowed to evaluate his superior. A junior officer might be much more learned but he is bound to act according to his boss's order, whatever is his educational

qualification. Allegiance to controlling officer for a subordinate is a must. It is obligatory for him even the controlling officer behaves very harsh; otherwise he shall have to face various difficulties in service life. A junior officer immediately can do nothing against his controlling officer. So the immediate superior or controlling officer is the most important person to a subordinate, this is true for the whole service life. Particularly in presence of seniors a bureaucrat never feels free to express his sincere opinion. He rather becomes hesitant in giving decisions and in course of time becomes an expert in sycophancy, flattery and adulation.

For these reasons the bureaucrats always remain busy to satisfy his senior officers, they try to draw their attention and good notion ridiculously. It causes severe damage to their communication efforts.

iv) Overwork and higher responsibility:

It is a common saying that, the nearer the sun the greater the heat, which is true in bureaucracy. In accordance with higher position more responsibilities have to be shouldered by the seniors. Moreover, the officer who likes working, every body tries to transfer load on him. Also chance for him to draw the attention of the seniors is higher, but for this he might be overloaded and may lose creativity from over work. This may make his communication effort mechanical. Also due to senior position often he gets nearer towards power centers and there is a chance for him to be rude at the less powerful people, which may cause serious affect to his communication behavior.

v) Negative attitude:

It is commonly alleged that bureaucrats take everything negatively. Actually there are three ways to solve any problem: a) Positive attitude – by helping the incumbent through giving instructions to solve the problem, b) Neutral attitude – not involving with and simply marking the problem to the juniors, c) Negative attitude – giving instruction not to resolve the problem. So it depends on the mental frame of the particular bureaucrat who deals with the problem. He can pick up any of the three options.

vi) Environment, getup, costume and etiquette:

A bureaucrat plays different roles in service life. He is to understand first the **environment** and follow carefully the norms and etiquettes of the formal situation. In meetings, dinners, inspections, enquiries and judicial trials he is to follow all the formalities. By no means he is allowed to be informal in these situations. He should be careful that his behavior must not

incur displeasure of others. He should apply sense and understand the environment, whether it is formal or informal. Informal situation permits an officer to behave casually with the superiors. For example in a club or in a play ground he or she can wear casual dress or take part in informal discussion, but when he or she returns to a formal situation all these should be avoided and forgotten.

A bureaucrat is expected to earn good manners and **etiquette**. He should know well his or her organization and its basic norms and values first. To get introduced with the colleagues is considered as etiquette of an officer. Usually the juniors call on and introduce themselves with a newcomer senior officer. The new senior officer may call juniors too at his office, if he desires. He is to detect the important and relevant officers at his work place, introduce himself and establish friendly relation with them through good manner and etiquette.

Get-up and Costume is also important for introduction. Within a minute or two of meeting an impression at first sight about an officer is usually created in the mind of a visitor. Physical get-up, costume and art of speaking play key role particularly in creating positive impression about an officer.

For example, there is specific dress for government officials. They have to wear this to attend formal meetings and place of invitations. An officer is not expected to come office wearing sports-costume, sandals or slippers. It looks odd when an officer comes to office with excessive colorful dresses. Sophisticated manner, even at the time of standing or sitting, should be maintained. Sitting on a chair picking up feet on it, standing by a table inclining on it should be avoided.

An officer should be dressed properly to attend a formal party. He should wear lounge suit or at least wear coat and tie. The lady officers should be dressed properly so that she should not be looked odd. The officers should use forks and knives at the time of eating. Nobody should start eating before the chief guest starts and every one should be stopped when the chief guest stops eating. In a meeting it is curtesy not to take tea or refreshment before the chairperson.

vii) *Communication and administrative courtesy:*

It is also part of bureaucratic culture to show courtesy even at the time of communication. At the time of meeting with a senior officer, the juniors have to offer *Salam* or other word of salutation conveying good wishes for him. They should introduce themselves by telling

position and place of posting etc. A senior officer is to be addressed as *sir*, there should be no vanity and the visiting officer should not sit down unless he is asked for. When invited, he should sit down nicely.

A junior officer should not talk much uncalled for. At the time of telephonic conversation, one should introduce him first then start talking. He should be careful so that exchange of unwanted talk cannot create barrier to communication. The initiator of the call should inform first his name, position, telephone number and purpose of the call so that in the use of any sort of disruption from the senders end the receiver may give return call.

It is very interesting to note that courtesies, etiquettes and all other qualities are being demanded from the juniors, as if the seniors have little responsibility. It matches with the classical model of communication where the sender of a message or the orator's duty was to deliver lecture and the people's (or receiver's) duty was to hear and to follow instruction imbedded in it. We see that in bureaucracy this classical attitude is very strong and dominant.

The junior officers have nothing to say but to follow the instructions given by the seniors. It develops an autocratic mentality among the senior bureaucrats. They start undermining the juniors and ultimately they practice it with the common people of the country, who are their real masters. So we find that administrative or bureaucratic culture breeds a faulty concept of communication among their member, which is a one-way traffic and prevents development of two way process of modern communication.

5.6 TYPES OF COMMUNICATION USED IN BUREAUCRACY

A proper and effective communication makes an administration sound and healthy and it makes every one understand each other. Usually it takes place in various forms in the society. But particularly classification of communication, used in bureaucracy, can be done *on the basis of means used, according to direction and on the basis of relationships* (Arora, 1980).

Basis of means used

i) **Written communication:** The major part of official work is done by written communication. For example office orders, circulars, letters, manuals, bulletins, office

memo, assignments, reports, file works, instructions, guidelines all these are accomplished in the form of written communication. In offices an executive directs the administration by ordering co-executive, coworker, supervisor and employee with written assignment. On the other hand subordinates send up reports and information in written form.

Written communication has certain advantages: (a) they are clear and documentary, (b) they can be retained as legal records and reference sources, (c) they are carefully formulated and (d) can sometimes save money and time.

Particularly the bureaucratic administration always depends on written communication. But written communications have their inherent drawbacks also: (a) sometimes they are expensive, (b) suffer from sender's bad language (if his expression is poor) and (c) in most cases, particularly in bureaucracy, they delay decisions for which, administration is criticized most.

ii) Oral communication: Oral Communication is accomplished through spoken words. Speaking and listening fall in this category. It may be a face-to-face interpersonal communication or through telephone or some other mechanical device. Oral communication is used by all kinds of bureaucrats at all levels. If an officer speaks nicely in an easy way, his subordinates as well as his controlling officer can understand his corresponding orders or reports well. On the other hand a well-thought or clear speech or message could not be understood at all without having a good listening. Particularly it is commonly alleged that bureaucrats usually do not give patient hearing to anybody other than his controlling officer or an individual with whom he has personal business or interest.

Oral communication is excellent for speedy interchange of ideas. Also they have certain drawbacks. In bureaucratic environment a receiver, particularly if he be a subordinate, may fail to ask questions and may not get a clear-cut idea on an urgent issue. Oral communication is also very costly when a group spends hours of their precious time in discussion and committees (Arora 1980).

iii) Demonstration and Practice: Practice, demonstration or doing something in practical situation is also an important way of effective communication in administration. When an officer teaches his subordinate(s) by doing something practically, the subordinate(s) can learn and absorb it quickly and easily. But this form of communication is practiced less in bureaucracy.

Basis of relationships

i) Formal communication: Formal communication is the transmission of direction of information in the formal organizational structure. Every individual communicates only with his subordinates directly.

ii) Informal communication: Informal communication can be defined as the transmission of messages between members of a group on the basis of informal relations and understanding among people at the same or different levels and not on the basis of formal relations as given in the organizational structure.

According to Direction

i) Downward communication: Downward communication is the flow of information through the organizational structure level by level, i.e., from higher level to the lower level. Objectives, plans, manuals, instructions, circulars, etc., belong to this type (*Arora 1980*).

Aswathappa (2000) opines that downward flow refers to the communication from supervisors to subordinates and corresponds to the chain of command or line of authority. The primary purpose of this type of flow is to convey job related information to the employees at lower level. Employees need these information inputs to carry out their jobs and to meet the expectations of their superiors. Absence of downward flow results in role ambiguity, stress and anxiety among employees. Typical downward communication includes group meetings, budgets, operational procedures, circulars, office publications and the like.

It can be very frustrating to a boss that his man has been told about an important event before he did. If a quiet senior official, for example a Director General or a Deputy commissioner, deals directly the employees at lower level then the employee may assume the Director General (DG) or the Deputy Commissioner (DC) is the key individual to whom they should go with their problems. The immediate controlling officer or officers may then become superfluous. So in bureaucracy it is a usual practice that the supervisor or immediate controlling officer should receive information before it is given to the subordinate officers or employees under him. If there is any change in administration the members of the supervisory level should be told first. This preserves their status and position (*Uddin 1995*).

Downward communication usually takes place usually in the form of 1) Oral face to face communication through chain of command, 2) Written communication and 3) Personal contact between a higher executive and lower level employee.

There could be five specific reasons for downward communication: 1) *Specific task directives* – Instruction about the job are specifically worked out and are communicated to the employees through direct orders, training sessions, manuals and written directives, 2) *Job rational* – Provide employees with a full understanding of the job and how it relates to other jobs, 3) *Procedures and Practice* – Other obligations and privileges in the system, i.e., vacations, sick leave, rewards and sanctions, etc., are informed to the employees, 4) *Feedback* – This is an appraisal about how a person performs assigned tasks, and 5) *Indoctrination of goals*– This includes communication of the organizations ideology presented in the corporate mission.

Downward communication may be distorted in four ways: 1) *Over reliance on written methods*-, i.e., too reliance on manuals, films, newsletters, public address system, booklets etc., 2) *Message overload*– could be occurred for overburdened with bulletins, memos, letters, announcements, magazines, and policy statements. Employees tend to react by not reading, not listening to the message and sometimes sending all or most message to the circular files or wastepaper basket, 3) *Timing*– Different employees receive messages at different time. Consequently employees or subordinate offices receive information too late or after due time for appropriate action. It implies that management did not want the employees or subordinate offices to have information and 4) *Downward Communication* – Downward communication is used most in bureaucracy. It can be improved by setting specific goal making it accurate, specific and free of hidden meaning and employing easy communication technique to get the message across to the receiver (Aswathappa 2000).

Though downward communication is the most used technique in bureaucracy, it is wise not to put too much faith on it. Bureaucrats who assume that their supervisory hierarchy is an adequate channel for transmitting messages that will readily be received the subordinate offices and employees may be subject to rude shocks.

ii) Upward Communication: Upward communication denotes the flow of information from the lower level to the higher level, i.e., from subordinates to the superiors in the chain of hierarchy. Such communications are summaries of suggestions, complaints, grievances, reports, file works etc. (Arora 1980). Actually upward or bottom-up flow of communication is designed to provide feedback on how well the organization is functioning. Subordinate

officers and employees are expected to provide upward communication about their performance and problems.

Up-ward communication could have five utilities in an organization 1) It encourages the subordinates to participate in decision making and to submit valuable ideas, 2) It provides feedback, 3) It helps the superiors to get to know the subordinates and diagnoses misinterpretations, 4) It disclose symptoms of tensions, difficulties and the subordinates views to the supervisors, and 5) It gives chance to the subordinates to be more committed by expressing all dissatisfactions.

The most common forms of upward communication include 1) Suggestion boxes, 2) open door policies, 3) group meeting, 4) grievance procedure, 5) report of performance, 6) Attitude survey, 7) questions, 8) feedback and 9) periodic meetings between administration and employees.

The upward flow of information is used less than the downward flow in most hierarchical organizations. The top bureaucrats sometimes do not put much importance on it and remain unaware of the true state of affairs of the organization. Sometimes also they tend to not getting themselves involved in the organizational affairs.

The reasons behind this could be 1) their tendency is to direct, control and coordinate people below them. This attitude of bureaucracy may cause serious damage to an office or any sort of organization. Traditionally the bureaucrat's habit is to listen less to the subordinates. Subordinates too, inherit the traditional mindset, they expect to listen to their bosses rather than to be listened to, 2) Sometimes subordinates hesitate to express anything, as bosses do not want to listen. Filtering of information also takes place, 3) In general, employees and subordinates suffer from fear of expressing true feeling as because it may damage his career. Often bosses become vindictive, dangerous and entrust worthy, 4) Employees and subordinates sometimes have little scope to send upward communication, 5) Another problem with upward communication is that organizations typically rely on lower level members to initiate it and 6) The gatekeeper like Private Secretaries, Personal Assistants, Personal Officers, Telephone operators also create major obstacles for the subordinates and also for the outside peoples to establish upward communication with the high officials.

The barriers to upward communication may be removed to some extent by 1) Encouraging upward communication and creating preconditions to it and 2) Implementing Suggestion system; participating informal, casual and recreational events, encouraging employees letters and the upward communication.

It is understood that upward communication requires special attention because the hierarchical organization work against it. This valuable channel of information will not be maximized unless specific procedures are implemented and managers are continually sensitive to the physiological and sociological problems inherent in the procedure.

iii) Horizontal communication: Horizontal communication is also called lateral communication and usually horizontal flow of information takes place between peers. In Government or in private sector every agency has various departments. Horizontal flow of information indicates the relationship between department to department and executive to executive, etc. Horizontal communication is needed to achieve cooperation among group members and between work groups. It also provides emotional and social support to individuals. It contributes to the development of friendship and informal work groups.

The *purpose* of horizontal communication is task-coordination, problem solving, information sharing and conflict resolution among an organization or in an inter-organisational situation. But the critiques discourage horizontal communication due to the reasons: 1) Too much horizontal communication may weaken organisational structure, 2) Too much messages flowing in all direction would lead to anarchy, 3) Departments are reluctant to share information with other departments because of rivalry, 4) Too much job-specialization results in each department becoming an island by itself having little in common to share with other departments and 5) Sometimes managements do not feel encouraged to have fragmented horizontal communication.

The correct balance between vertical and horizontal communication must be maintained. It could be alarming that excessive practice of horizontal communication may produce undermining attitude towards the authority of an organization. On the other hand too little lateral communication can result in a rigid and inefficient organization. Forming committees composed of employees from different departments, creating environment for healthy competition and cooperation, and conducting training sessions for the employees of various

departments working on common goals may help reduce the problems of rivalry and unhealthy competition among the organizations.

iv) Diagonal communication: Diagonal communication takes place between an executive and the members of other work groups. An officer needs this kind of communication to interact with employees in other officers' jurisdictions regarding his particular function – that is functional authority. For example a departmental head under a particular ministry interacts with the officers with the Ministry of Finance or Ministry of Establishment who deal with financial matters or personnel affairs respectively. The diagonal communication network usually does not appear on the organisational chart, but a number of such networks are found in large organizations.

v) External communication: External communication takes place between a high official and outside groups - suppliers, other organizations, creditors, banks, financial agencies, overseas organizations, donors, environmentalists, consultants, political leaders and the like. An office like a ministry or a subordinate department or an autonomous body whatever it might be, it must maintain contacts with outside agencies and external communication is needed for the purpose.

Besides these there is another significant form of communication known as spiral communication, where message does not flow along the direction of a straight line. Particularly in the bureaucratic organizations instead of straight course, flow of information takes a spiral or zigzag way, which could be an example of spiral communication. In this type of communication the information flow could be either upward or downward or the both.

There could be few other forms of communication, which are not covered here for the sake of keeping the span of discussion limited.

It is very important to note here that no single form or type of communication can fulfill the composite communication need of a modern organization. Particularly the communication procedure followed in bureaucracy is obviously a multidimensional combination of all the types and forms discussed earlier.

5.7 CONCLUSION

The bureaucrats in Bangladesh are known by their negative reputation, despite their crucial role in functioning of the state machinery. The country inherits such a bureaucracy that bears a colonial inheritance to the administration and plays special role in exercising state power through application of the experience gathered by them during colonial rule. The bureaucrats have been playing this role since pre-historic age and they bear the legacy of colonial rules in their mind set. Moreover, it has an experience in enjoying the state power in collaboration with the military as their junior partner as part of Pakistani bureaucracy. It is significant that a good number of them participated in the Liberation Movement of Bangladesh; also there are bureaucrats who again served under the Bangladeshi military and the autocratic rulers for long time.

The most significant coincidence is that after independence the bureaucracy in Bangladesh has grown in size and importance to such an extent that it looms, in various ways, as a threat to all other social institutions. This is the reality and that should be taken into consideration in investigating the bureaucratic communication and administrative culture of Bangladesh.

CHAPTER SIX

Internal and Public Dealings: A Functional Approach of Bureaucratic Communication and Some Other Issues

6.0 INTRODUCTION

The objective of communication in bureaucracy is sharing of information for understanding and attaining desired change in organisational perspective. It is an active and continuous process, which involves both senders and receivers (usually the bureaucrats and their publics respectively and vice versa) in transacting messages with updated information for clear understanding of those. In bureaucratic communication the senders of message are usually the seniors or topmost bureaucrats and the receivers to that are of two categories: i) Internal Publics - the employees at work within the same organisation, and ii) External Publics - peoples outside the organisation, i.e., common people, target group or groups of people or peoples at work in other organizations. The bureaucrats' communication with internal and external publics is known as Internal Communication and External Communication respectively. Besides these another type of communication is practised in bureaucracy, corporate offices and companies, known as Public Relations. It covers major aspects of both the internal and external communication and differs from other types by its planned goals and objectives.

Besides these there are some other contemporary issues those have much influence on bureaucrats' communication. Particularly the issues like Bureaucrats' role in the process of democracy and development. Making administration transparent and accountable, Combating corruption in administration and society, Ensuring freedom of press, Fighting against the culture of secrecy, Separation of judiciary from administration, Creating the office of ombudsman and commission(s) alike, Making arrangement for scientific and technological advancement and ensuring its use in the administration are to be addressed properly.

For convenience of discussion this chapter is divided into two parts. In Part A – a few models, different forms and some techniques of Internal and Public (External) Dealing factors of Communication are discussed. It is to be mentioned that there exists a separate

Public Relations (PR) branch or unit in both the public and private offices and therefore a little light has been thrown on PR in the discussion of this part of the chapter too. On the other hand the issues creating influence on bureaucrats' communication are discussed in Part B. The corresponding roles for the bureaucrats as communicator in the given context are also discussed briefly in this part of the chapter.

PART A: INTERNAL AND PUBLIC DEALINGS APPROACH OF COMMUNICATION IN BUREAUCRACY

Actually the nature of the bureaucrats' public dealings depend on the prevailing environment in the administration i.e., existence of transparency and accountability in administration, practice of democratic culture and tolerance, presence of secrecy culture, political environment and pressure groups around, level of corruption and its linkage with vested interest groups, motivation and incentives for good work and a lot of other factors.

Besides these it is also noticed that despite the presence of all the conditions unchanged the bureaucrats' treatment with people differs from situation to situation. Those who come from different culture and economic background particularly (in external situation) the poor, the women and the victims of odd situations; and (internally) the juniors, lower subordinate staffs, honest persons and the victims of situations have to taste the worst treatment from the bureaucrats.

In most situations the bureaucrats love to serve their own group interests, sometimes some of them work as agents of the vested interest groups, and often they show over biasness to the set rules and regulations those create huge impact on their communication with people.

Different aspects of the bureaucrats' communication with internal and external publics are covered in this part of the chapter. Let us see the format as model in general through which the internal and public dealing occur in bureaucracy.

6.1 MODELS FOR INTERNAL AND PUBLIC DEALINGS

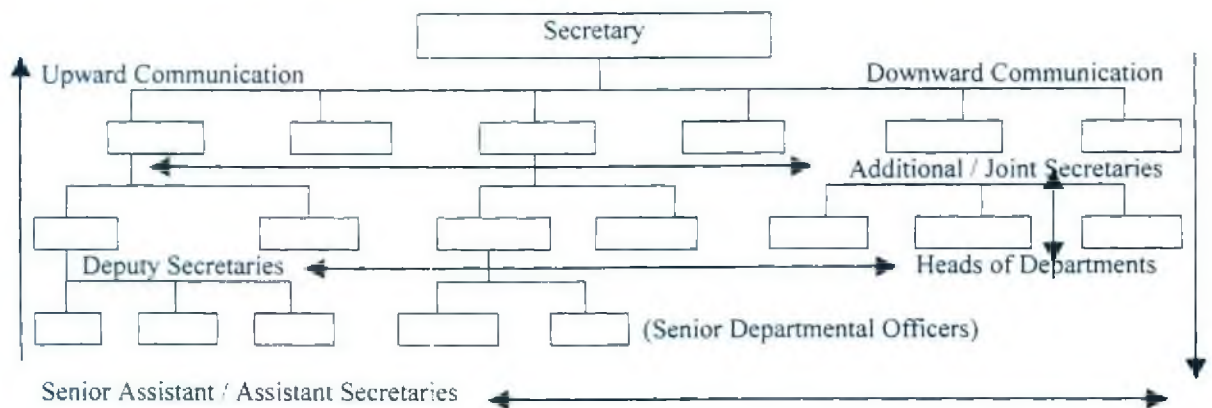
The practice of internal and external communication in the bureaucracy is discussed here as *Internal and Public Dealings* factor of bureaucratic communication respectively. Besides these there is another vital method for bureaucracy to communicate public in an effective way is Public Relation. It interprets the governments programs to the public and

vice-versa. For all the cases of Internal and Public Dealings and Public Relations, communication takes place in various forms and methods. Those are discussed here.

6.1.1 Internal Communication

When communication takes place within the jurisdiction of same bureau or office, then it is called *internal communication*. In traditional bureaucracy the senior most or the top bureaucrats deal with the internal publics of an organisation. This type of communication, *Internal Dealings*, may include one or all of the forms of horizontal, downward and upward flow of information.

Fig: 6.1
Flow of Information in Internal Communication

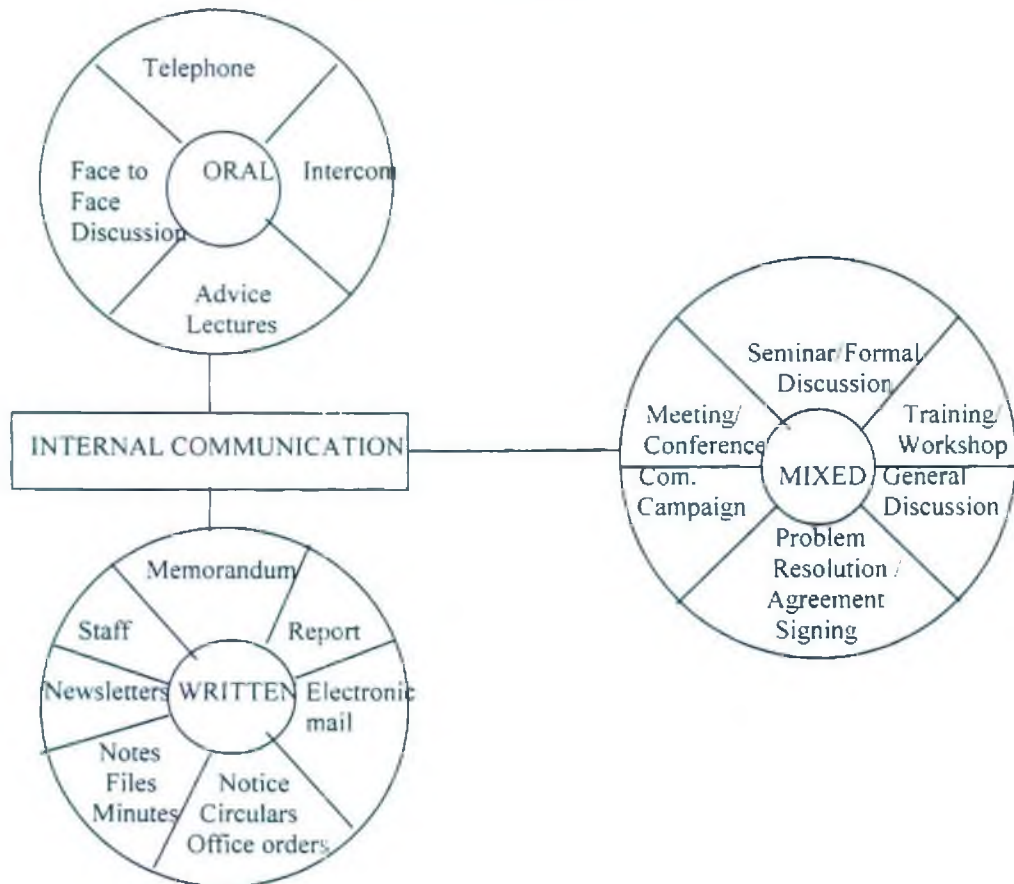


For example horizontal communication takes place regularly between people on the same level like Joint Secretaries, Directors, Departmental Heads, while most communication go downwards from the top bureaucrats to the midlevel officers and then from them to the clerks, lower grade employees and general workforces through the supervisors. However in many offices and companies upward communication is encouraged as channel for the employees and workers to express or raise their views on official or company matters before the authority or to the policy makers (Taylor 1994).

It is obvious that in bureaucracy, Internal communication takes place individually within an office or in an organization. It means that the communication occurs within the officers, staffs and employees – the internal publics of the same organization. When different individuals, groups, persons etc. interact among each other then it refers to internal communication among them. The interaction could take place for purely official or semi-official or even for personal purposes or interests. In this type of communication both the sender and the receiver of the messages are the own people of the organization. The

messages used in the communication could be related to the official functions, interest of the employees, financial benefits and other job related affairs etc.

Fig: 6.2
Internal Communication Model



According to Arora (1980), in offices, internal communication is fundamental to its existence. He explains the causes for which it is so important: a) It acts as an essential means for in-house coordination; b) It helps establish command and control over office through conveying messages, c) Internal communication is the key to office systems and routines, d) It maintains the downward and upward flow of information from the top to the bottom and from the bottom to the top of an organisation, e) It serves as a vehicle to motivate the employees of an organisation to achieve its goals and targets, f) It ensures proper, in-house and updated flow of information and keeps the wheels of an organisation running, g) It inspires the employees of an organisation to face challenges and competitions, and h) It projects positive image of an organisation to the public. Characteristics of a good system of Internal Communication are its simplicity, economy, clarity, close attention, integrity and informal nature.

Usually in the offices or in the organizations Internal Communication takes place in written or oral form and sometimes the form could be a mix of both the two. The example of Internal Communication could be a) Office memo, other correspondence, notice, circular, office order, note, file, minute, electronic mail, staff news-letter etc. in the written form; b) Telephone, intercom, face to face discussion, speeches, interaction, etc. in the oral form; and meeting, conference, seminar, workshop, group discussion, training etc. in the mixed form.

6.1.2 External Communication

Taylor (1994) describes in his book that *External Communication*, is the communication with people outside one's own office or organisation. This type of communication usually occurs to fulfil organisational demand or interest.

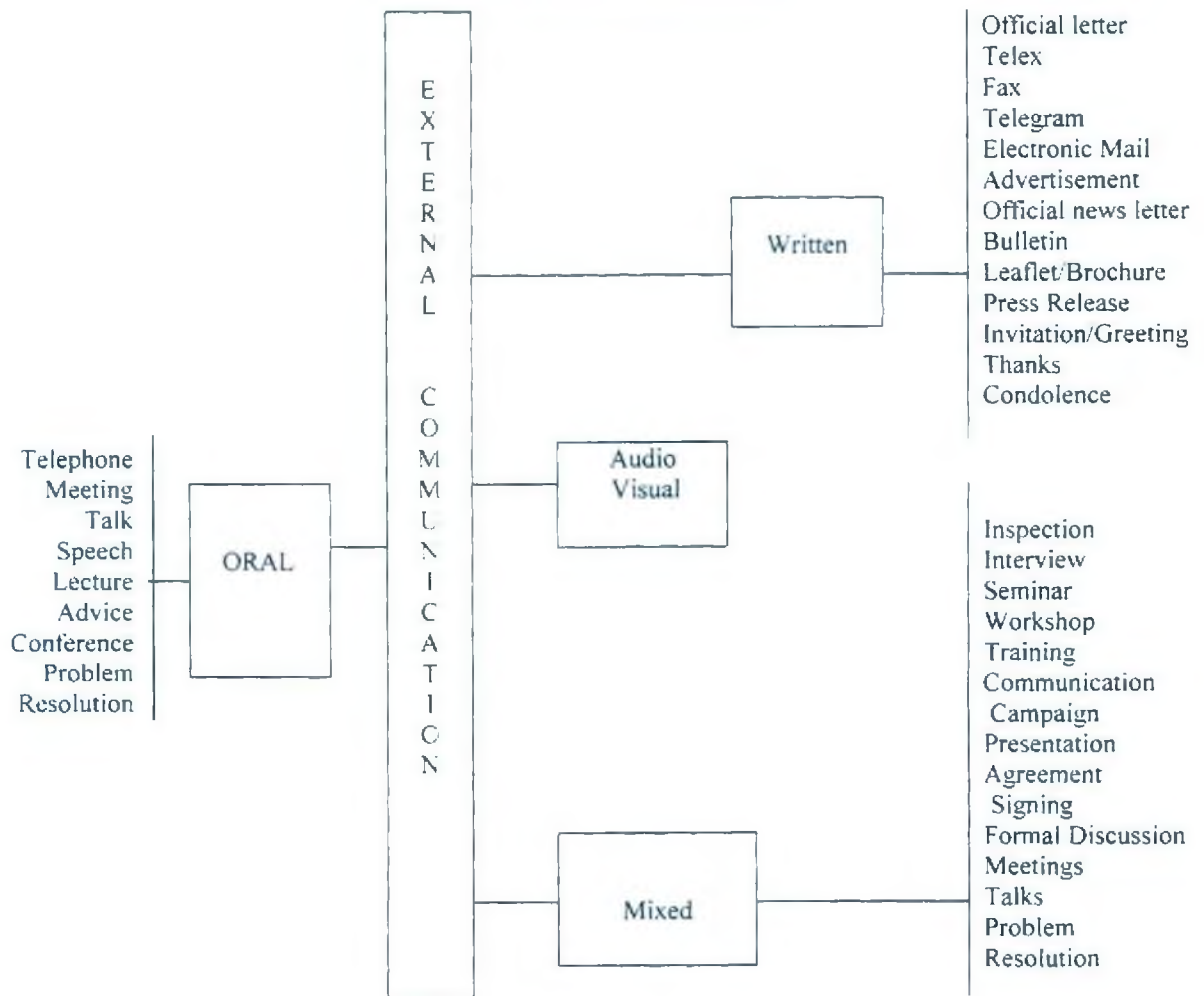
On the other hand, according to Arora, external communication can be described as the transmission of information to the people outside the bureau or organisation and also reception of that from outsiders (Arora 1980).

As in this case, ideas and opinions are exchanged between a bureau and the public; the type of communication is very close to bureaucrat's way of *Public Dealings*. It indicates the public dealing factor of external communication of an organisation. This is an organization's means of establishing contact with the outside world.

External Communication could happen in any of the three forms, namely – oral, written and mixed - through different methods / formats:

- a) *Oral* conversation through Telephone, Meeting, Talk, Conference, etc.;
- b) *Written* communication through Official Letter, Telex, Fax, Telegram, E-mail, Advertisement, Leaflet, Brochure, Press Release, Press note, Statement, Invitation, Greetings, Thanks, Condolence etc.;
- c) *Audio-visual* demonstration through advertisement, Film including feature and documentaries, Video and audio materials, Electronic media etc. and
- d) *Mixed* methods of communication through Seminar, Workshop, Training, Communication Campaign, Agreement Signing, Formal Discussion, Meeting, Talk, Problem Resolution, Interview, Inspection, Inquiry, etc.

Fig 6.3
External Communication Model



6.1.3 Public Relations:

Public Relation (PR) in Government is the composite of all the primary and secondary contacts between the bureaucracy and the citizens and all the interaction of influences and attitudes established in these contacts (McCary, quoted in Goel 1994). Actually PR covers both the Internal and External Communication of an organization and many other related issues.

Dominick (1996) describes that PR involves with public opinion and the PR professionals attempt to influence public opinion in a way that is positive to the organisation. PR departments gather information from their publics and interpret those for the top managers. It is concerned with both internal and external communication. It is a two-way channel between an organization and its publics. The PR professionals explain the organizations' actions to various publics involved with those. They also pay close

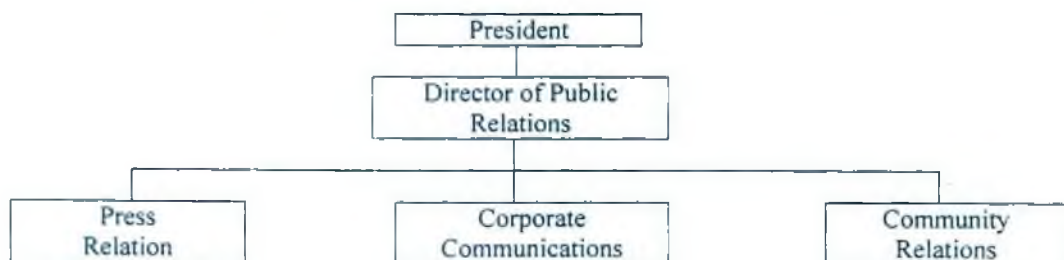
attention to the thoughts and feelings of both the internal and external publics, where the *internal publics* include the in-house officers, employees, managers, supervisors, professional associations, labour unions, stock holders etc. of an organisation and the *external publics* include the policy makers outside the own organization, various target groups, other organizations and their internal publics, common people, suppliers, members of the community, mass media and others concerned.

Public Relations (PR) have a management function as it is designed to help government or company set policies to make an adjustment with the first changing global environment. PR activities are planned, organised and directed towards specific goals and objectives. On the other hand the PR professionals perform a wide range of services including promoting organizational image, counselling management, preparing annual report, handling news release and other forms of media coverage, supervising employees, maintaining internal communication, promoting other special events, raising fund, lobbying for achieving goals, maintaining community relations, writing speech, and a lot of others.

The major areas of PR practice are government and politics, business, education, hospitals, NGOs, professional associations, entertainment and sports, international cooperation among branches of local and global news media etc. Specially the contemporary activities of government PR demands attention through which governments activities are explained to the citizens, which assists news media in their coverage and communicate back the opinions of the publics.

Political PR is another growing field. During election candidates in US hire PR experts to help them get their messages to the voters. The importance of PR in government and politics in the Subcontinent is also increasing gradually.

Fig: 6.4
Arrangement of an US Corporate Public Relations Office



In the recent Lokeshava (National Assembly) election held in 2004, the Indian political parties demonstrated a massive use of PR at the cost of a huge budget; for example, the

BJP raised the *Shining India* slogan and conducted a vast communication campaign using modern technology. In some of the recent Pourashava (Municipal Council) Elections in Bangladesh, the candidates created instance by sending e-mail messages to the thousands of voters simultaneously taking the support of high-tech PR.

6.2 DIFFERENT FORM OF INTERNAL AND PUBLIC (EXTERNAL) DEALINGS

Bureaucratic communication in internal, external and PR situation, takes place in five major forms and those are 'oral', 'written', 'audio-visual', 'ICT' and 'mixed' form of communication. It is pertinent to put a few introductory words on each of those.

Like family, in organisation and other places **Oral Communication** plays very important role. This form of communication acquires the maximum of the total time we spend for communicating both in formal and informal situation. Telephonic conversation, interpersonal interaction, group discussion, speech, talk, interview etc. are the common methods of oral communication used in the bureaucracy.

On the other hand **Written Communication** is the formal way of communication and it is used most in bureaucratic situation. Written communication occurs through writing letters, issuing circulars, putting notes in files, transacting messages, publishing printed matters, preparing news items, disseminating information among the publics etc. It helps bureaucrats in keeping permanent records of historical importance and the national events. Actually written communication is said to be the heart of bureaucratic pattern of communication.

Audiovisual Format of Communication is occasionally used in bureaucracy. Usually Films, documentaries, audiotapes, TV programs etc. fall under this category. Both sound recording and pictorial documentation of occurrences are put together in celluloid through this media, so it tells about vivid detail of a situation even after hundreds of years. Modern scientific development has huge new formats of audio-visual communication. Massive use of audio-visual communication made it extremely popular all over the world. Now among the bureaucrats also the rate of using audiovisual format of communication is increasing day by day to make any presentation authentic and colourful.

Information Communication Technology (ICT) is completely a different and new type of communication introduced in the bureaucratic environment of the traditional

administrative system prevailing in Bangladesh. The recent phenomena of office communication through ICT are accomplishment of text creation, gathering information, communicating others through internet, publishing website, establishing computer networks, sending e-mail, organizing e-conference, making colourful presentation and display of information through computer. It is growing and expanding very fast, and the Government of the People's Republic of Bangladesh (GPRB) has declared it to be the thrust sector for development of the country.

The *Mixed Format of Communication* includes more than one or all of the oral, written, audiovisual and ICT formats of communication used together. The mixed methods of communication are now a day being very popular among the bureaucracy as it is the most convenient way to use all the suitable means of communication to express anything completely.

6.3 TECHNIQUES OF INTERNAL AND PUBLIC DEALINGS

As many as 15 (fifteen) techniques¹ of *Internal and Public Dealings* are identified and those are being practiced in the bureaucracy in Bangladesh. The techniques are discussed here sequentially: a) Using Telephone, b) Face to Face Communication, c) Letter, d) Files and Notes, e) Summaries and Abstracts, f) Messages and Quick Transmissions of Information, g) Printed Matters, h) Publicity, i) Special Messages, j) Audio Visual Messages, k) ICT, Computer, Internet, l) Meeting and Discussion, m) Training and Workshop, n) Visit and Inspection, and o) Communication Campaign.

a) *Using Telephone*

Telephone, popularly known as phone, is actually the extension of oral communication through the use of a mechanical device. Since its invention the concept of communication has changed in a revolutionary way. Now it is the most used communication tool in the households, business houses, communities and offices irrespective of internal and external communication and Public Relations. Per head telephone use in both official and private affairs is now considered as the indicator of modernisation for a nation or a society. In fact telephone and IT communication has changed the whole world in to a small village.

¹ The commonly used formats, methods and techniques of Internal and Public Dealings in Bureaucratic Communication are portrayed in table 6.1.

Table: 6.1
Techniques Used in Internal and Public (External) Dealings in Bureaucratic Communication.

Formats and Methods of Communication		Techniques used in		
		Internal Communication	External Communication	Public Relations
O R A L	a. Phone	1. Telephone/ Intercom/ Mobile Phone	1. Telephone/ Mobile Phone/ PABX/Intercom	1. Telephone/ Mobile Phone
	b. Interpersonal or. Face to Face	2. Interpersonal/ Face To Face/ Group Discussion	2. Interpersonal/ Face To Face/ Group Discussion/ Speech/ Talk	2. Interpersonal/ Face To Face Conversation/ Group Discussion/ Speech/Talk/Interview
		3. Thanks/ Sympathy	3. Invitation/ Greetings/ Thanks/ Condolence/ Speech	3. Invitation/ Greetings/ Thanks/ Condolence/ Speech
W R I T T E N	c. Letter	1. Memorandum/ Circulars/ Notice/ Office Orders/ Applications/ Resolutions/ Minutes	1. Letters/ Memorandum/ Circulars/Notice/ Office Orders/ Appointment Letter/ Resolutions/ Minutes	1. Press Communiqué/ Press Notes/ Telex/ Fax Messages/ E-Mail
	d. Files and Notes	2. Notes/Files	2. Files/Summaries/ Abstracts	2. No. Files
	e. Summaries and abstracts	3. Summaries/ Abstracts	3. Summaries/ Abstracts	3. Summaries Required
	f. Messages	4. Written Messages	4. Fax / Telegram / Telex	4. Fax / Telegram / Telex
	g. Printed Matters	5. Report/ Booklet/ Write Up/ Article/ Professional Publications/ Bulletins	5. Report/ Leaflet/ Booklet/ Write Up/ Article/ Professional Publication/ Bulletin	5. Bulletins Booklets/ Article/ Leaflets/ Posters/ Grating Cards/ Diaries/ Calenders
	h. Publicity	6. News Brief/ Press Trend/ Press Briefing	6. News Brief /Press Briefing/Publicity	6. News Brief/ Press Release/ Press Conference/Press Trend/ Handout/ Publicity/ Corrigendum
	i. Special Message	7. Thanks/ Sympathy/ Reaction	7. Invitation/ Greetings/Thanks/ Condolence	7. Greetings/ Condolence/Reaction /Visiting Cards
	Audio Visual	j. Audio-visual Media	Audio Tapes/Film/ Video/Documentary/ OHP/Multimedia Projector	Film/ Television/ Video/ Documentary/ OHP/ MMP/ Audio Tape/ Radio
ICT	k. Information and Com. Technology	Computer/ ICT/ Internet	ICT/ Computer/ Internet/ E-Mail/ Website/ E-Conference	ICT/Computer/ Internet/E-Mail/ Website
M I X E D	l. Meeting and Discussion	1. Meeting/Periodic Gathering/Preparing Minutes	1. Meeting/ Talk/ Conference/ Agreement Signing	1. Anniversary/Day Observance/Reunion
		2. Discussion/ Presentation	2. Seminar/ Symposium / Dialogue/Presentation	2. Discussion/Talk Shows/Presentation
	m. Training and Workshop	3. Training (OJT)/ Brain Storming	3. Workshop/Training /Brain Storming	3. Demonstration
	n. Inquiry and Inspection	4. Inquiry	4. Inquiry/Inspection /Visit	4. Visit/Press Brief
	o. Communication Campaign	5. Preparation For Communication Campaign	5. Communication Campaign/Indigenous And Folk Events/ Cultural Shows/ Festivals	5. Communication Campaign/Banner/ Festoons/Advertisement /Folk Events

Particularly in offices officers, employees, and their internal and external publics use telephones for exchanging message, information, instruction, advice, circular, order etc. Also telephones are inevitable for PR professionals for rendering their every moment-services.

Telephone is a means of instant communication, which achieves instant responses. As a person in one end the source cannot see the other with whom he is communicating. In any organization the person on the telephone represents the office to the outside world. There can be nothing more damaging for Public Relations than a telephone call, which leaves the caller frustrated and no better informed than he or she before started (Taylor 1994). But the effort of creating a positive impression through telephone of any organization are the wishes to convey to the outside world. in an efficient, friendly and progressive office; eager to give better services and ensure good Public Relations. Therefore a bureaucrat when talking over phone should always be careful of his role of ambassador of his own organization. He should always remind that telephone is not at all purely internal, external or PR means of communication and now most of the telephone systems combine internal, external and even global connections together (Arora 1980). The commonly used telephone systems that are available in our offices are i) Direct lines, ii) Direct lines with extensions, iii) Private Automatic Branch Exchange (PABX) system, iv) Private Exchange system, v) Intercom system, vi) Executive or house telephone system, vii) Radio telephones, viii) Telephones with NWD and ISD facilities, ix) Telephones with recording and answering facilities, x) Cordless telephone services, and xi) Mobile telephone services.

The recent development of mobile telephones or cell phones has widened the vast scope of telecommunication.

b) Face to face communication

Face to face or interpersonal communication is very useful in bureaucratic situation. It is often effectively used in all the cases of internal and external communication and Public Relations. In bureaucracy, this type of communication has some special effects. Particularly the physical presence of the seniors influences the communication greatly and the juniors carry out their orders instantly. Also there is a scope for the juniors to communicate their reactions to the seniors. But in bureaucracy interpersonal communication may also create adverse effect as the juniors may not be willing to express themselves in the presence of their seniors.

Usually in offices, in internal situation, the interpersonal interactions take place in the form of informal conversation, gossip, talk and small-group discussion. Colleagues including seniors and juniors, exchange personal experiences, pass instructions and opinions and convey emotions, thanks, sympathies etc.

In external and PR situation, interpersonal conversation may take the form of a private or group discussion, speech, talks, interviews both in formal and informal ways. Formal invitation, conveying greetings, thanks, condolence, presenting gifts, delivering short speech etc. are examples of interpersonal communication. Intonation of voice, facial expression, gesture, posture, movement, etiquettes, dresses, costumes etc. play very important role in interpersonal communication. Use of appropriate language and careful listening are also very important in interpersonal situation.

Planned talks supported by prepared notes and relevant documents; taking account of the position, background, knowledge and experience of the person talking with; relevant information of the situation and topic; open-mindedness, raising counter arguments; using simple language and creating a congenial atmosphere for talking make interpersonal communication effective.

c) *Letter*

We know written communication is very respected all over the world as it offers a number of advantages. It provides exactness, precision and wide coverage of messages. Here physical presence is not essential. It eliminates disadvantage of physical movement in the office and provides ideal means of conveying plans and policies for better communication (Arora 1980).

Letter is a written form of communication and is used world wide very frequently in the bureaucracy. Also in the bureaucratic communication in Bangladesh it occupies a major place. Usually in bureaucracy the letters² are classified in to four categories, namely 'Top-secret', 'Secret', 'Confidential', and 'Restricted'. The labels 'Top-priority', 'Immediate', 'Urgent' attached to the letters are the indicatives of the weights and priorities of the letters. Usually an *Issue And Receive Section* is maintained in every office for keeping track on transaction of letters (MOE).

According to the *Secretariat Instruction* of Bangladesh there are thirteen categories of letters, the accepted written forms of communication in bureaucracy, which follow: 1) Official letters, 2) Office Memorandum, 3) Semi-Official Letter, 4) Un-Official Note, 5) Endorsement, 6) Notification, 7) Resolution, 8) Press Communiqué / Note, 9) Telegram,

² Received in and disbursed from an office.

Teleprinter and Telex Message, 10) Office Order, 11) Circular, 12) Express Letter, and 13) Saving-Gram. Some of these categories of letters are discussed here in brief.

1) **Official Letters**, usually, convey government's opinions and orders. It is used for conveying all official sanctions for the Supreme Court, Public Service Commission, eminent personalities, and attached and subordinate departments and offices. But it is suggested not to use in exchanging letters amongst Ministries and Divisions of the Government.

2) **Office Memorandum** is used for i) Exchanging correspondence among Ministries and divisions, ii) Conveying information³ to Attached Departments, Subordinate Authorities, Divisional commissioners, District and Upazilas and other subordinate offices of the government and iii) Responding to those who filed petition, applied for appointments, etc. In the office outside the government, memos are used for passing information, making requests for action or information and for acknowledgements of the same.

3) **Semi-Official Letter** is sent to a recipient with the intention to draw the recipients' personal attention on a particular issue. The letter is written in the first person with due salutation and subscription. The letter is also known as Demi-official (DO) letter in brief.

4) **Un-Official Note** or 'UO Note' is used to consult among ministries/ divisions and attached departments on the areas agreed upon. UO notes written in the files are sent to its destination. But self-content UO notes could be sent without files.

5) **Endorsement** of a letter is required when it is needed to send a number of copies of the original one to other persons besides the main recipient. Below the main body and signature of the sender of the letter a few words like 'Copy for information and Compliance...' is written followed by the list of the additional recipients along with their names, designations, addresses etc.

6) **Notification** is very important form of letter, used very frequently in government offices as well as in NGOs, Private organizations, Business houses, Companies, etc. In general cases 'notification' is used to inform common matters, calling meetings etc. It is a common practice that notices are hanged in the boards. Usually notice or bulletin boards are considered very effective in reaching the general staff to whom they are aimed at

³ Not equivalent to government order.

(Taylor, 1994). In the central government *notification* is used very frequently for issuing ordinance, rules, laws, orders; appointment, leave and transfer of the gazetted officers and other matters those needed to be notified in the gazettes.

7) **Resolution** is used to declare officially the important policy decisions of the government, appointing committee or inquiry commission and output of the study of the reports received from such bodies. The resolution form of letters is used in the central bureaucracy, but in peripheral government and non-government offices, and in other organizations 'resolution' means the meeting document. As meetings provide an opportunity for exchanging and sharing ideas and information, the minutes of a meeting provides valuable written record.

8) **Press communiqué/Note** is a form of letter issued by an authorised officer to publicise government decision when required. A press communiqué or press note is usually prepared with the discussion of Press Information Department and is issued through it.

9) **Telegram, Teleprinter and Telex Message** are sent in case of emergency or urgent need. Usually letters sent through these devices become very short and precise. Usually senior officers up to the level of Joint Secretary and above issue these types of urgent letters. Sifter letters containing secret affairs are sent through Cipher Bureau. Once these letters were very frequent, but now due to technological developments like fax, e-mail etc. use of those old forms have been replaced.

10) **Office Order** is issued to inform official instructions to be followed and to inform matters related to appointment, promotion, leave etc. of the non-gazetted employees.

11) **Circulars** may take the form of ordinary letters, memorandum or endorsement according to the necessity. Circulars are usually issued to more than one offices and persons. Circulars or questionnaires may be distributed so that all staff receive a copy and can follow or complete it with their remark on a specific matter.

12) **Express Letters** are written in similar language used in Telegram messages. These types of letters are sent through express mail, but the recipients consider these to be telegrams. Express letters reduce the cost of sending telegraphic messages.

13) **Saving-Gram** is a coded version of express letter and it is used in case of confined overseas communication. These types of letters are sent by diplomatic bag and ensured

through registered mail. In all other respects these are considered as sifter telegram message.

d) Files and Notes

According to Secretariat Instruction 1976 file means a set of relevant papers, documents, letters, notes, orders and other information on a particular issue arranged together under the cover or folder with a code number on it.

Usually two major parts, namely 'note' and 'letters' constitute a comprehensive file. Notes are written comments or logical remarks on a particular problem in a view to resolve it. Notes may also include summaries of old documents, description or analysis of the problem to be resolved, proposals relating to the way of the resolution, and the ultimate orders on it. On the other hand, the 'letter portion' of a file contains all the related and supporting papers, documents, information, letters, etc. on that particular issue.

Writing notes and putting all the relevant documents sequentially in a file is a practiced art in bureaucracy. For dealing with internal publics in the bureaucracy files and notes play very crucial role. It works as permanent memory in the institution and help decision-making. Particularly writing notes is considered as the core activity in file management. Prior to take any decision on an issue its background, consequences, legal and logical aspects, positive and negative sides, precedence's, references and sources of information etc. are described and analysed comprehensively in notes. Notes are chronologically arranged in separate paragraphs, each marked by an individual number. It is written in lucid and standard language. Actually notes are recorded history of any decision taken in bureaucracy.

Files, notes, abstracts and summaries are mainly used in case of internal communication of an office; where as its use in case of external communication is very limited and it is almost absent in Public Relations.

e) Summaries and Abstracts

According to *Oxford Advanced Learner's Dictionary*, **Summary** means a short statement that gives not details but only the main points of something i.e., elaborate statement, speech, case history, story or events. Summary indicates expressing something briefly in a well-organised and sequential order. By no means it indicates short cut to the main points

of anything. It is an art to save valuable time of a senior most and the busiest executives or statesmen or other important persons.

The characteristics of an ideal summary are its i) clarity, accuracy, facileness and unity of statement; ii) self-sufficiency; iii) continuity; iv) consistency; v) fluency of relevant information; vi) expertise in writing, vii) comprehensiveness; viii) specific proposal for the issue under consideration, ix) specific recommendations for taking decision, and x) accuracy in semantics and spelling.

Through summaries it is tried to resolve problems by summarising elaborate case history and presenting it to the higher authority. Especially self-explanatory summary is submitted to the president, the members of the cabinet or the cabinet committee for taking approval of important decisions on a major issue. When it needs to consult with other ministries or divisions on a complex and lengthy issue, the whole matter is to be placed before the secretary in a summary format. Besides these, extensive and complicated events are also placed before the heads of the departments or office chiefs through summaries.

On the other hand *abstract* is a written summary. It means a short piece of writing containing the main ideas in a document. The *Oxford Dictionary* mentions that both the words *summary* and *abstract* are synonyms to each other. But in bureaucracy, summary is more acceptable form of written communication used both in dealing with internal and external publics. But abstracts are often affixed prior to the introduction of a report of an extensive article or a major book to introduce the main ideas and points imbedded in it, which is very difficult to find out for a busy executive or an ordinary people due to scarcity of time. It has also great resemblance with the preamble of a book. It is neither summary nor preamble, but it is something intermediate between the two. Abstracts are used as tools for both internal and external communication in bureaucracy.

f) Messages and Quick Transaction of Information

Traditionally written messages, reports, booklets, leaflets, brochures, commemoratives, banners, festoons, news briefs, press trends, press releases, press notes, handouts, corrigendum etc., and a lot of other methods are used for instant transmission of messages and transaction of information for both internal and external communication in offices. Almost all the methods are used in Public Relations.

Messages, specially written messages, are the most frequent method of written communication. In internal situation, it is written on plain paper and passed on to the intended person. But in external situation and in Public Relation, due to sending mechanism, separate methods are used and for different methods used messages take different shapes, i.e., Telegram, telex and fax messages individually are of unique nature.

g) Printed Matters

Printed matters are very important ingredients for both of the internal and external office communication and Public Relations. Write-up, report, booklet, article, professional publication, brochure, leaflet, commemorative, poster etc. are the printed matters used for the purpose.

For internal office communication write-ups on specific topics, reports on issues or situations, booklets on policies rules regulations and guidelines, and in some cases articles containing relevant information are frequently consulted. In some cases these types of materials are circulated among office staff for creating opinion on a particular issue. Some times references are made out of it and also professional publications are used for the purpose.

Printed matters are more important for establishing communication with external publics. For example a lot of public departments including the Agriculture Extension, Family Welfare, Cooperative etc. frequently publish booklets, write-ups and sometimes professional publications for creating positive attitude in support of their organisational activities, aims and objectives.

They circulate these countrywide among their target groups and the relevant peoples, offices, organizations and associations. Some times they insist renowned personalities to write articles on the issues and arrange publish these in professional journals, official bulletins or newspapers. For PR purpose all the ways discussed are pursued. Also leaflets and posters are used to draw attention and pursue the people for attaining organizational goal.

h) Publicity

Publicity is defined as an act or business to make something known to the public or to advertise something. It is the business of attracting the attention of the public to something

or somebody. In other words anything done to attract attention of people is publicity. Publicity could have different meaning for different organization according to its goals and intentions. For example to a profit-oriented organization it is simply advertisement; to an ambitious politician it could be publishing news and picture about his / her interest in a newspaper or in other media.

But actually in the government publicity means letting people know what are the activities and services a government department renders; what are its aims, objectives and policies; what are the programs or activities of the organization; explaining the situation of an event and expectation of the government out of it; and the benefits it could earn for the betterment of the people or to the country. For doing these each and every department has mechanism of its own. Besides these there are at least dozens of full-fledged public departments for direct or indirect accomplishment of the overall government-publicity.

In bureaucratic environment, publicity of the government is ensured through disseminating news in the mass media and news agencies; organising press briefing and press conferences; issuing press release, handouts, press notes, and corrigendum's; preparing press trends and news briefs and circulating these among the concerned people and conducting other PR and propaganda activities. Here a few events of publicity are described in brief.

News

News in the government offices essentially means the report of an event, development or opinions expressed by the PR professionals, reporters, editors, and sometimes by the politicians and the top bureaucrats acting as agents for public. It is believed that it will create interest among some or a great many of those who receive it.

News Brief and Press Trends

A collection of news of a particular ministry or a public department published or broadcasted on a particular day in print or electronic media is termed as *News Brief*. The concerned people engaged by the organization or ministry prepare it regularly. News briefs are distributed among a few selected high-ranking officers like the head of the ministry or organization. In Bangladesh the Press Information Department (PID) prepare news briefs for the President, Prime Minister and for the Members of the Cabinet everyday. Radio Bangladesh monitors radio news of different countries and prepare brief

on the basis of it. Usually news briefs are prepared very early in the morning and sent to the destination by 9 AM in the early period of the office hour everyday.

On the other hand *Press Trend* is a brief statement of major news items published or broadcasted in different media on the particular day. It indicates a general trend in which the press is changing its direction. Usually press trends are prepared for the statesmen and the supreme officials of a ministry and in some cases for the head of the department when asked for.

Press Release, Handout and Press Note

An official statement made to the journalists by a large organization, a political party, a government department or a ministry is known as *Press Release*. It contains description of newsworthy event or activities accomplished by the organization. The main objective of a press release is to convey news or message to the people.

Handout is a free document that gives information about an event or a matter of public interest that states the views of government or a political party. In Bangladesh government handouts are issued by the PID on behalf of the government on the basis of press releases sent to them by the PR professionals of the concerned departments or ministries.

On the other hand government, to let the people know about any policy matter or an important event, issues *Press Note*. Press Notes issued by any of the ministries on any matter are considered to be the government's view on the issue.

Press Release, Handout and Press Note – all these three are to be prepared objectively on the basis of newsworthy issues or events. It should be recalled that all these three items are taken in to contingency and granted as evidence by the courts.

Corrigendum

A ministry or department issues corrigendum when it finds that any media has published news on them in any medium with false, aggregated and fabricated way. Actually it is a protest against the media for doing wrong. There is a legal binding on the media to publish a corrigendum with due importance.

Press Briefing, Press Conference and Propaganda

Press Briefing is organised to distribute background materials for creating interest among the journalists and other people concerned. No hard news is expressed in a briefing and it takes the shape of an informal and relaxed gathering of the media people. It is usually followed by lunch, dinner or light refreshment in the evening. Sometimes press kits containing background materials, stationaries for writing, and token gift are supplied in the Press Briefing.

But *Press Conference* or news conference is organised in the form of a meeting at which some body; usually a minister or a renowned personality or a high official or any one else talks to a group of journalists to make an official statement and answer their questions.

Act of propagating ideas or statements that may be false or exaggerated and that are used in order to gain public support and attention for a political leader or a party, is usually known as *Propaganda*. It is an intentional publicity, to gain confidence anyway, even facts are suppressed and people's attention is diverted in an intelligent way. There may be two types of Propaganda – open and secret, while publicity for religion is open and publicity for an under ground political party is the example of secret publicity. Memory of Propaganda during the India–Pakistan war in 1965 and that of the War of Liberation of Bangladesh in 1971 could be recollected in this regard.

i) Special Message

Special Messages, in internal situation, include thanks giving for satisfactory or good work conveying sympathy for passing bad time for any reason, expressing any sort of reaction to the colleagues and senior or subordinate co-employees. It could be in the form of reception, condolence, special meeting or interpersonal interaction. Exchanging salutations, token gifts, greeting cards, inviting in family gathering etc.

In external situation, special messages take the shape of inviting dignitaries, well wishers and concerned people in a formal or informal programs; sending greetings card on occasions; conveying felicitations on Victory Day, Independence Day or on any other happy occasions; condolence message to the bereaved family of a deceased person or to a distressed community in disastrous situation etc. In external situation special messages are sent or conveyed through formal or official letters, in some cases through making statement in the media and organising special gathering, meeting, cultural program etc.

For PR purposes all the ways expressed may come together or separately. But in any case, effort of the PR man adds extra feather to its flock. Exchanging greetings and visiting cards, conveying condolence and thanks all these are very frequent to a PR man.

j) Audio Visual Media

Audio visual media, used in official or bureaucratic communication includes radio, television, film, documentaries, news reels, audio and video tapes, CD and DVD, overhead and multimedia projectors, and a lot of other modern devices. Some of these are used in internal situation, and all most all of them are used in external situation. As in PR situation Radio, and Television are the mostly used tools of communication. A brief discussion on radio, television film and documentaries is presented:

Radio

Radio is a very powerful medium in a developing country like Bangladesh. As literacy rate is very low here, print media fail to reach the illiterate folk of the urban and rural area. Moreover all literate people also do not read newspaper; television set is beyond the reach of the most of the poor and rural people. But radio-set is a low cost item and it could be made available even in the remotest corner of a village, a boat or a fishing trawler in the sea, or in the deep of a forest. Also the illiterate people easily understand the message sent through radio, they enjoy radio programs and be motivated accordingly. Particularly in war situations and during or prior to disaster radio messages become very effective and necessary. Nearly 20 per cent of the total population of Bangladesh listen to radio programs. So for sending messages instantly to the cross section of people of the country, radio acts as a powerful medium. There are departments, those feed news to radio and some departments monitor news broadcasted from different radio stations of different countries around the world. Bangladesh Betar is the national radio of Bangladesh. It has wide network throughout the country. Recently a few private radio stations have also started working in the country.

Television

Television at the moment is the most powerful mass medium in our country. According to an account received from BTV, in 2002-2003 financial year there were 10,78,268 licensed TV sets in our country (Source: Statistical Year Book 2002). Moreover some unofficial sources assume that there could be an equal number of TV sets without licence. So in total the

number of TV sets in the country could stand at approximately 2.1 million. The viewers of TV programmes are also increasing very rapidly.

As on TV screen a viewer can watch latest news of home and abroad and other entertaining programs with moving pictures and sounds together, it is gaining popularity very fast. Satellite TV channels have brought the whole world within the grip of every one in the truest sense. The government often dominate the state-run TV channel but the private channels are available now and they are a bit free to express their opinions.

Television, like other furniture, is becoming integral part of office elements day by day. In offices people enjoy TV news, sports, games, and sometimes other entertaining programs. Videotapes and documentaries of official programs and other necessary programs are also played on TV with the help of video equipments and accessories. In internal situation TV is occasionally used for training and educational purposes. Concerned people work for projecting positive image in the media. It also acts as an external agent, as it is a carrier of new information to the administration as well as in the bureaucracy.

PR men of a ministry or a public department always remain busy with TV crews and journalists; his endeavour is to project the organization's activities to the people through TV and other media.

Films and Documentaries

Film, also known as '*moving mages*', is a series of moving pictures recorded with sound that tell a story, shown on the screen at the cinema hall or movie theatre or on television (*Oxford Dictionary*). Film could be in colour or in black and white.

The Federation of International Film Archives (FIAF) defines 'film' as a process of recording of moving images, with or without accompanying sounds, film, video tape, video disc or on any other medium now known or to be invented (*Hayat 2004*).

Film from its making up to exhibition is completely a machine based process. Usually at the time of making 24 frames of photographs are taken per second and at the same rate it is projected on the screen or a wall at the time of exhibition.

Though film is primarily considered as an entertainment media, but from its inception, it has been using multidimensional functions like conveying information, educating and persuading people and providing them with entertainment.

Film as it contains sound, effect, colour, evidence, culture, heritage, time and everything of an event of a society together, it is considered as a complete medium in compared to various limitations of other media. This is why Film has emerged as the most powerful mass media in the contemporary world.

Full or short length films, documentaries, news reels, TV programs, video tapes all are different forms of films we use everyday for various purpose. Now a day with the aid of ICT, CDs and VCDs, the digital form of films, are available in the market.

It is observed that the offices are using digital and in some cases traditional form of films increasingly in Bangladesh. For analysing and understanding the real situation and for making an effect of reality in case of presentation etc. all the ways of internal, external and PR situation the using of films have been increasing in offices as well as in bureaucracies.

k) ICT, Computer, Internet and official communication

In recent years there has been revolutionary change in communication technology. While paper-based manual systems for processing information and communicating still exist more and more office functions and procedures are now being undertaken by computer-based technology (*Taylor 1994*).

One person with one computer can now send a message relatively cheap to a potential audience of millions. It means, everybody with a computer and a modem, through travelling on the information super highway, can be turned in to an influential mass communicator (*Dominick 1996*).

The implications of such information technology on communication methods cannot be ignored. Actually the technology always requires people behind it. In offices and organizations communication takes place among and within the people who serve there and also with others outside the organisation that have any sort of business with those in multidimensional ways. Among these large group of people including the operators, scientists, technocrats, generalists and others working in bureaucracy are being involved more and more in Information and Communication Technology (ICT). Text creation, inputting data, sending messages orders and circulars, downloading information from other sources, analysing reports, using database for quick decisions, audio-visual

presentation of information etc. are the areas where the bureaucrats are taking interest increasingly.

Computer

Computer is an electronic machine that can store, organise and find information, do calculations and control other machines. It was first introduced in Bangladesh in 1964. From its very inception PCs are being used in Bangladesh. In 1984 Bangladesh University of Engineering and Technology (BUET) introduced academic courses on computer education through the opening of 'Computer Engineering Department' there. Initially the scientists, engineers, and the other pertinent professionals started using computers in limited fields like research, banking and for institutional purposes.

In the 1980s and 1990s with the worldwide explosion of computer communication, people working in the public offices started using computers. Initially text creation was the only job accomplished by computers and then it was considered just as a substitute to typewriters. But now its use has been extended rapidly. Communications like using internets, browsing websites, receiving and sending e-mails, downloading messages, opening websites for office, conducting research work, creating new database, establishing LAN, and Connecting with remote offices through computers are the new areas where computers are being used in both private and public offices at an increased rate.

Internet

The Internet is a network of computer networks. It may be considered as a system that combines computers from all over the world into one big computer that any body can operate from own PC. Some computers are run by government agencies, some by universities, some by business houses, some by private organizations, and so on. The connections between these networks can ordinary phone lines, microwaves, optical fibers, or wires built specially for this purpose. When people search for information, send mail or chat online through internet, several different networks may handle the messages.

Offline internet service with a very limited sphere was introduced in Bangladesh in the early 1990s. But after launching the online internet service in 1996 the general mass gradually became interested to use it. Side by side the number of ISP (Internet Service Provider) business organizations also increased. Now primarily an IT related structure is found growing through all over the country. Now a good number of district towns have

come under the purview of ISP network. It is expected that in near future the rest of the district towns and the Upazilas will also join it.

Internet as an important component of ICT activities has generated interest in the public sector also. Acceptance of National ICT Policy, sanctioning loan for the government officials on easy term, giving instruction to build up websites for each government organisation and increasing budgetary allocation for IT related activities in the government offices assure the hope that the internet use will be increased in the public sector.

Potential features of Internet use in the government

Actually Internet is a worldwide network of the computer networks. Message or information could be sent to its destination through this within a second if the receiver is connected with computer anywhere in the world under the network.

So far the social perspective is concerned, Internet is less restricted by social mores and institutionalized authority, and it is a democratic and impartial organ of law and order for more effective than newspapers or television. In real world, not everyone of the silent majority can be heard, but on the Internet, they can speak, be listened and find motivation (*Wuzhou 2004*).

A recent Internet survey in China shows that 42 per cent of the respondents think Internet to be an aid to political democratisation process of the country. All levels of government use the Internet to facilitate transparency; it allows public supervision of governmental financial expenditure, administrative punitive measures, project examination and approval, registration of cases, their trial and execution. Even one grassroots administrative unit in the Minle Village, Xiqiao Twon, Nanhai District, Foshan City, Guandong Province publishes exhaustive information on village financial revenue and expenditure, economic contracts, residence registration management, land contracts and project bidding on the local area network. Villagers that frequently complained about how villager's affairs and finances were managed are now apprised and appeased (*Wuzhou 2004*).

The Chinese experience tell that this type of activities could be accomplished through Internet in the developing countries also and thus it could make a substantive contribution in accelerating the pace of democratisation and progress in development. However a few of the modern features of Internet those could be used in official communication is discussed here briefly:

E-mail: Sending and receiving messages and information through e-mail is fast, cheap and pretty reliable. While paper mail to a remote or overseas destination takes days, even weeks together, an e-mail message can reach it within minutes irrespective of distance or geographic location. Messages can be sent to the several recipients at the same time. E-mail messages are stored in the computer's memory and it can be restored further in electronic files for further use (Dominick 1996). E-mail is now being used between offices, business houses and individuals for its ability of quickest transaction of messages and information.

World Wide Web (WWW): The WWW is part of the Internet containing multimedia items and hypertext, a means of instantly accessing related information. Many big companies have websites that are used for marketing and advertising functions. In addition to that one can transfer whole files of information from a distant computer to a particular computer, chat with other people online, transfer voice and picture, navigate around Internet with special software and huge other things.

There are some Websites, who provide information and entertainment to their subscribers through Online Information Systems. The websites now also provide chat lines, libraries of books and software that can be downloaded, online magazines and newspapers, financial scientific educational and social databases, games, e-mail, online press conferences, reference services, access to internet and a lot other services at cost ranging from \$ 1 to \$ 10 or some times free of cost.

The Government of Bangladesh (GOB) is encouraging public offices to open websites of their own. GOB has already issued circular containing instructions in this regard. In the mean time a good number of public departments and autonomous bodies have opened their own websites. Detail information regarding every side of the organisation is kept there. Any interested people can visit and download required information from it.

Telnet: The term Telnet is used for remote log in. It allows somebody 'get in to' computers at other locations. Once anybody is 'in' he can do lot of things; Scan databases, check card catalogues at libraries, check weather reports etc. Usually meteorological stations, Libraries, Disaster management research centres, Organizations devoted to agriculture and scientific development and other like organizations and agencies allow others to get in their databases for the betterment of mankind. But defence departments,

intelligence agencies and organizations engaged in competition in scientific and other fields are very cautious about their computer networks and databases. They never allow others to log in their computers.

In our country the Flood Forecasting and Warning Centre under Water Development Board is now recently using 'Telnet' to collect information on cloud, depression, temperature, satellite image, and weather forecasting from remote sources, national and overseas computer networks and satellite stations.

Government policy regarding ICT: The policy makers are now putting weight on introducing Information Communication Technology (ICT) in all spheres of life. To achieve this goal National ICT policy for Bangladesh has been adopted. According to the government publication, ICT encompasses the broad fields of data/information processing, transmission and communication by means of computer and telecommunication techniques and these modern tools are being increasingly used for organisational or personal information processing in all sectors of economy and society. The publication also reports that a dependable information system is essential for efficient management and operation of the public and private sectors with a view to build an ICT driven nation comprising a knowledge-based society by the year 2006. By this, it is expected that a countrywide ICT infrastructure will be developed to ensure access to information for every citizen to facilitate empowerment of people and enhance democratic values and norms for sustainable economic development by using the infrastructure for human resources development, governance, e-commerce, banking, public utility and all sorts of on-line ICT-enabled services.

Particularly, the National ICT Policy highlights the importance of implementation of E-commerce and E-governance and suggests exhaustive practices and systematic preparation. The main features of the proposed ICT Policy for establishment of e-governance in Bangladesh follow:

- i) The government shall use ICT system within the public administration to improve efficiency, reduce wastage of resources, enhance planning and raise the quality of services.
- ii) Nation wide coverage and access by any citizen to the government databases and administrative systems will be ensured.
- iii) All government ministries, divisions, departments, autonomous bodies, district headquarters, Upazila Headquarters, and Union Parishad offices must be networked to the national Data resource centre, a system of national databases having capacity

- to store and supply rapidly all necessary information on the economic, cultural and social situation.
- iv) Each ministry, division, directorate, department, autonomous body shall establish an ICT cell.
 - v) All the public bodies shall set up websites where all policy documents, forms, circulars, orders, notifications etc., and information relevant to the public shall be transacted and updated instantly.
 - vi) Government will introduce and promote ICT based services like G2G (Government to Government), G2E (Government to employee), G2C (Government to customer) etc.
 - vii) ICT literate candidates shall get preference for public recruitment.
 - viii) MIS will be introduced in secondary schools.

On the other hand the proposals regarding establishment of e-commerce follow:

- i) The government and the private sector will promote business in electronic medium.
- ii) Security of electronic transaction should be ensured through appropriate measures.
- iii) Inter-banking payment system in electronic medium should be established immediately.
- iv) Legal framework to provide guiding principles, rules and legislations for e-commerce shall be put in place.

Besides these proposals on training and human resources develop ICT infrastructure, research and development in ICT, ICT industry services industry, health care, agriculture and poverty alleviation, social welfare, transportations, tourism, environment, judiciary, regional and international cooperation are the other areas where importance is given in the proposed National ICT policy.

The government is providing incentives to the bureaucrats by sanctioning loan on easy term to purchase computers for personal use. In the offices using computers are being encouraged. Particularly in the big cities computers are being used more. But in the remote district offices scarcity of computer is obvious and practically there are no computers in the Upazila and other subordinate offices placed in the rural areas.

Influence of ICT on Good-governance: Much like the global citizens in the 1840s with the Telegraph, or in the 1870s with the Telephone, or in the 1920s with radio, the 1950s with TV, we are standing on the brink of another communications revolution. This time it is the Information and Communication Technology (ICT), which includes computer, Internet, and its global network, i.e., information super highway. In this discussion it is very important that ICT can play very crucial role in introducing transparency and accountability in the way to good governance in our country. Professor Mohammad Kaikobad (2003) from his experience cited few examples of making official activities transparent and accountable:

Example – 1

RAJUK⁴ gives allotment of residential plots to the citizens. To make the process transparent - the information regarding the total number of plots, criteria for allotment etc. may be posted through the homepage of RAJUK. So that those who are being interested from the criteria may apply for it. Their information, list of the successful applicants those get plots according to the fixed criteria, should also be posted on the same homepage.

So everybody is informed and it becomes clear to him or her whether any partiality on the basis of any bias is done or not. Then the agency responsible for allotment or the authority becomes bound to follow the set rules in this regard.

Example – 2

The main reasons behind the irregularities and faults those have been prevailing in land-administration of our country for hundreds of years are lacking of transparency in the documents. Prior to purchase a piece of land, if a buyer be able to know the correct information, then these irregularities would have been reduced drastically. If the relevant information regarding land-administration are recorded or kept in computer and placed in the website, the problems disappear.

Example – 3

If a database including the judicial pronouncements of the courts on lawsuits and other relevant information is prepared and if it is made available in the website or Internet then dilatoriness in case of disposal will be abolished.

Professor Kaikobad adds, in the same way, by putting the loan-defaulter's list on internet, and thus by creating pressure of losing social prestige, they can be discouraged from doing such odious act. By posting on internet the CVs or the detailed life histories of the candidates seeking nomination in a highly prestigious post of social dignity or in an election, awareness can be created among the relevant people. As a result only the deserving candidates will come forward in the contest. If it so happens, political leadership will be of excellent calibre and intellect, and it is likely that the citizens attaining excellent performance will come into the leadership of education, trade and other social sectors.

⁴ RAJUK – Abbreviation of Rajdhani Unnayan Karttripaksha, the authority for development of Dhaka, the capital city of Bangladesh.

From the discussion it is understood that ICT has key role in establishing transparency and accountability in the modern administration. It is important to note that ICT making the communication in administration easier and speedy by using modern equipment like computer and the knowledge base created around it.

1) Meeting and Discussion

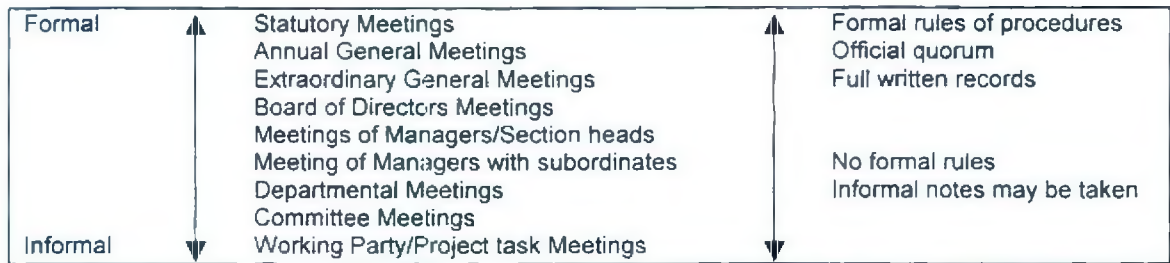
Meeting is an occasion when people come together to discuss or decide something. Actually it is an arranged or a spontaneous situation in which a group of people meet together. It creates a close understanding between people with similar ideas, especially when they meet to do something or meet for the first time (*Oxford Dictionary*).

Discussion is an integral part of Meeting and the both are very important communication tools used in bureaucracy. Through discussion information and ideas are shared, suggestions and proposals made and decisions taken. On the other hand meetings are organised among a group of people. Organising, preparing and recording minutes of a meeting are the tasks to be accomplished by the bureaucrats in a public office. The main objectives of meeting are i) Providing information, ii) Reporting on some activity or experience, iii) Coordinating and arranging activities, iv) Obtaining assistance, v) Putting forward ideas or grievances for discussion, and vi) Creating involvement and interest.

When only the members of an office or organisation i.e., internal publics of the organization take part in a meeting then it could be considered as a part of internal communication. On the other hand a meeting could be considered to be an external communication when people from outside the organisation join it, or when a member of an organisation join in a meeting organised by others according to necessity. There are some meetings like observance of anniversaries, special days, occasions, reunions, conference etc., which upholds the image of an organisation, may be considered as its PR activities.

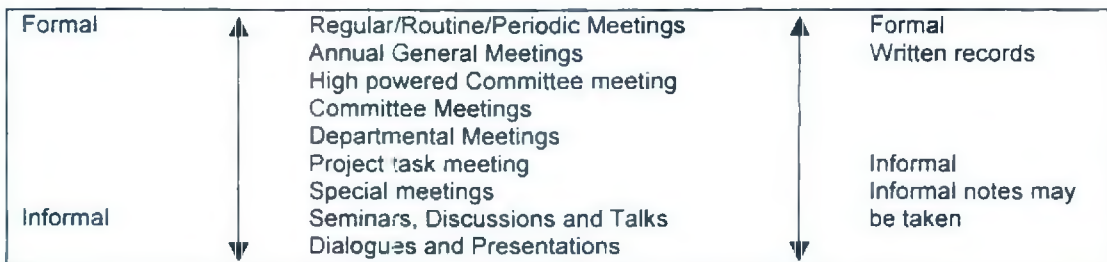
According to Taylor (1994) meetings could be of two major types: formal and informal, and there could be some more intermediate types (figure 6.5). He designed this model keeping an eye on business organisation. According to a model designed by him, the types of meetings follow:

Fig 6.5
Taylor's Model on Types of Business Oriented Meetings



But in bureaucratic situations the model could be changed slightly, where every meeting is formal and sometimes it could take at best quasi-formal shape. In bureaucracy formal written records of meetings are preserved, even in informal situation informal notes are taken.

Fig 6.6
Types of Official Meetings: A Changed Model for Bureaucratic Environment



The researcher has redesigned Taylor's model on types of business-oriented meeting so that the new model (figure 6.6) matches with the meeting-situation that prevail in bureaucracy. The main characteristic of a meeting held in bureaucratic environment is that the senior most member presides over it, he talks the most, impose his own opinions on the others, declares final decisions and the others listen to him the most.

Formal meeting in bureaucracy

It is described in the *Article no. 209 of Secretariat Instruction (1976)* that the Secretary of a Ministry or a Division can call upon a meeting once in a month, to be participated by all the officers of the ministry or division. He can also call all the departmental heads once in a month in a meeting or he may physically meet and discuss with the concerned in the Departmental Headquarters on the following issues: i) Important pending issues yet to be resolved, ii) Specific issues which demand general discussion and exchange of opinions, and iii) General issues relating to the Ministry or Division.

It is also described that all the meetings shall be held to take necessary action. The brief proceeding of the meeting, including the main points and decisions taken, shall be

recorded. Personal opinions shall not be recorded without being requested. The instructions described in the article are also considered as guidelines for holding formal meeting in the attached departments and subordinate offices also.

The formal meetings are required to be conducted on the basis of prescribed rules, laid down in the Articles of secretariat instruction or standing orders; a good number of people is required to be present in the meeting; prior notice might be given to the members, and a formal record of each meeting must be kept.

Informal meeting and discussion

The informal meeting, according to Isaacs and Others (1994), could be through four types of interactions and those are: i) Scheduled meeting, which are planned by both parties, ii) Intended interactions, that occur when one person seeks out another to discuss a specific topic, but where there is no pre-arranged plan to talk, iii) Opportunistic interactions, that occurs when one person happens to see another and remembers that they wanted to discuss a particular topic with them, and iv) Spontaneous interactions that occur because two people happen to see each other and get into conversation on a topic not prepared by either person.

They found in their research that about 80 – 90 % of interpersonal interactions in the workplace are not pre-planned meetings. This means about 80 – 90 % of the informal meeting hold without preparation. They identified six functions of informal communication: tracking people, taking or leaving messages, making meeting arrangements, delivering documents, giving or getting help, and reporting progress and news. Actually these are also the functions of informal meetings.

Actually informal meeting are not so much restricted by the rules and regulations as formal meetings are. strict agenda may not be used, even there could be brainstorming or discussion sessions, and a record of those may or may not be kept.

Special meeting

There are some meetings those are very formalistic in nature, but are not exactly like formal meetings. Huge gathering, festive mood, remarkable decoration, special publications, colourful banners and festoons, special lighting, etc. differentiate it from ordinary formal meetings. Observance of anniversaries of a department, special days, reunions, Annual General Meeting, inauguration or closing ceremony of an arranged

programme or festival etc., are examples of special meetings. Social Dignitaries and the Excellencies are invited in special meetings as chief or special guests. Talks, speeches, presentations, exhibitions etc., are included in the schedule of these types of programs.

Academic Meeting

Seminar, symposium, syndicate discussion, dialogue, debate, brainstorming, talk, presentation, etc., are examples of academic meetings, organised in the form of a meeting but those are more academic in nature.

Seminar papers or syndicate reports in the form of a serious article or keynote papers on vital academic, social or scientific issues are presented and others participate and discuss in the meeting arranged for seminar, symposium, and syndicate discussion. Dialogues, debates, talks and brainstorming sessions are participated by renowned personalities and academicians. People raise urgent issues to be addressed for the betterment of the society. These types of academic meetings are held occasionally in all of the internal, external and PR situation in the bureaucracy.

m) *Training Workshop and Brainstorming*

Training, Workshop and Brainstorming are three other important methods of communication in bureaucracy. When a fresh graduate or a diploma holder enters into a service, he is to be trained well for his own as well as the organization's betterment. Training and development program helps the participants gain skill, learn theoretical concept, acquire vision to look into future, bring attitudinal changes, earn expertise in decision making and problem solving.

Training Workshop means a period of discussion and practical work on a particular subject, in which a group of people share their knowledge and experience. Workshops are organised to discuss, exercise and bring out probable solutions for a complex issue or problem, which demands immediate solution. Sometimes to predict future situation, to discover the glorious past, and to undertake precautionary measures, also workshops are organised. In bureaucracy *training* and *workshop* could be used as communication tools in all the situation of internal, external and public relations.

Both the training and workshop could take place on the job and off the job situation. On the job training (OJT) and workshops are organised in work places and the participants are

on service in the same organisation. But peoples from other organizations take part in these training for employees of an organisation also can take part in training sessions organised in other places – which indicates an external environment of communication.

There are some departments, which organise training and workshop free of cost or at a low cost for carrier development and improvement of performance of the incumbents. Some times they do it for improving the standard of services of a particular field, for example Ministry of Youth and Sports organises training for the youths all over the country, Press Institute of Bangladesh organises training and workshops on the issues relating to press and journalism etc.

Training and workshop improve performance and skill of the concerned and develop a positive orientation among them. Many departments organise overseas training for their employees for better orientation and up-gradation of knowledge and attitude with the help of that of the developed countries of the contemporary world.

On the other hand *Brainstorming* is ways of making a group of people think at a time in order to generate ideas to solve a problem. Both in workshop and training, mixed media of communication i.e., lecture, presentation, film, slide show, audio-visual tapes, role playing, case study, simulation, self study, laboratory training, graphical display, multimedia projection through computer, internet, etc. are used.

n) *Visit, Inspection and Inquiry*

Visit, inspection and inquiry carry special value in case of official communication. Through these activities, systems of official procedures are checked and reviewed, problems are detected and corresponding solutions are recommended in the reports. Also through these news and messages are conveyed and the persons involved in the process collect feedback about the organisational situation.

Visit

Usually political leaders, ministers, foreign and local dignitaries, high officials, media teams and people from development partners visit ministries, departments, field offices and some times institutions respectively. They want to know about the organisation's potentials, limitations, standard of services, etc.

Inspection

Inspection is an act to look closely at something or somebody, especially to check that everything is satisfactory (*Oxford Dictionary*). According to White (1958), inspection is the examination and evaluation of some matter to decide whether it conforms to standards set by law and executive regulation, with reserved power to take remedial action if standard are met. So jurisdiction of inspection is not only limited to a visit, if it is found that standard is not being maintained, then steps should be ensured for finding the ways out through increasing efficiency of the staffs and establishing orders in the administration. Pfeiffer and Presthus (1953) described inspection as a method of controlling behaviour in the public interest. An official visit to an attached department, a field office, or to a school means a series of works in order to check that rules are being obeyed and that standards are maintained, etc.

Usually office Inspection are of two types: i) Internal inspection – where a Divisional chief, or Head of the Department does inspection within the same office, and ii) Inspection in the attached departments – those inspections conducted in the field offices by the higher authority (*Haq and Others. 1988*).

According to *Secretariat Instruction* inspection means a careful investigation on accomplishment of work, standard of discipline, volume of works done and other related matters in an office or a branch. The midlevel officers are instructed to inspect the branches under him once half yearly. The senior officers are instructed to inspect subordinate offices after the interval of a logical period.

During office inspection, the following points should be given special care: i) Carrying out of the orders and office instruction of Rules of Business, Secretariat instructions and standing orders, ii) Security arrangements, iii) Office arrangement and maintenance of documents and files, iv) Proper use and taking care of government properties and equipments, v) Cash and accounts, and vi) Receipts and despatch.

There are 14-point instructions on performance appraisal. 5 points on use of government property, 8 points on working condition, 6 points on security and discipline, 4 points on cash and accounts and 6 points on receipts and despatch spelt out for inspection in the *Secretariat Instruction*. According to it the chief of a branch or a section shall conduct internal inspection once in a month.

Office inspection is an ancient concept introduced in the administration of king Bimbi Sara in the Magadh Kingdom during his rule (543-491 BC). We also find written instructions about it in the *Arthashastra* (Ragranjan, 1992). There is also evidence of office inspection system during the rule of Murian Kings. Particularly Chandra Gupta and Ashoka passed specific orders to the officials to conduct inspection in the field level offices on a regular basis. According to them it could help the bureaucrats know the field level office activities directly as well as the workers of the field level offices would have boost by getting the high officials among them. Ashoka deputed a number of officers only to inspect offices. He would believe that through this the bureaucrats would have acquired much knowledge about country, religion and the subjects intimately.

Inquiry

Inquiry is an official process to find out the cause of something or to find out information about something. To pass an order to set up an inquiry into any affair is very frequent in our country – for example a murder inquiry, a public inquiry in to the environmental affects of a proposed new road, etc.

Usually government selects one person or a group of people in an inquiry committee and for the latter case one of them is nominated as a chairman of it. Terms of references and time limit for the inquiry are specified. The committee is supposed to place a report on their findings after completion of the inquiry and the government is supposed to publish it duly. But in Bangladesh forming inquiry teams and not publishing reports have become a customary.

o) Communication Campaign

Communication campaign is a series of planned communication activities that are entangled to achieve a particular administrative, social, commercial or political aim. The activities undertaken in together for antismoking campaign, a campaign against STD/ HIV/ AIDS - campaign to reduce road accidents, or campaign for healthy work place etc. are examples of individual communication campaigns on the respective issues. Usually a communication campaign is conducted for a specific period. It could be for a week, fortnight, month etc. and sometimes it could be conducted for a longer period.

Communication campaign is a multidimensional media approach, which use all the possible ways of communication to achieve the planned goals. It is important not only to perform each vital function in communication process, but also perform through the more

suitable media. Through it, in addition, it is usually possible to reach a wider audience, to create mass awareness, and to make them and others motivated to follow the instructions for improving the prevailing situation. Thus extension messages can reach less educated people to a greater extent through radio, television and advertisement. It could reach more educated people through printed materials like magazines, booklets, brochures, leaflets, posters, banners, festoons, and bulletins. The IT literate people can receive the message from computer, internet and websites. Some can get these from inter personal sources, through telephones, fax, discussions, workshops, seminars etc., and some from cultural show, folk song, puppet dance, drama, documentary and film.

Communication campaign is less used in bureaucracy. Sometimes it is conducted in a limited scale only within the own people, but there would have been some special occasions, where bureaucracy could be involved. The external public and PR departments also require to be involved in communication campaign. For example, the Agriculture Department can run a communication campaign on cultivating maize, Health Ministry could do it for creating awareness of breast feeding etc.

PART B: OTHER ISSUES THAT INFLUENCE BUREAUCRATS’ COMMUNICATION WITH PEOPLE

Bureaucracy is described as the service of the republic in the Constitution of Bangladesh (*Article 21,133*), which means the public bureaucracy shall work for the state, not for the interest of the party in power or any body else, have to work within the premises of certain rules and regulations formulated for them. So it is expected that bureaucracy shall function objectively in the interest of the state and its people.

It is recognized that bureaucracy is essential for running government functions efficiently, and in a democratic country the political leadership belonging to the ruling party shall take policy decisions with proper discussion and negotiation with the opposition and others and the bureaucrats shall translate these into functions (Shawkat 2004). The simple meaning of this is that the bureaucrats shall carry out all the legal and logical decisions adopted by the people’s representatives for the sake of the people’s interest. For this the role of a bureaucrat obviously turns into that of a communicator in a country in democratic progression. But a bureaucrat cannot function properly if the working environment provided for him is not an ideal one.

But we are passing a very different, critical and complex situation in the twenty-first century, when we have to spell out the functions for the bureaucrats to be performed to face the new situations. Particularly the contemporary issues like the role of the bureaucrats in the process of democracy and development, making administration transparent and accountable, combating corruption in administration and society, ensuring freedom of press, fighting against the culture of secrecy, helping separation of judiciary from administration, making arrangement for scientific and technological advancement and ensuring its use in administration and the corresponding roles for the bureaucrats as communicator in the given situation are discussed in this part of the chapter.

6.4 DEMOCRACY AND THE BUREAUCRATS

In a democratic system the bureaucrats are the mediators between the elected political force and their electorates that is the people of a republic. For discharging own duties the bureaucrats have to remain in touch with the politicians for receiving policy guidelines or decisions from them, and with the people to provide services to common mass accordingly.

In a parliamentary form of government, as Kibria (2001) says, bureaucracy is held responsible to the cabinet, the cabinet to the parliament, and the parliament to the people for their work. The politicians formulate policy decisions and the bureaucracy's responsibility is to carry out the decisions. For example a minister is the supreme authority to take policy decisions about development activities and any other matters relating to his ministry. He pursues accountability to the parliament for activities of his own ministry through question-answer session in the parliament and many other ways. The bureaucrats in the ministries, subordinate offices and departments help the minister in these activities, formulate rules and regulations and take decisions. The bureaucrats also have other major roles including implementation of developmental activities of the government, carry out policy decisions to the field level administration and rendering services up to the grass root level.

At the top-level interaction apparently the bureaucrats generally remain loyal to the political leadership as they work under their direct control. But in the field level offices like divisions, districts and upzilas; due to the absence of representative local-government, the bureaucrats have none to care about.

The local political leaders or the people's representatives at the grass root level have no direct control over the bureaucrats at work in the field administration. Moreover due to absence of expertise, honesty, integrity, awareness and courage they fail to draw due respect from the bureaucrats. Thus field level bureaucrats begin to undermine local political leaders. Sometimes the bureaucrats distribute token-favours to some of the politicians. Sometimes there are vested interest and undercurrent relation of give and take.

Particularly in these types of situations the bureaucrats take upper hand. They don't care about anything; treat the common mass and the illiterate folk just like inhuman being; the executives undermine, show extreme negligence, and behave ill and sometimes rude particularly to the poor, the women and the children.

It is observed that fair practice of democracy in the society acts as a guarantor of the bureaucrats' practice of healthy communication with people. On the contrary the absence of democracy in a society makes the bureaucrats' communication irrational.

6.5 DEVELOPMENT AND BUREAUCRACY

Development means the gradual growth of something so that it becomes more advanced or stronger. It is a continuous process of change in positive directions. In terms of Economics, development is a process following which the real GDP increases over a long (sustained) period of time (*Samad 2001*).

Dr. Syed Anwar Hossain (2001) cites Professor Pablo Gonjales Casanova and writes that economic development, implicit or explicit, is a process of increasing the net national product or the per-capita product and also of progress toward a more equitable distribution of the national product. He opines that it is a process of raising the standard of living of the population with regard to food, health, clothing and education. It is noticeable that here he refers to a broader phenomenon of development than the mere growth of the national product. Here he refers to a moral and political problem, through which actually he means that development is the increase and redistribution of national product. He urges to think it radically, and not only to make decisions concerning investments, expenditures, salaries and markets.

On the other hand development from humanistic point of view is the process of enlarging the range of people's choice, increasing their opportunities for education, health care, income and employment covering the full range of human choice from a sound physical environment to economic and political freedom (*UNDP 1992*). Actually human development is development of the people, for the people and by the people. Development of the people means investing in human capabilities, whether it is in education, health or skill development in any other sector, so that people can work productively and creatively. Development for the people means ensuring economic growth they generate is distributed widely and fairly (*UNDP 1993*). So it is clear that the process of development is a complex and multidimensional concept. Implementing development in the real sense demands its catalysts have sufficient intellect and capability.

We know, so far government activity is concerned, bureaucracy is one of the major catalysts to development. The bureaucracy is that portion of the development activities of a country, which keep contact with all concerned. They have to organize the whole work of development through communication which includes – creation of positive attitude towards development, arrangement of meetings, mobilization of external work forces, internal differentiation of the work and organization of those into segregated segments, maintenance of in-house coordination, ensuring external support, cooperation and overall synchronization and orchestration of the whole work into a single one. This is an art which indeed demands skill, knowledge, positive attitude, proper education and training for the persons involved in the process for successful accomplishment of these gigantic tasks of development.

But there are some other pictures for which the bureaucrats, the role models of communications in development process, are criticized severely. As the bureaucrats have higher education and training and as they have a permanent place in the government, the people's representatives sometimes have to bow down their heads to the bureaucrats even. Professor Shawkat Ara Hossain (2001) writes that the bureaucrats in Bangladesh, taking full advantage of low-standard political culture, have become ambitious to be more illustrious than the politicians and the public representatives. Particularly in Bangladesh, the bureaucrats plan and approve the development schemes; they establish themselves to be the key factors in identifying, formulating and implementing development projects. Though the politicians head the power, still it is the bureaucrats who mould the pace of development, decide the fate of the country; and all these depend merely on their choice.

6.6 CORRUPTION IN ADMINISTRATION

Corruption in administration influences bureaucrats' communication behaviour severely. When corruption prevails in administration it creates such unrest and chaotic environment that nobody can think properly, no work can be done properly. Barriers are somehow created in every steps and in the same process normal communication with publics both internal and external, is hampered. It so happen when any one or some elements in the work process of an office are engaged in corruption. They break normal rules and regulations, and as a result normal chain of command becomes disrupted. Though it is true that corrupt persons do their misdeeds secretly, but ultimately those become explicit and it affects the normal activities and behaviors of the bureaucrats.

Corruption in Bangladesh mainly takes place in political, administrative and economic areas and it is one of the major national problems of the country. Corruption and bribery has become all-pervasive feature of our country. Transparency International Bangladesh (TIB) depicts Bangladesh as the top corrupt country of the world for the recent four consecutive years through 2001 to 2004. TIB has reported the disgraceful picture of corruptions those took place in Bangladesh. The report describes that in four sectors in Bangladesh namely Police, Education, Judiciary and Local Government – the corruptions took place the most.

The daily Ittefaq, one of the most influential dailies of the country, conducted an Opinion Survey on corruption in Bangladesh and published the opinions of the respondents continuously through 22-30 May 2003, excepting the 26th. The Ittefaq collected the telephone-responses from 207 respondents, who belong to different strata of the society and residents of different corners of the country. The list of respondents includes 75 persons (36.23%) from rural and 132 persons (63.77%) from urban areas. Most⁵ of the respondents opined that it is the areas of bureaucracy and administration where corruption occurs most in Bangladesh followed by political corruptions in the second place⁶ and economic corruptions in the third place⁷.

⁵ 60 persons (28.99%) of the total respondents

⁶ 34 respondents (16.46%) of the total

⁷ 16 persons (7.73%) of total

AKN Ahmed (2004) explained that corruption, in the global context, interferes with corporate governance in at least four ways: 1) It creates a shadowy environment in which corporate executives can more easily hide their acts of wrong doing, 2) Governmental corruption allows executives to buy their way around the rules, 3) The companies corrode employees sense of responsibility and accountability when they acquiesce in a corrupt external environment and 4) In its rawest form, private sector corruption consists of theft from their own organization as well as from the public sector enterprises. He also states that even corruption on a smaller scale such as when an executive makes various purchase-decisions on buying stationary articles and supplies robs the organisation or department of a potential discount.

He adds that, despite existence of Anti-corruption Department in Bangladesh many tiers of judiciary including the Supreme Court, a hierarchical bureaucracy, and elected parliament, banking sector with all their laws, regulations and rules mostly inherited from the British Raj. Corruption is not only rampant there but exists in virulent form. It has now reached at all levels including higher echelons of the society.

He describes that bribes are now to be given to get contact from the government, to take a loan from bank, to seek information from any agency, to get a job, to get a promotion, to get a lucrative posting, to get medical attention and care etc., which are otherwise legally free in government procedure. In fact bribing has become a regular practice in getting an access to any goods and services in Bangladesh.

According to him such widespread corruption has created a serious sense of cynicism among general public. The situation is so adverse that a person is now considered to be honest who takes bribes and does the job as promised and dishonest who takes money but does not work as promised.

Matiur Rahman (1997), in an article *Bureaucracy and Corruption*, sites examples of massive corruption and its relationship with influential Ministers, Business magnets, powerful sitting and former Secretaries, Generals and Ex-chiefs of Armed Forces, high-ranking Police Officers, Editors and Journalists, Teachers, Judges etc. He writes setting an example that peoples belonging to those categories regularly assemble together in the durbar (assembly) of a hypocrite businessman who takes disguise of religion. He also writes that, despite honesty and integrity of a few numbers of committed bureaucrats, most of the common people of the country have deep rooted impression that corruption

submerges all the tires of the government. He set concrete example of a bureaucrat who draws a limited amount of monthly salary, purchases flats and houses in Gulshan and Dhanmondi⁸ area, procures latest model cars, sends kids abroad for education, arranges annual family tours abroad. A bureaucrat in the rank of a Secretary, Joint Secretary, or a high-ranked Bank executives or Brigadiers and Generals in the army etc. can do all these during the time of his active service. Some of them, even after retirement, get appointment as Chairman of a board or Directors of a bank, Ambassador to a foreign country or Executive in any big local or overseas agency or Consultant in NGO or multinational company, or open a business. These types of prior deals are made between a bureaucrat (when he remains in active service) and the agency concerned at their mutual interest. Some of the bureaucrats help in development of his own area both in due and undue ways, and after retirement they become candidate in the election. After victory he becomes MP and minister very shortly. Sometimes retired bureaucrats do consultancy to some companies and to the donor agencies. The bureaucrats combined with the businessmen and the politicians are linked with the deals of commission, contract and a lot of other forms of corruption.

Matiur Rahman (1997) writes that if an officer or a bureaucrat does not practice illegal ways or does not steal public money then he is thought to be a case of failure or considered to be a worthless person in the present social context of Bangladesh. This implies that corruption is attached not only to the bureaucracy, but also to the social-psyche of the poor people of Bangladesh.

According to the TIB report (2004) corruption and politicization have acquired all the sectors of public administration in the country. Appointment, posting and promotion are given on the basis of allegiance to the political party or parties in power instead of merit, skill and capability. According to the TIB report, cases of 1,115 corruptions were published in the newspapers during the period of July-December 2003, among which monetary corruption occurred most in Communication (transport) Sector (32.8%) followed by Food Department (18.8%). But number of corruptions occurred most in the Police Department. Due to the corruption, financially the common mass of the country was affected most (42.3%) followed by the government (31.4%).

⁸ Gulshan and Dhanmondi – two paush areas of Dhaka, the capital city of Bangladesh.

The TIB report also states that in 68% of the cases filed with the Speedy Trial Tribunal, money was taken illegally from the accused persons. Also the magistrates took bribe from the accused persons. The peshkars took money in most of the cases, followed by the lawyers. The government influences the trials of about one third of the total cases and one fourth of the cases are filed with political intention. About forty two per cent (42%) of the police, peshkars, magistrates, lawyers and investigating officers on duty opined that the Speedy Trial Act is formulated to serve political purpose.

The TIB report also states that the government controls the Judiciary and the Election Commission. Though the Judiciary is free, in practice the government interferes in its activities in various ways. Particularly the lower courts enjoy little freedom; the public prosecutors as they are appointed politically suffer from political bias.

Professor Mozaffar Ahmed (2001) opines that corruption becomes explicit through misuse of power and it becomes possible only where transparency is absent and there is scope for waywardness. He comments that the negligence and dilatoriness are the symbols of corruption and in most cases these are subjective. According to him weak state and administration, absence of accountability and supervision are the roots of negligence and dilatoriness, while indulgence of higher authority and institutionalisation of corruption aggravate the situation.

Presence of middleman in the public health services sector compelling the patients to go the private chamber or clinic run by the doctors of the public hospitals. The patients are being advised to go particular medicine shop or diagnostic centre for check-up and various clinical tests. The physicians are giving more attention to render service in private clinics and hospital rather than to the public hospitals or medical institutions where he is employed. Illegal, private practice, taking higher amount of money as fee etc. are the forms of corruption in health sector (*M. Ahmed 2001*).

Professor Mozaffar Ahmed (2001) sets more examples of corruption in more other sectors. It is very easy to find resemblance of these descriptions with those of the opinions provided by the respondents of the Survey conducted by *The Daily Ittefaq* (2003). The survey says that the responses regarding the causes of corruption in administration can be categorized as:

i) Administrative cause: The respondents think administration is the main centre place of corruption and it takes place mainly in the offices in the Secretariat and at District level in the country. They opined that the President and the Prime Minister both are responsible for corruption in administration as they are the heads of the republic and the government respectively and everything of the country is under their control. The respondents of the survey also express their opinion that the tendency to appoint undeserving candidates in the administration by taking bribes, administrative indulgence to corruption, red tape and administrative failure, creating unnecessary complexities by the bureaucrats for taking bribe, nepotism, absence of reward for better performance and punitive measures for wrongdoing are the significant causes for the increase of corruption in administration. The respondents of the survey also expressed that now-a-day not an honest officer or employee, rather a dishonest one is considered fit for promotion in administration; the accused is not punished even he is proven to be guilty. The corrupt appointing authorities arrange all these misdeeds very skilfully.

The common people express that it is very difficult to get information from a government department. It is not easy to understand for the illiterate, poor and rural people that which department is responsible for rendering which services. There exists an over all lacking circumstance in ensuring transparency and accountability.

Some of the respondents consider it as the indication of a gravest situation that the disciplined forces i.e., Police, Ansar⁹, BDR¹⁰ and other law enforcing agencies are being indulged in corruption at an increasing rate. They describe that police is directly involved in corruption; they take bribe from both the compliant and the accused at the same time. It is also true that whenever any terrorist is arrested, telephonic instruction from power quarter rescues him dramatically. The respondents also opined that officers and employees of general administration, anticorruption department and judiciary are involved in corruption. According to them majority of the bureaucrats and police are blessed as if with the goddess of corruption.

The respondents of the survey describe that the government employees have downed bureaucracy to such an extent that nobody believes that it is possible to get any work done from government offices without giving bribe. According to them, starting from the

⁹ Ansar – Irregular village police, work under administrative control of Ministry of Home Affairs.

¹⁰ BDR – Bangladesh Rifles, a Para-Military troop responsible for security of the frontier of the country.

highest level down to the lowest, from ministers to peons and Chowkidars, and from top boss or head of an office to sweepers, from primary teachers up to the university professors are thoroughly corrupt up to their throat. Corruption begins at the highest level and ends at the field level offices. It is the corrupt bureaucrats who control the whole country and the unskilled politicians become puppet to their hands (*Ittefaq Survey, Anisuzzaman*). It is the bureaucrats who are solely responsible for administrative corruption. An unholy secret alliance among the politicians, bureaucrats and the business groups together has been indulged in corruption (*Ittefaq Survey, Reena Imran*). One of the respondents spelled out the absence of up-to-date administrative structure for deadly corruption in administrative.

ii) Economic cause: Some of the respondents explain economic roots of corruption in administration that the salary structure for public sector employees is disproportionate to the market. Always there exists a contradictory relation between administrative position and little legal earning of a bureaucrat. In most cases their expenses surpass the actual income.

iii) Political reasons: The respondents of the *Ittefaq Survey* think political interference occupies the second place among the reasons behind corruption in administration. They say that the political cadres now arrest the administration; the politicians have made administration a puppet at their hand. They can do nothing freely. The political leaders establish relations with the bureaucrats, high officials in the police and other strata of administration to suppress their own corruption. They create a class of corrupt bureaucrats by giving chance or opportunity for corruption to them. They punish those who are versed in politics, statesmanship, diplomacy and ethics and plunder and misappropriate public money and wealth in various ways. The politicians talk publicly against terrorism, dishonesty and corruption, but whenever the police take a criminal or a corrupt person to the custody, they give telephonic instruction to the police to release him immediately. They compel the bureaucrats to carry out their desires by any means. The bureaucrats also take the opportunity and start misappropriation of public money and wealth recklessly.

It is the politicians who are responsible for taking decision and formulating laws, rules and regulations for betterment of the country and its people. But in most cases they are not efficient, educated and trained enough to perform their duties properly. Due to these reasons the politicians depend excessively on the bureaucrats and ultimately become

handicapped puppet to their hand, loose actual power and are guided by the vested groups of bureaucrats.

The politicians whenever assumes in power, set their own people at different positions and thus political bias deprive others to get promotion, posting and appointment which give birth to a sense of deprivation among the bureaucrats which ultimately may cause further generation of corruption. They create hindrance to the freedom of judiciary and also create barriers in establishing transparency and accountability in administration.

iv) Corruption as an instinct: It seems that corruption in Bangladesh was in past, it exists at present, and shall survive in future. There are ample scopes for corruption in every echelon of the society. There are corruptions even in families. When we fall in a danger we go to the doors of corrupt people or bureaucrats to get rescued. Even the parents at times love more their corrupt child who earns much; they do not look for the means of his earnings.

The respondents of the survey opined that the level of morality and honesty has been degraded severely. We do not care for corruption at personal level and of small scales. Massive social erosion has occurred in Bangladesh and corruption in bureaucracy is its ultimate outcome, it is not at all an isolated phenomenon.

The bureaucrats' and the politicians' joint instinct of luxury, greed, and bribery; and anarchical law and order situation aggravating degree and volume of corruption gradually.

v) Ineffective Judiciary: Some of the respondents opine that laws and rules are not equally and objectively applied to every citizen of the country. Concerned persons in the courts take bribe. Politicization and the absence of check and balance in judiciary have created adverse effect on bureaucracy and administration. The over all absence of Rule of Law in the country is creating an environment of safeguard for the criminal and corrupt persons. The corrupt persons are getting shelter of law as they desire.

vi) Colonial Influence: In most cases the country is still running by the British Colonial rules and laws with some adjustment. The essence of this law was the cause to create discrimination of caste, creed, colour and sex among the natives of the colony. It helped lingering their rule, which created enormous opportunity for them to smuggle public money and wealth of this land to England. They divided the country on the basis of this

laws, they made our people corrupt in their own interest by lasing these law. So it is evident that the remnant of the colonial rule's law and system have been making our administration corrupt. This erotic system left ample scope for corruption in administration.

vii) Some other reasons: Matiur Rahman (1997) identified six general causes to these. According to him the main reasons for corruption in public sector follow:

1. Restricted environment where favourable situation for taking bribes and corruption is created.
2. Lack of transparency inside the government for which people do not have access to information lies with in administration and for which no questions can be raised about any wrong doing or about any fictitious decision.
3. The offices are offered bribes for the purpose of in-house and overseas business, and it is treated as legal expenses for commission.
4. Poor salary for a public servant and the decreasing volume of *Salary and allowance package* for the policy makers and the bureaucrats, their greed for illegal income has increased.
5. Weakness for legal structure- for this, chances of punishment for committing corruption decreases.
6. Auto increase of corruption - which indicates that due to degraded reputation of bureaucracy and its easy access to corruption - the new comers to the bureaucracy are choosing Customs and Taxation service at an increasing rate.

Corruption in administration is such a never-ending process and too many people are so much indulged in it that it will be too optimistic to eradicate corruption absolutely from the administration. At present as it has become an integral part of the society. The pragmatic way of thinking in this regard is that corruption should be controlled to a tolerable limit. A continued and orchestrated communication effort by a set of people consisting of committed political leaders, sincere bureaucrats and patriotic people can help us control and combat corruption from bureaucracy and administration as well as from the society.

6.7 GOOD GOVERNANCE

Over the recent past years, issues of governance have received increasingly serious attention from researchers, policy makers, communication scientists and the international development communities. Hasnat Abdul Hye (1998) writes that government now not only occupies central stage in the development discourse but also is considered as crucial element to be incorporated in the development strategy. According to him a government is a combination of (1) undertaking of activities (2) management of resources,

(3) organization of men and women by groups and (4) communities, local government bodies, business organizations and the branches of the state (legislature, Judiciary and government). Through social, political, administrative and economic activities a democratic government tries to meet the demands of the people to satisfy their daily needs and sustainable development.

The supportive ingredient for achieving good governance in society are - (i) Existence and operation of democratic or representative legislation besides law-making, which will also have strong legislative supervision i.e., the government will not only for ensuring enforcement of laws but also to check and control excesses committed or transgressions made by the public servants, ii) Independent judiciary, iii) Strong local government system all through village, union, thana, districts municipalities and city corporations, iv) Sound and deprivation free economy, and v) A well organized civil society including private sector, voluntary organizations, professional bodies, trade unions, community based organizations, special interest groups, research organizations, advocacy group, and free and independent press and media (*Hye 1998, pp. 8-22*).

The concept - good governance is basically evolved out of the idea of governance and it is based upon mechanisms that hold government accountable to the public in a way that ensures the equal treatment of all the citizens. It requires a well thought and planned communication policy and a functional communication strategy of a government. For attainment of a good governance it needs respect for (1) The Rule of Law, based on independent and effective law enforcement, (2) A fair and open system for political contest and periodic elections for government at the various level, (3) Transparency and a free press, (4) Arrangements to permit stakeholder to be consulted and to participated in the government decision-making process that directly affect them, and (5) Responsive public officials, who recognize that they hold public office to serve the people (*HRGG-PSU 2004, p. 2*).

For good governance clarity of conception about modern state, new social contract, and commitment of the politicians are needed. So it can be concluded that good governance is the degree or quality of governance, which could be explained through the attributes like accountability, transparency, efficiency, empowerment, participation, sustainability, equity, justice etc. It may be called for new pattern of communication in a contemporary society and pave the way to deal with the qualitative aspect of governance.

6.8 TRANSPARENCY AND ACCOUNTABILITY IN ADMINISTRATION

The term transparency is employed in the meaning appearing across which is suggestive of visibility or openness in the administration (Hye 1998). The legibility, visibility, openness and pros and cons of administrative decisions, orders, government plans, programs, policies are essential ingredient of transparency. Transparency is a step towards making the criteria of administrative decision explicit. If the water in a pond is transparent the fish inside and everything at the bottom of it can be seen clearly.

Transparency and accountability in administration always move together and they are complimentary to each other. In parliamentary democracy, the cabinet is accountable to the parliament and parliament to the people for their activities. Government holds particular offices, organizations and persons responsible for doing particular jobs assigned to them. Similarly people hold the government responsible for their security, welfare and development for which people have given government necessary power, authority and specific responsibility to do these jobs. Also the government must give requisite autonomy, power and authority to its offices, organizations and persons to carry out the responsibilities, which they are accountable for. In return the offices, organizations and the people working in the government must be transparent in their activities to the people.

The more the degree of accountability the more is the possibility of ensuring transparency. As the government is accountable to the people for its over all performance in different areas of social and economic development, the government will certainly feel obliged to transfer such information to the people and thus become transparent (Bala 1992, p.15).

Dr. Sheik Maksud Ali (1992) explains the correlation between accountability and transparency through a unique example. He writes that white colour is a combination of seven natural colours, it is known but in an open eye none of the colours is visible rather it is seen to be white. But using prism all the inside colours is seen distinctly. Here he symbolizes the 'white colour' seen through open eye as *non-transparency* of administration and compared the distinct vision through prism of seven colour inside the white with *transparency*. According to him the prism, through which transparency could be felt or measured is comparable to the structure of *accountability in administration*. To be specific, for ensuring transparency:

- (i) Information about government activities and decisions may be communicated by administrative reports containing facts and figures prepared on the basis of research and statistical data. Every ministry and office under it should set up a data bank and gather information for their own consumption from media, internet, display board, and interpersonal and PR Channels.
- (ii) The communication should be sophisticated, spontaneous, and compatible to that of other sources of news and interest.
- (iii) High standard, truthfulness, fairness, spontaneity and objectivity of communication must be maintained. It should be educative, informative, persuasive, instructive, stimulating, entertaining, correct, intelligible and thorough.
- (iv) Both access to decision making and providing information about its content for both the internal and external publics should be ensured for establishing transparency in administration.
- (v) People are entitled to know and the government is bound to inform, there is no limit to questions and queries as people's expectation and inquisitiveness have gone up. Government must accept full responsibility to answer people's queries, meet their expectations and mitigate their demand.
- (vi) Government must have a sound communication or information policy for ensuring people's overall welfare and security,
- (vii) The bureaucrats should play roles of facilitator, mediators and initiators. They must be loyal both to the people and to their representatives. They must not act as the masters of the people.
- (viii) The bureaucrats must be open, accessible to the people, maintain close contact with them and keep them well informed. They should move, walk and work for, of and with the people.
- (ix) The bureaucrats must be honest sincere, efficient and straightforward.
- (x) Press and media can play laudable role in making administration transparent. Factual and objective reports, review and criticism of government activities without fear and prejudice may contribute greatly in this regard.
- (xi) The parliament can shoulder great responsibility to establish transparency in administration. The parliamentary debates can unveil the curtain of secrecy and bring to light many unknown affairs of administration to the knowledge of general public. Functions of the parliamentary committees can also compel public bureaucracy to maintain accountability and thus can have salutary effect on transparency in administration.

It is assumed that improved accountability, transparency and effectiveness of public administration are an urgent need to maintain effective communication in bureaucracy within and between its internal and external publics. For achieving these policies, system of the government should be changed to incorporate aspiration of the people and contemporary international provisions in this regard.

6.9 FREEDOM OF EXPRESSION AND BUREAUCRACY

The freedom of expression is the blood stream of democracy, for it is the foundation of all civil and political rights of the citizens. It is a bridge of understanding and knowledge and may be exercised through all available means including print, electronic, indigenous, and interpersonal forms of media. Freedom of expression, freedom of speech, freedom of press - all these are very closely related interdependent terms and are considered as pillars of democracy. A society without the right to freedom of speech and expression is not at all a democratic society (*Sawant 2001*).

The Universal Declaration of Human Rights enshrines right to freedom of opinion and expression through Article 19: *Every one has the right to freedom of opinion and expression. This right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.* The Kuala Lumpur Declaration (19985) includes that right to freedom of speech is a fundamental and inviolable human right and freedom of press is an essential corollary of it, and it is the right of the people to be informed (*WAPC 1985*).

Information is the oxygen to democracy. Professor Amartya Sen (2001) believes press freedom as an important condition indeed an integral component of development. According to him there has never been a substantial famine in a country with a democratic form of government and relatively free press (*Article 19, see preface*).

Actually, the freedom of an individual to express an opinion is indicative both of the relationship of the state to civil society and the nature and complexity of democracy within the state. Although it is generally problematic to measure the impact of mass media on wider societal changes as well as an individual behaviour, freedom of speech, freedom of press and media, the key indicators of freedom of expression (*HRGG-PSU 2004. p. 24*).

Referring Article 39 of Bangladesh constitution Amir-ul Islam (2000, P.49) writes that freedom of press and the freedom of speech and expression though are entrenched right of fundamental nature protected under our constitution, they are however made subject to reasonable restriction imposed by law in the interest of the security of the state, friendly relations with foreign states, public order, decency or morality, or in relation to contempt of court, defamation or incitement to an offence. He adds freedom of speech means expression of views through words, spoken, written, or printed or through any other

channels like radio, television or other media with subject to restrictions imposed under the laws as are permissible within the limits prescribed under the constitution.

He adds, the most attentive and persuasive theory behind the need for freedom of press, as part of freedom of expression is the need for active participation of the citizen of a country in its democratic process. He comments that only a free criticism of the political authorities can ensure the proper administration of the country.

It is postulated in the constitution of Bangladesh that the republic shall be a democracy in which fundamental human rights and freedom and respect for the dignity and worth of the human person shall be guaranteed [and in which effective participation by the people through their elected representatives in administration at all levels shall be ensured] (*Article. II*).

The long journey of press freedom had never been without setback. The colonial and autocratic rulers were always against it. They tried to perpetrate oppression and exploitation by suppressing free expression. Their argument is that press freedom threatens stability and endangers progress (*Sawant 2001 p.16*).

In Bangladesh more than 21 restrictive laws, dating from 1861 to 1991 including Official Secret Act (1923), Article 19 of Government Servants Conduct Rules, Sections 123 and 124 of Evidence Act, Sections 123A, 124A, 153A, 295A, 499, 505, and 505A of the Penal Code, and Sections 99A and 99B of the Code of Criminal Procedures regulate freedom of expression (*Sawant 2001, pp. 53-60 and HRGG-PSU 2004, p.24*).

Islam (2001) detected 5 points under different heads, which restrict freedom of expression in anyway. Those follow: (i) Principle of public interest immunity, (ii) Official Secrecy, (iii) Disclosure by public servants, (iv) Other laws imposing restriction on freedom of expression, and (v) Contempt of court. These are very crucial issues where the question of freedom of expression, or opinion and right to disclosure of information are concerned.

6.10 PRINCIPLE OF PUBLIC INTEREST IMMUNITY

It is very embracing for a bureaucrat to decide what or which information would be safe to disclose, who will hamper public interest or not as there is ample scope to explain the term too widely. It is a great barrier for communication of the bureaucrats in both internal and external situation. Quoting form a judgment (*Judge's case*) decided by the Indian Supreme

Court, M Amir-ul Islam (2001, p. 53) describes that it has been well established that the judges, rather than the ministers or high officials are in a better position to decide whether any information should be withheld or disclosed and whether the public interest will be better served by the disclosure or not.

6.11 OFFICIAL SECRECY

Official Secrets Act, promulgated in 1923 during the British colonial rule in India is considered as one of the main obstacles in relation to freedom of expression in general as well as practicing exchange of information or comfortable communication with and between the bureaucrats and people (*HRGG-PSU 2004, p. 24*). It is known that the said act was promulgated for the prevention of spying, communication with enemy, or foreign agents, where its definition was very wide and offences committed under the act covered a wide field all allowing 14 years of imprisonment.

The Official Secrets Act (1923) in British India was modelled after the Official Secrets Act (1911) of Britain, which was severely criticized as draconian piece of legislation. The general attitude of the act was to make everything and anything relating to government activities secret (*MA. Islam 2001, p. 54*).

It is more problematic in the present chaotic, conflicting and hazy politico-administrative situation in Bangladesh. In bureaucracy now nobody feels comfort in exchanging information even within the official periphery out of fear that he might be punished some how rather under this act.

However, the famous Ponting Case highlighted the arbitrary nature of the Official Secrets Act. Subsequently the 1911 Act has replaced by 1989 Act in Britain. Islam expresses his distraction and writes that while Act 1911 has been replaced in Britain. Official Secret Act 1923, promulgated in British India is still in force in Bangladesh (*MA. Islam 2001*).

6.12 DISCLOSURE OF INFORMATION BY THE PUBLIC SERVANTS

In the most democracies, in pursuant of Freedom of Information Acts, the public servants are registered to publish lists of all their reports, surveys, advisory opinions, and working files. There are set procedures for obtaining departmental documents on payment of a reasonable fee, with exceptions on specified limited ground of national security, foreign

relations, impede law enforcement, privacy of individuals, trade secret, and cabinet discussion (*MA Islam 2001*). But in Bangladesh the public servants are forbidden from sharing the information with the public, even with their colleagues from another ministry or department, Section 19 of the Government Servants Conduct Rules provides as follows:

Communication of official documents or information

A government servant shall not, unless generally or specially empowered by the government in this behalf, disclose directly or indirectly to government servants belonging to other ministries, divisions or departments, or to non official person or to the press, the contents of any official document or communicate any information which has come into the possession in the course of official duties, or has been prepared or collected by him in the course of those duties, whether from official sources or otherwise (*MA Islam 2001*).

Also articles 22-25, 28-29, and 32 of Government Servants Conduct Rules restrict government servants' communication with people on the following grounds:

Article 22: Participation in radio programs and providing information to media

Article 23: Criticism to the government and information or opinion on issues relating to foreign affairs

Article 24: Giving evidence before any public committee without prior permission of the government

Article 25: Participating in politics and election

Article 28: Taking shelter or protection of law or media for any allegation or complain raised against him on public interest or misconduct.

Article 29: Becoming member of professional associations, and

Article 32: Punitive measures for violation of any of the articles enshrined in the Government Servants Conduct Rules on the ground of misconduct under Government Servant (Discipline and Appeal) Rules.

Islam (*ibid*) writes we still suffer the curse of secretive government. A privilege may be claimed with unpublished official records and the language of the sections 123 and 124 of the Evidence Act, guiding the same is very wide as quoted:

Section 123: No one shall be permitted to give any evidence derived from unpublished official records relating to any affairs of state, except with the permission of the officer at the head of the department concerned, who shall give or withhold such permission as he thinks fit.

Section 124: Official communication- No public officer shall be compelled to disclose communications made to him in official confidence, when he considers that the public interest would suffer by the disclosure.

Bangladesh Supreme Court in a judgment, reported in, has disapproved obtaining a copy of internal communication of the government and disallowed enforce-ability of the right evidence by such government noting in the following words:

Government noting ... are not enforceable, because those were internal exercise of the government and were never communicated to the respondents. No legal right can be founded on those noting, the respondents are not also supposed to obtain a copy there of (*MA Islam 2001*).

Open government as distinct from secretive administration, being the postulate of our constitution commitment, there is a need to review the colonial laws. Evidence Act (specifically 123/124), Official Secrets Act of 1923, Government Servant's Conduct Rules (Rule 19, 12-25, 28, 29, and 32) along with host of other laws need to be reviewed and scrutinized in the light of open governance, right to information, and in the right of institutional commitments. He cited examples of the legislation for freedom of information has already been promulgated in Nordic countries with long tradition of open government and recently in Great Britain, USA, Canada, Australia and South Africa. He expressed hope by saying that it is time that we should make our laws up-to-date to fit in with the modern government (*MA Islam 2001*, p.55).

It is susceptible that for ensuring good governance, the legislature should provide sufficient protection to the public servants who disclose any internal information on the basis of their belief that it is for the national interest that the relevant information should be disclosed and the concerned public servants should be immune from any legal action. This provision would allow them to carry out their departmental task freely and at the same time retaining their accountability to public in general.

The accessibility in to the bureaucracy are to be reviewed as a right of citizen rather than a privilege, which makes the government more transparent, accountable to its citizens and thus more democratic. Also court, therefore has one of the most challenging and difficult tasks in protecting the right to freedom of expression and freedom of the press against so many restrictions as may be imposed by law and in deciding whether extractions are reasonable or not.

6.13 OTHER RESTRICTIVE LAWS ON FREEDOM OF EXPRESSION

Careful analysis of the laws of Bangladesh particularly, the Penal Code and the Code of Criminal Procedure, bring to the light the various provisions (section 123A, 124A, 153A, 295A, 499, 505 505A of the Penal Code and sections 994 and 99B of the Code of Criminal Procedure) contained therein imposing limitation on the freedom of Expression and the exercise of the said right (*MA Islam 2001, p.56*).

6.14 CONTEMPT OF COURT

The other mode of restricting the freedom of expression or freedom of press is through the exercise of the power of contempt of court. Though it is very difficult to define the term clearly, to speak generally, *contempt of court may be said to be constituted by any conduct that tends to bring the authority and the administration of the law in to disrespect or disregard or to interfere with, or prejudice parties litigants, their witnesses during the litigation.*

Article 108 of Bangladesh Constitution enumerating the power to contempt of courts reads as:

The Supreme Court shall be a court of record and shall have all the powers of such court including the power subject to law to make an order for the investigation of or punishment for any contempt itself.

Usually abuse of the power of contempt of court create panic among the intellectuals, public servants and people at large, which ultimate affect freedom of expression at a significant level.

6.15 OMBUDSMAN

Ombudsman is a government official whose job is to examine and report on complaints made by ordinary people about the government or public authorities (*Oxford Dictionary*). An Ombudsman is employed in the position of a Commissioner or an official by the parliament. He investigates the complaints raised against government, ministry, public organizations or public servants. There are instances of employing Ombudsman at different stages in different countries. But the chief Ombudsman is appointed by the parliament. For example, a Commissioner or Ombudsman for Health services is responsible for examining and submitting report on complaints relating to Department of

Health. On the other hand there might be a local Ombudsman whose duty is to investigate complaints raised against local authorities. An Ombudsman can investigate and prepare reports on a complaint but he cannot implement it (*Firoz 1998, p.129*).

There is a provision for appointing Ombudsman in Article 77 of the constitution of the People's Republic of Bangladesh that follow:

- (i) Parliament may, by law, provide for the establishment of the office of Ombudsman.
- (ii) The ombudsman shall exercise such powers and perform such functions as parliament may, by law, determine, including the power to investigate any action taken by a ministry a public offer or a statutory public authority.
- (iii)The ombudsman shall prepare an annual report concerning the discharge of his functions and such report shall be laid before parliament.

Despite creation of constitutional provision in 1972, Ombudsman is yet to be appointed in Bangladesh.

If post of Ombudsman is erected. the instances of Scandinavian countries show, it work effectively to reduce administrative corruption and help a lot create people's confidence on government administration and judiciary. It is learnt that the conception of Ombudsman was introduced first in the Swedish constitution in 1809 and was termed after Swedish language. The constitutional provision was created there for Ombudsman to examine charges against the public servants, the members of the armed forces, and the judiciary of violation of the rules formulated to protect citizen's right and harassment to the people created by them. In Sweden there are an Ombudsmen and a Deputy Ombudsman who perform their duty as authority to investigate charges over all the public departments including that on armed forces.

Followed by Sweden the post of Ombudsman is created in Finland, Denmark, New Zealand, Australia, and Norway. The parliamentary Commissioner performs the job in Britain. In the socialistic countries the system of Procurator acts as Complaint Investigating Authority against government.

In Bangladesh, recently one of the leading NGOs of the country BRAC has decided to employ Ombudsman to bring transparency and accountability in their administration (*The Daily Ittefaq, 09 July 2003*).

Khaleq (2001) raised a crucial question by asking why it is so important to create the post for Ombudsman despite the existence of judiciary and the Department of Anticorruption in the country. He also provided all the probable answers:

- (i) Rule of Law is almost absent in the country and people can rely on none of the administration or judiciary for remedy of their sufferings against the charges of corruption, bribery, dilatoriness discrimination, anarchism or any other kind of misdeed or wrong doing on them.
- (ii) There are also huge instances that the persons and judges working in lower and higher courts are engaged in massive corruption, bribery and dilatoriness.
- (iii) The Judiciary and Anticorruption Department cannot work independently. They have to face political and administrative pressure, which affect their performance badly.

With the increase of people's confidence, their communication will be spontaneous, proportionately make them able to participate in administrative and developmental activities at an increasing rate. It also encourages public servants to interact with each other in a healthy environment and thus help improve bureaucrats' communication both in internal and external situation.

6.16 RULE OF LAW AND SEPARATION OF JUDICIARY

The Rule of Law is recognized as a cardinal principle of every democratic Government though the essence of its emergence from the British Constitution giving the meaning of absolute supremacy of ordinary law as opposed to the influence of arbitrary power, and excludes the existence of arbitrariness, or prerogative or even of wide discretionary authority on the part of Government. It controls every action of Government to be consistent with law leaving the scope of appeal against all the actions of the Government in the ordinary law court. This principle implies that no person may be arbitrarily deprived of life, liberty and property; no one may be arrested or detained except for a definite breach of law, which must be proved in a duly constituted court of law. Equality before the law and provision of equal protection of law are it's main essence. It follows that Government itself must be subject both to the laws which it makes and to the greater law which it upholds. The Rule of Law is violated if a magistrate can arrest and imprison or fine a citizen without due process of law. It aims at preventing the Government and the legislature from becoming despotic and it is the duty of the courts to ensure their observance (*MA Hossain 1997, P. 94*).

It is to be noted here that the magistrates coming from BCS (Administration) Cadre, who dominate the lower tiers of judicial administration lack requisite experience and proper law degree. Trial at all the criminal offences including murder, robbery, and rape starts at their hand and it is the executive magistrates who decide the fate of these cases, as a result of which clear cut precedence of administrative influence on judiciary is created. In each district, on an average, at least 10 Magistrates are deputed in Judiciary whose services are under direct control of the Ministry of Establishment, whereas only 5 to 7 Assistant Judges (under the control of judiciary) are posted there. It there are employed about 40 Executive Magistrates in Dhaka city only 10 executives are there form Judicial Cadre. Thus domination of administration becomes stronger over judiciary (*MR Khan 2001*).

The Rule of Law is the product of centuries of struggle of the people for the recognition of their inherent rights of life, liberty and prosperity. In our constitutional scheme the inherent rights of the people are described under the caption *Fundamental rights*. To establish a democratic welfare polity, the essence of Rule of Law is recognized and expected by each and every Government, democratic or despotic, to get support of the people both home and abroad giving the Judiciary independence either literally or practically. Prof. Laski says,

When we know a nation state dispenses justice we know with some exactness the moral character to which it can pretend. Sidwich too had said that in determining a nation's rank of Political Civilization no test is more decisive than the degree in which justice as defined by law is actually realized in its judicial administration. Thus the rule of law is really the essence of democracy (*Laski quoted in MA Hossain 1997, P.95*).

Separation of powers among the constitutional organs of the Government is considered as the pre-requisites of the Rule of Law and the independent judiciary is one of the institutions of which rests the noble edifice of democracy and the Rule of Law. It is the judiciary that is entrusted with the task of keeping every organ of the state within the limits of the power conferred upon it by the constitution and the laws. In democratic polity governed by the rule of law the judiciary stands as a bulwark against abuse or misuse or excess of power on the part of the citizen against Governmental lawlessness.

Bangladesh got independence and fought with the avowed declaration to establish a democratic polity. a democratic constitution was adapted and the country is declared as a People's Republic under it with effect from December 1972. In the preamble, the third paragraph of the Constitution reads as follows:

It shall be the fundamental aim of the state to realize through the democratic process a socialistic society, free from exploitation, a society in which the Rule of Law, freedom, equality and justice political, economic and social will be secured for all of citizens. Article II of our constitution contains the guarantee as one of the state fundamental principles in respect of democracy and human rights. Article 27 articulated the principle of equality before the law enacting that all citizens are equal before law and are entitled to equal protection of law, while article 22 proclaims obligation to ensure the separation of the judiciary from the executive organs of the state as fundamental principles of state policy. These constitutional provisions were made aiming at achieving a democratic policy in which Rule of Law, basic human rights, freedom, equality and justice political, economic and social are to be ensured and secured for all citizens.

In part-VI of our constitution commencing from article 94-117 the description about our judiciary are given making the hierarchy of judiciary comprises of the Supreme Court at the apex and the subordinate judiciary. The Supreme Court consists of the Appellate Division headed by one Chief Justice, a new concept introduced for the first time in the Subcontinent.

The High Court Division has original, appellate and revisional jurisdiction. The Supreme Court of Bangladesh has both Civil and Criminal jurisdiction. Apart from it the High Court Division enjoys a constitutional jurisdiction commonly known as writ jurisdiction. The Appellate Division also has the advisory jurisdiction under article 106 on matters of exceptional public importance being referred by the President. In dealing with the aforesaid matters the Supreme Court of Bangladesh enjoys highest independence. The subordinate judiciary consists of the Magistrates and Judges up to the District level exercising original and appellate jurisdiction both Criminal and Civil. At the lower tier of the Criminal justice Magistracy is there. The magistrate court deals with a bulk of criminal cases of less serious offences. The magistracy is the weakest part and unfortunate feature of our judicial system standing on the ways of the independence of judiciary. The magistrates are executive officer discharging judicial and executive work interchangeable being under direct control of Ministry of Establishment. Such combination of powers in one hand is opposed to the basic concept of separation of judiciary. Famous French jurist Montesque observed, where the power of judging is joined with the executive, the judge might behave with all the violence of an oppressor. But it is always desirable and undisputed fact that a judge shall be free and it shall be their duty to decide matters before them impartially in accordance with their assessment of facts and their understanding of law without any restrictions, influences inducement pressure, threat or interference direct of indirect from any quarter. Considering this aspect our constitution makers made provisions in Article 116A of the constitution in following words:

Subject to the provision of the constitution, all persons employed in the Judicial Service and all Magistrates shall independent in the exercise of their judicial functions.

But after 25 years of our liberation the political parties in power failed to prove their moral courage to be consistent with constitutional commitment to take proper step for ensuring separation of judiciary (*MA Hossain 1997, pp. 96-97*).

The outcry for separation of judiciary from the executive is as old as our legal system, which is the legacy of the colonial rule in India. In order to keep consistence with the modern people oriented welfare the constitution proclamation for separation of judiciary as enacted in Article 22 must be actuated in both letters and spirits.

6.17 SCIENTIFIC AND TECHNOLOGICAL ADVANCEMENT AND CHANGE IN BUREAUCRACY

Advancement in science and technology influences bureaucrats' communication behaviour greatly. For instance now a days telephone, fax, and computer are used very frequently in administration and these enhance pace of bureaucrats' communication and make communication easier. Besides these media including radio television newspaper etc. and transports come in aid in communication with people. All these are contribution of modern science and technology. It is observed that modern communication-tools help bureaucrats' communication directly, but it is only a small portion of the total contribution of science and technology made to our life and society, which indirectly help the society as well as the bureaucrats establish improved communication and better understanding within and among.

Actually we are living in the age of science and technology and there is not a single area of life where influence of modern science and technology can be overlooked. Health, education, Agriculture, housing, economics, trade and commerce, politics, transportation, industrialization, art, culture, media and what not are the beneficiaries of science and technology in the contemporary world.

But it is our national misfortune that cultivation of science is being abolished from our society, though we are enjoying the full benefits of it. It is very difficult to feel the heart beats of the microscopic existence of Ministry of Science and Information Communication

Technology excepting of the governments programs on ICT that giving an impression that it is the only way to achieve progress in the field of science and technology. Influence of superstition, fanaticism, fundamentalism, terrorism, and communalism are increasing gradually in all strata of the society including bureaucracy and administration, which are contrary to the environment suitable for cultivation of science and technology. Excepting a few, absence of efforts to organize science-movement in the society, initiative for science-research, and science-clubs in the localities producing almost no contribution to the progress of scientific technological advancement.

Our education system is also failing to grow interest among the youth in studying science. Now the situation is so aggravated that for scarcity of science graduates appointing a science teacher in secondary schools has become very difficult. Number of science students in higher secondary level is decreasing day by day and in the degree or pass course level, number of student has reduced significantly. Particularly students have been studying Physics, Chemistry, Biology, Mathematics, etc. in the B.Sc. degree or pass course are hardly found.

It is noticeable that private universities and educational institutions are growing at an accelerating rate throughout the country, but they are creating provisions for Business Studies, Information Technology and Medicine only with a little scope for studying other core subjects relating to science and technology there. The government initiatives to establish universities and institutions for study and research on science and technology is very insignificant, resulting a serious imbalance in science-education, research and progress in the country. So it is obvious that the bureaucrats of the country, the direct product of the existing education system, lack the complimentary healthy and balanced mentality to have proper attitude towards nourishing the development of science and technology help prepare appropriate policy for them.

Despite imbalance in the adopted policy relating to science and technology, significant move has been undertaken to introduce IT education and creating structure, and environment for it. Professor Jafar Iqbal (2000) describes the situation as starting of an unbridled computer inundation in the country. He adds, computers adopted in the government offices are usually placed in the office chambers of the top bosses though they have little IT education. They think it to be a prestige symbol for holding high position. In public offices use of computer is kept limited to writing official letters and preparing files

only, sometimes it is also used in playing games, enjoying audio-visual and other entertaining events.

Public offices are required to seek permission from ministry to establishment (MOE) internet, email lines to their computer, which indicate it is still not officially allowed to establish such connections in public offices. It is also notable that though government is encouraging IT friendly environment in public offices but it is a must for them to seek permission from the ministry for enlisting computers in Table of Equipment (TOE). Procuring this permission from administrative ministry subject to the approval of the MOE and then writing for financial sanction from finance ministry is a cumbersome and time consuming job.

Zafar Iqbal (2000) also points out the issue of brain drain and writes that those, who are getting IT education, do not stay in the country, they prefer to be migrant in the USA and to other developed countries due to better incentive package, which is too poor in the country and the scope of employment is very limited. Renowned economist, Dr. Muhammad Yunus (2000) indicates that the NGOs, business organizations, educational institutions, UN bodies and other bodies belonging to the civil society could establish mutual communication among them to help eradicate poverty from the country. According to him such organizations can establish communication network among people and could extend it for further development.

Professor M. Abdus Sobhan (2000) giving an account of presently available IT education facilities in the country stresses on generation of employment for the new IT graduates. He suggests a well thought IT policy including an action plan to implement it. Professor Sobhan feels need for creating an IT culture and socialization of IT benefits. Pointing out the non-existence of complete software for using Bangla in computer he says that Unicode standardization has completed for Bangla programming and it has been sent to ISO for approval. After getting final ISO approval, the government has a plan to prepare complete Bangla Software. He also points out that BCC (Bangladesh Computer Council) the lonely public department responsible for implementing IT policy, should take initiative to introduce a meaningful IT cultural befitting to our society.

The development of information and communication technology (ICT) has triggered an economic and social revolution. Deregulation of telecommunications, privatisations of economic sectors and globalisation have accelerated the process. Use of mobile phone is

increasing unbelievably and in near future, there is a trend, it may reach in a position to replace land telephones. Cable and satellite television ensure a bright future for media, while digital televisions are opening access to interactive services such as Internet, which making possible quick transaction of huge data through wideband transmission.

In terms of administrative, social and economic change Internet, e-mail, e-governance, e-commerce, e-banking etc. have already proved their immense potential. In the domain of the media a huge market including publishing, the ICT have enormous implications. Thousands of new and independent media are jumping to the competitive market, in contrast with a weak democratic system, the state controlled monopoly of information. Despite all these from the global trend it could be assumed that radio, television and written press are still the world's most accessible and widely spread ICT and they are also the three major information provider. So it is the time to impose certain rules and regulations that necessary to resolve other problems posed by ICT such as commercial fraud, information piracy, questions of intellectual property, protection of privacy, the sexual exploitation of human beings like prostitutes or paedophilia.

Understanding the urgency of ICT, government has launched programs to sensitise the sector to the needs of human development as because ICT has exploded the legal frameworks through which the media formerly operated, changing the tools of political decision-making, modifying the relation between the government and the governed, and strengthening democracies of opinion.

6.18 CONCLUSION

So far, the theoretical aspects of bureaucrats' communication with internal and external publics are discussed and descriptions on mostly used communication tools for the purpose in the bureaucracy in Bangladesh are presented in *Part A* of this chapter. But there are other sides of the bureaucrats' public dealings as bureaucracy is an integral component of our society, so it is assumed that in *Part B* of this chapter, the issues of social indicators those influence both the internal and external communication of the bureaucrats and their relation with people are discussed.

CHAPTER SEVEN

Data Analysis and General Findings

7.0 INTRODUCTION

The major efforts of data analysis of the study are devoted to analyze data through descriptive statistics. The collected responses of the bureaucrats are analyzed sequentially as they are arranged section wise in the schedule of the study. The findings of the sections are assembled in the General findings section (7.13) at the end of this chapter.

This chapter is organized into thirteen sections, each of the sections includes a group of related variables, and each of the variables contains a number of attributes. The sections are: 7.1 *Personal and Socio-Economic Background (PSEB)*, which includes personal information i.e., designation, salary grade, age, sex, religion, level of education, participation in household work etc. indicating socio-economic position and behavior of the respondents, 7.2 *Bureaucrats' Communication With People (BCWP)* that provide information regarding bureaucrats' communication with both internal and external publics of an organization, time allocation for both the cases, and information supplied by them to the cross section of people; 7.3 *Colonial Influence (CI)* includes analysis of responses of the bureaucrats to some technical statements, readiness to their acceptance of request and behavior related to colonial attitude those create influence on them; 7.4 *Attitude and Vested Interest (AVI)*, aims at detecting the attitudinal ingredients, i.e., impression about visitors, attitude towards gender issue etc. those insist the bureaucrats to fulfill vested interest; 7.5 *Communication Know-How (CKH)*, examines the respondents' knowledge about linguistics, level of their using communication tools, and techniques used by them in solving official problems; 7.6 *Influence of Information and Communication Technology (IICT)* aiming at identifying the level of using computers and existing hindrance to using ICT in offices; 7.7 *Dealing with Internal and External Publics (DIEP)* deals with the bureaucrats' contact with internal and external publics and degree of information received from external sources; 7.8 *Barriers and Conflicts (BAC)* deals with barriers in communicating with people, causes shown for official secrecy, and problems of

coordination; 7.9 *Working Environment and Job-Satisfaction (WEJS)* to uncover the level of working environment in which the bureaucrats have to work, degree of job satisfaction, promotion scope and expectation about salary structure in the bureaucracy; 7.10 *Feedback (FDBK)* puts emphasis on identifying the mode of getting feedback and follow-up system prevailing in bureaucracy; 7.11 *Policy Culture and Coordination (PCC)* to investigate supporting-policies related to flow of information, transparency in administration, independent local government and to solve disciplinary problems in the bureaucracy; 7.12 *Recruitment and Efficiency (RAE)* to look into the criteria for recruitment of the bureaucrats, level of efficiency of the subordinates and the efficiency level of the controlling officers assessed by the juniors and 7.13 *General Findings (GF)* that displays significant findings of overall analysis of individual sections.

7.1 PERSONAL AND SOCIO-ECONOMIC BACKGROUND (PSEB)

In Bangladesh, bureaucracy is an integral part of the elite class of the society, and as its members, most of the bureaucrats lead affluent life. They exercise and enjoy power as they are directly or indirectly linked up with state power structure as well as that of the society. For their lucrative position in the society and luxurious life-style, the bureaucrats always draw attention of the people who miserably pass their days fighting against poverty, unemployment, malnutrition, frustration and deprivation round the year.

It is a general curiosity of the common mass to know about a person who emerges as a bureaucrat, whether his early life is passed in affluence and enlightened environment or not, are the members of his or her family highly educated and belongs to noble professions? At the same time it is believed that the higher the sophistication of a bureaucrat's personal, socio-economic and family background, the higher the quality of his communication with people. This is why, for this study, some particular aspect of a bureaucrat's personal life including socio-economic and family background is looked into.

This section includes general information related to data source and the respondent's personal affairs i.e., sex, age, religion, employment, family-education, salary, number of children and planning education for them, and participation in the household work and other family affairs.

7.1.1 Data Source

Data required for this study is collected from 400 respondents working at different levels of administration. Considering the tiers of administration the data sources are categorically divided into four components. The sample-distribution among the categories is shown in figure 7.1.

Figure: 7.1
Data sources and Sample Distribution

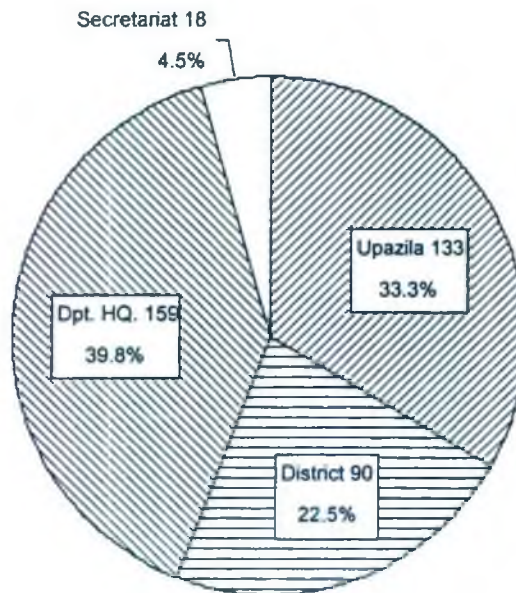


Figure 7.1 shows that there are four data sources for this study: Bangladesh Secretariat, Departmental Head quarter, District and Upazila levels. From the sources mentioned 18 (4.5 %), 159 (39.7 %), 90 (22.5 %) and 133 (33.25 %) samples are drawn respectively. Though class-I government officers are the main subjects of this study, still a representative number of class-II officers working at the Upazila level are also included in the sample as this group contributes substantially in decision making in Upazila level, the lowest tier of administration.

7.1.2 Monthly salary

The respondents draw their monthly salary in top ten grades in the National Pay Scale (NPS) 1996 with an average monthly salary Tk.8296.56.

Their salary grade structure, corresponding median of the salary grades, and the frequency distribution of the respondents drawing salary in the corresponding grades are displayed according to their posting-places shown in Table 7.1.1.

Table – 7.1.1
Distribution of the respondents according to their salary and place of posting

Salary Grade	Salary Structure	Median Salary	Upazila Freq.	District Freq.	Dept. HQ Freq.	Sect. Freq.	Total (%)
G-1	15000 (fixed)	15000.00	0	0	0	1	1 (0.25)
G-2	12900 - 14300	13600.00	0	0	5	1	6 (1.5)
G-3	11700 - 13500	12600.00	0	1	8	2	11 (2.75)
G-4	10700 - 13100	11900.00	0	1	7	0	8 (2.0)
G-5	9500 - 12100	10800.00	4	32*	43	9*	88 (22.00)
G-6	7200 - 10840	9020.00	12	22	56*	5	95 (23.75)
G-7	6150 - 9750	7950.00	18	6	10	0	34 (8.50)
G-8	4800 - 8160	6430.00	7	6	4	0	17 (4.25)
G-9	4300 - 7740	6020.00	54*	20	24	0	98* (24.50)
G-10	3400 - 6625	5012.50	38	2	2	0	42 (10.50)
Total			133 (33.25)	90 (22.5)	159 (39.75)	18 (4.5)	400 (100)

The modes of the salary grades applicable for the officers at work in the Upazila, District, Departmental Head Quarters and Bangladesh Secretariat are G-9, G-5, G-6 and G-5 respectively where as the over all mode is G-9. On the other hand the medians of the officers' corresponding minimum and maximum monthly salary grades are Tk.5012.00 and Tk.15000.00 respectively.

Among the total population of the sample the highest number of officers, 88 (22.00 %) draw their salary in G-5 and this group dominates the District and Secretariat levels of administration by dint of their presence in the largest number. Also officers under G-6 and G-9 are two most dominating groups as their presence in the total population are represented by 23.75 % and 24.50 % respectively. The officers under G-6 group dominate the Departmental Head Quarters while the G-9 grade officers dominate the Upazila level. The table also shows the absence of senior officers drawing salary in G-4 or above in the field levels of administration, that is in the Upazila and in the District levels.

7.1.3 Service/cadre of the respondents

About 216 (54.0 %) respondents, among 400 in total, are drawn from 25 different cadres of Bangladesh Civil Service, and among the rest 183 (45.8 %) belong to non-cadre group and 1 (0.3%) from the contract service (table 7.1.2).

Among the cadre-groups BCS (Administration) cadre officers dominate by 10.5 % (42 respondents) of the total population. Representation of BCS (Cooperative), BCS (Information) and Non-cadre officers in the sample are 12.5 % (50 respondents), 12.3 % (49 respondents) and 45.8% (183 respondents) respectively.

Table-7.1.2
Service/Cadre of the respondents

Service/Cadre	Frequency	Percent
BCS (Agriculture)	17	4.3
BCS (Family Planning)	4	1.0
BCS (Fisheries)	9	2.3
BCS (Food)	1	.3
BCS (Health)	4	1.0
BCS (Information)	49	12.3
BCS (Livestock)	10	2.5
BCS (Pub Works)	5	1.3
BCS (Taxation)	7	1.8
BCS (Administration)	42	10.5
BCS (Ansar)	1	.3
BCS (Audit & Accounts)	1	.3
BCS (Cooperative)	50	12.5
BCS (Customs)	1	.3
BCS (Econ)	5	1.3
BCS (Education)	2	.5
BCS (Postal)	3	.8
BCS(R & H)	2	.5
BCS(R&H)	1	.3
BCS (Statistical)	1	.3
BCS (Telecom)	1	.3
Contact Service	1	.3
Non Cadre	183	45.8
Total	400	100.0

Population of these three groups are higher as because Cooperative Department (CD), Press Information Department (PID) and Department of Social Services (DSS) are the three Departmental Head Quarters from where samples were drawn for the *Departmental Head Quarter* tire and these departments are served by mainly BCS (Cooperative), BCS (Information) and Non-cadre officers respectively. Particularly the number of Non-cadre officers is so high as because officers belong to this category also works at the Upazila level through out the country and they have been drawn as samples under the *Upazila* category also.

7.1.4 Sex, Age and Service-length

Among the respondents 340 (85%) are male and the rest 60 (15%) are female. Table 7.1.3 shows distribution of the male and female respondents according to their corresponding age groups. It indicates that so far is the age concerned for both male and female respondents the 41-45 age-group officers are the most dominant class in bureaucracy.

Table 7.1.3
Age * Sex Cross-tabulation

Age	Sex		Total (%)
	Male	Female	
26 -30	10	2	12 (3.0)
31 - 35	33	7	40 (10.0)
36 - 40	61	15	76 (19.0)
41 - 45	75	25	100 (25.0)
46 - 50	67	3	70 (17.5)
51 - 55	78	7	85 (21.25)
56 - 59	16	1	17 (4.25)
Total (%)	340 (85.0)	60 (15.0)	400 (100.00)

Among the lot 375 (93.8%) officers including 324 males and 51 females are married, and only 25 (6.2%) officers including 16 males and 9 females are unmarried, separated, divorced or widowed (table7.1.4).

Table 7.1.4
Sex * Marital status Cross-tabulation

Sex	Marital status					Total (%)
	Single	Married	Separated	Divorced	Widowed	
Male	11	324	2	1	2	340 (85.0)
Female	3	51	1	3	2	60 (15.0)
Total (%)	14 (3.5)	375 (93.8)	3 (0.8)	4 (1.0)	4 (1.0)	400(100.0)

The age of the respondents ranges from 26 years up to 57 years with an exception of a respondent of 59 years old. The average age of the respondents is 44.38 years. Their minimum length of service is 1 year and the maximum is 35 years, with an average service length 17.59 years.

7.1.5 Religion

Among the total respondents 312 (78.0%) are Muslims, 53 (13.3%) are Hindus, 6 (1.5%) are Buddhists, and 3 (0.8%) are Christians (table 7.1.5).

Table 7.1.5
Place of posting * Religion Cross-tabulation

Place of posting	Religion					Total
	Not willing to respond	Islam	Hinduism	Buddhism	Christianity	
Upazila	11	61	23	3	2	100
District	7	83	10	--	--	100
Dept. HQ	3	82	12	3	--	100
Secretariat	5	86	8	--	1	100
Total (%)	26 (6.6)	312 (78.0)	53 (13.3)	6 (1.5)	3 (0.8)	400 (100.0)

It is significant to note that 26 (6.6%) respondents declined to disclose their religious identity and the majority of them are posted in the field level namely in Upazilas and Districts, the two lowest tiers of administration. Through further investigation it is learnt that the maximum officers of this group belong to the minority class and they are afraid of exposing their religious identity, which could be treated as an indication of a time, when unrest and uncertainty grasped the administration. It is understood that a sense of uncertainty might work among them. A few of the officers belong to this group are secular and it is their feelings that there is no reason to include information related to religion in this type of study.

It is also noticeable that the Muslim officers are posted in the higher echelons of the administration at an incremental rate, where as the officers belong to other religious groups are posted in those levels at a degraded rate indicating presence of religious discrimination in administration from place of posting point of view.

7.1.6 Level of education

Education plays a vital role in improving a bureaucrat's communication behaviour. As the members of any family particularly spouse, mother and father influence any individual greatly, education level of those are taken into consideration in assessing the over all educational background of the bureaucrats in this study.

Table 7.1.6
Level of education of the respondents and the members of their families

Education Level	Respondent		Spouse		Mother		Father	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Primary	0	0.0	9	2.3	239	59.8	106	26.5
Secondary	0	0.0	71	17.8	121	30.3	138	35.5
HSC	9	2.3	63	15.8	20	5.0	43	10.8
Graduate	131	32.8	106	26.5	18	4.5	87	21.8
Masters	249	62.3	129	32.3	2	0.5	25	6.3
M. Phil.	5	1.3	6	1.5	0	0.0	1	0.3
Ph. D.	6	1.5	2	0.5	0	0.0	0	0.0
Total	400	100.0	386*	96.5*	400	100.0	400	100.0

*14 (3.5%) respondents are unmarried

Generally the officers have education qualification above graduation level. It is indicated in table 7.1.6 that 249 (62.3%) officers have master's degree and 131 (32.8) officers have

Bachelor or graduation degree while a few officers have HSC (2.3%), M.Phil. (1.3%) and Ph.D. (1.5%) degrees.

The table shows that the respondents' spouses have a slightly lower level of education than the respondents themselves. It is learnt that 129 (32.3%) spouses have Masters level education and 106 (26.5%) have graduation degrees. Among the rest the spouses are qualified up to the Secondary (17.8%), HSC (15.8%), and Primary (2.3%) levels. A few of them have M.Phil. (1.5%) and Ph.D. (0.5%) degrees.

The level of education of the respondent's mothers is very poor. It is implied from the table that 239 (59.8%) mothers are educated up to primary level or below and 121 (30.3%) of them have their education up to secondary level. A few of the mothers are educated up to HSC (5.0%), Graduate (4.5%) and Masters (0.5%) level.

The respondents' fathers' education level is slightly elevated than that of their mothers'. It is learnt that 138 (35.5%) fathers are educated up to secondary levels and 106 (26.5%) of them have primary level education or below. The rest of the fathers have Graduation (21.8%), HSC (10.8%), Masters (6.3%) and M.Phil. (0.3%) levels of education.

Table 7.1.7
The average level of education of the respondents
and the members of their families

Level of Education	Mean	Std. Deviation
Respondents	4.67	.62
Spouses	3.65	1.39
Mothers	1.56	.82
Fathers	2.47	1.27
Mean	3.09	

The levels of education of the respondents and the members of their families are summarized in table 7.1.7 which displays the category wise maximum and minimum level of education and corresponding mean scores measured on a 7-point Likert scale where 1 stands for primary, 2 for secondary, 3 for higher secondary, 4 for graduation, 5 for Masters, 6 for M.Phil. and 7 for Ph.D. levels of education.

The over all mean score 3.09 of the family education background of the respondents just falls below average level considering 4.0 as its acceptable value.

7.1.7 Occupation of respondent's spouse, mother and father

The issue of occupation of the respondent's spouse, mother and father addressed in this study is also considered very important for assuming their socio-economic background.

Table 7.1.8
Occupation of the members of the family of the respondents

Type	Spouse		Mother		Father	
	Frequency	%	Frequency	%	Frequency	%
Not applicable	14	3.5	0	0.0	0	0.0
Household	233	58.3	375	93.8	43	10.8
Agriculture	4	1.0	7	1.8	137	34.3
Employment	133	33.3	18	4.5	152	38.0
Business	16	4.0	0	0.0	67	16.8
Others	0	0.0	0	0.0	1	0.3
Total	400	100.0	400	100.0	400	100.0

Statistics (table 7.1.8) shows, the highest number (233 respondents representing 58.3% of the sample population) of the spouses are engaged in household work as their occupation. Among the rest a significant number of them are engaged in Employment and their number is 133 representing 33.3% of the samples while a few of the spouses are engaged in Business (4.0%) and Agriculture (1.0%).

A huge majority of the mothers numbering 375 (93.8% of the respondents) are engaged in household works and they are insignificantly engaged in other occupations like employment (4.5%), and agriculture (1.8%).

Respondents' fathers are almost equally engaged in two occupations: 152 (38.0%) of them are Employees and 137 (34.3%) are Peasants. A significant number of them, 67 (16.8%) are Businessmen and 43 (10.8%) are engaged in household work.

7.1.8 Number of children of the respondents and the planning of their education

It is assumed and found that the respondents are alert in keeping their family size small. From table 7.1.9 it is learnt that 284 (71.0%) respondents kept number of children limited within 2 issues including 67 (16.8%) respondents having only one issue and 44 (11.0%) of them having no issues.

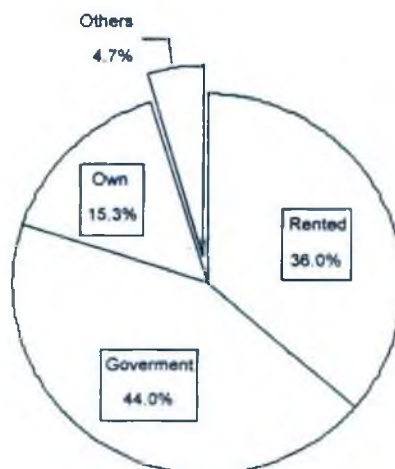
The largest number of the respondents, 183 (45.8%), depend on agriculture for their extra income other than service indicates a kind of direct connection of the bureaucrats with agriculture, though none of them are directly engaged in the profession. It also indicates a probability that some of their close relatives i.e., their father, mother, brother etc. are directly involved in agriculture and they supply them money in cash or food grain and other crop in kinds as their share for ownership (absentee) of agrarian land.

A good number of the bureaucrats, 57 (14.3%), have connection with business for their extra earning. From observation, discussion with reliable sources and information collected on the issue, it is learnt that the bureaucrats have connection with share market, and other businesses where they invest money by using pseudonyms and some of the bureaucrats have their family business.

7.1.10 Accommodation

It is found that the bureaucrats' family accommodation includes government, rented, own and other types of residences (fig. 7.2).

Figure 7.2
Bureaucrats' type of residence



Most of the bureaucrats have their accommodation in Government (44.0%) or rented (36.0%) houses while 15.3% of the respondents have their own residence and 4.8% of them have other types of residences, which may include their relatives houses or under the ownership of pseudo-name.

Table 7.1.9
How many respondents have how many children

Number of children	Frequency of respondents	Percent	Cumulative Percent
0	44	11.0	11.0
1	67	16.8	27.8
2	173	43.3	71.0
3	70	17.5	88.5
4	28	7.0	95.5
5	14	3.5	99.0
6	1	.3	99.3
7	3	.8	100.0
Total	400	100.0	

Still a significant number 116 (29%) of respondents adopted 3 or more children; some of them have as many as 7 issues. For the education of their children 273 (68.3%) respondents depend on local schools and the rest 127 (31.8%) respondents have sent or planned to send their kids abroad for education.

7.1.9 Source(s) of income other than service

It is learnt from discussion with the bureaucrats that as they are ill paid in comparison to the market price, educational expenses for the kids, and high cost of living in every respect they have to depend on extra income other than service in most of the cases (despite some of them lead luxurious and expensive lives beyond their means).

Table 7.1.10
Sources of the bureaucrats' income other than service

Source	Frequency	Percent
No source	70	17.5
Business	57	14.3
Industry	15	3.8
Agriculture	183	45.8
Others	75	18.8
Total	400	100.0

Table 7.1.10 shows, the bureaucrats depend largely on agriculture for their source of extra income, though a few of them depend on business and industry for the purpose. There are some respondents who have no sources of income other than service, while 75 (18.8%) of the respondents, without mentioning any specific category, admit that they have other source(s) of income that indicates some probability of their illicit connections or ways of earning extra money.

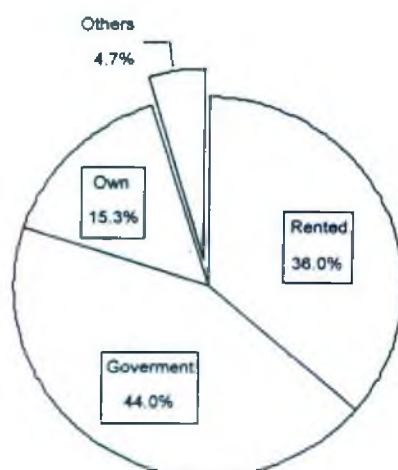
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7.1.11 Participation in the household work

If a bureaucrat participates significantly in household work, it is assumed that by nature, he also becomes participatory in official work.

Table 7.1.11
Statistics on participation in household work

Category of work	Mean Score	Std. Dev.
Washing dishes and utensils	3.00	1.83
Sweeping floors and walls	2.52	1.62
Cooking foods	2.91	1.92
Carrying children to school	2.68	1.87
Cleaning toilets and bathrooms	3.27	1.93
Shopping for daily necessities	4.94	1.97
Shopping at the time of festivals*	5.45	1.62
Doing other household works	4.32	1.52
Mean of the mean scores	3.64	

It is also expected that a man of participatory nature would have better communication with people. Keeping this in mind a few categories of household works are set in a 7-point Likert scale to look into the bureaucrat's participation in household work. The responses got from the bureaucrats are analyzed and the results are summarised in table 7.1.11.

It is learnt from the table (7.1.11) that the bureaucrats' participation is very high in shopping at the time of festivals and also it is above the average level in case of shopping for daily necessities and doing other household works, but they feel discouraged in cleaning toilets and bathrooms and washing dishes and utensils.

The bureaucrats participate least in sweeping floors and walls, cooking foods and carrying children to schools. The over all mean of the mean scores (3.64) shows their poor performance in this regard.

7.1.12 Domestic Aids

Domestic aid is an essential part to assist the household affairs particularly when husband and wife both are engaged in employment or in other profession.

Almost two thirds of the respondents told that they have domestic aids in their residence. As many as 192 (48.0%) of the respondents reported that they have 1 domestic aid, 43

(10.8%) of the respondents told they have 2 domestic aids. and some of them informed of keeping 3, 4 or 5 aids in their residence (table 7.1.12).

Table 7.1.12
Number of domestic aids

Number of Domestic aids	Frequency of respondents	Percent
0	129	32.3
1	192	48.0
2	43	10.8
3	27	6.8
4	5	1.3
5	4	1.0
Total	400	100.0

The habit of keeping domestic aid(s) indicates the bureaucrats' nature of dependence on others for getting their own tasks done. It could be also indicative of their idleness or affluent economic condition. However this habit of a bureaucrat as an individual may affect the bureaucrats' communication with people a direct or indirect way.

7.1.13 Influence in decision-making

The bureaucrats are very influential in decision making in family situation.

Table 7.1.13
Influence in decision making in the family situation

Degree of influence	Frequency	Percent	Cu. Percent
Least	4	1.0	1.0
Lesser	4	1.0	2.0
Less	15	3.8	5.8
Uncertain	22	5.5	11.3
Much	122	30.5	41.8
More	94	23.5	65.3
Most	139	34.8	100.0
Total	400	100.0	

Actually in 82.7% cases they play decisive roles while 11.3% of them fall below the average level in this regard (table 7.1.13).

7.1.14 Findings of the section

1. *The bureaucrats are ill paid; their average monthly salary is only Tk. 8296.56.*
2. *About 216 (54.0 %) respondents in this study are drawn from 25 different cadres and the rest 186 (56.0 %) from non-cadre group. The BCS (Administration) cadre officers dominate among the BCS cadre group officers.*
3. *Among the respondents 340 (85%) are male and the rest 60 (15%) are female.*
4. *Among the lot 375 (93.8%) officers including 324 males and 51 females are married.*
5. *The average age of the officers is 44.38 years, and their service length is 17.59 years.*
6. *Among the respondents 312 (78.0%) are Muslims, 53 (13.3%) are Hindus, 6 (1.5%) are Buddhists, and the rest 3 (0.8%) are Christians.*
7. *There is discrimination in administration from belief point of views. Unrest and uncertainty might generate among some of the respondents due to this.*
8. *Professionally a significant number of the respondents' fathers are engaged in employment (38.0%) and also a number of them in agriculture (34.3%).*
9. *About 31.8% respondents have sent or planned to send their kids abroad for education.*
10. *Some bureaucrats lead luxurious and expensive lives beyond their means.*
11. *A large number of bureaucrats depend on agriculture for their source of extra income.*
12. *Only 44.0% of the bureaucrats have government accommodation for their families.*
13. *The over all participation of the bureaucrats in household work is poor / absent.*
14. *In family situation about 82.7% of the bureaucrats play dominant role in decision-making.*

7.2 BUREAUCRATS' COMMUNICATION WITH PEOPLE (BCWP)

Communication in bureaucracy is compared to the blood circulation in human body. As human bodies collapse for the absence of regular blood circulation, administration also becomes stagnant in the absence of a proper and healthy communication system within and in-between the bureaucrats and the people.

The section includes analysis of the responses related to internal and public dealings factor of the bureaucrats communication with people, Information supplied by the bureaucrats on requisition of the cross section of people, comparison of office-time spent for communication with internal and external publics, and the bureaucrats' dealings with the visitors.

7.2.1 Internal and public dealings

Firstly, the bureaucrats are responsible to implement policies and execute decisions undertaken by the decision makers i.e., people's representatives and the politicians. For successful discharge of duties the bureaucrats have to communicate with the people to inform of the plans, programs and policies of the government to people, to make them convince and participate in developmental activities, to create awareness on different issues, and to implement a lot of other tasks. For these reasons maintaining communication with various *external publics*, the peoples outside of an organization, is a must for the bureaucrats.

On the other hand an organization is run by its *internal publics*, the paid persons responsible for accomplishment of assigned tasks within the organizational structure, who could be compared to oxygen that keeps respiratory system of an organism on.

Table 7.2.1
Bureaucrats' communication with people

Variables and attributes	Mean Score	Std. Deviation
Communication with External publics		
Police and legal professionals	2.74	1.70
Ministers, politicians and public representatives	4.81	1.90
Businessmen/industrialists	5.05	1.72
Media personnel	3.13	1.74
Diplomats	2.25	1.68
Personal friends	4.19	1.80
People from other offices	4.52	1.53
Common people	4.30	1.78
Visitors who come to get their work done	3.29	1.66
People who visit with urgent and public business	4.29	1.90
Communication with Internal publics		
Colleagues	5.46	1.75
Technical staff	4.85	1.81
Aids/MLSS/sweeper	4.79	1.74
Persons work in subordinate office(s)	4.81	1.77
Mean of the mean scores	4.18	

So, for the bureaucrats it is essential to keep good contact with the internal publics of an organization for establishing an effective control over the employees, motivating and encouraging them for good work, maintaining law and order within the organizational periphery, and ultimately for keeping administrative structure or bureaucratic machineries running.

Using 7-point Likert scale bureaucrats' communication with people for both external and internal situation is assessed and then the responses are converted into quantitative values. For assessing external and internal communication respectively 10 and 4 attributes were set (table 7.2.1). An average score 5.0, sufficiently high from the average score, is considered as satisfactory level of communication for this study.

In external situation, the bureaucrats' maintain very close contact with the businessmen and the industrialists (mean score 5.05), and their relation with the media personnel is the weakest (mean score 3.13). In internal situation, the bureaucrats maintain the strongest liaison with the colleagues (score 5.46).

The combined average score for measuring over all communication of the bureaucrats with people is 4.18, which is below the level of satisfaction (5.0).

7.2.2 Supply of information

Bureaucrats' communication is best understood by the degree of information supplied by them on requisition of the cross sections of people.

Table 7.2.2
Supply of information by the bureaucrats

Supply of information on requisition of	Mean Score	Std. Deviation
A journalist	3.64	1.96
Police and law enforcing agencies	3.86	2.09
Defense personnel	3.42	2.24
Courts	4.38	2.37
Accused persons	5.23	1.97
Businessmen/industrialists	4.69	1.92
Other departments	4.63	1.80
Ministry/higher authority	5.66	1.77
The common people	4.10	1.95
Mean of the means	4.26	

The scores for measuring this factor are displayed in table 7.2.2. It is learnt that bureaucrats' supply of information to their controlling ministry or higher authority is the highest (mean score 5.66), if it is asked for. Even the accused persons¹ may have sufficient information (mean score 5.23) from them, the degree sometimes may be higher in case of expressing sympathy to their fellow colleagues when they become victim of undue situation and also because of legal bindings for supplying information on requisition.

¹ The accuse persons may include bureaucrats under suspension or under trial of departmental proceedings or in any other courts. Also miscreants or terrorists may be included in this category.

The supply of information by the bureaucrats to the Businessmen and industrialists (score 4.69), Other departments (score 4.63), the Courts (score 4.38), and The common people (score 4.10) is found below the satisfaction level but not very far from 5.0.

The supply of information is miserable in case of *Police and law enforcing agencies* (score 3.86), *A journalist* (score 3.64) and *The defense personnel* (score 3.42). The reason may be that like other people of the society the bureaucrats also consider the police not friend but corrupt and creator of extra problem rather than to solve it. The cause behind supplying less information to the journalists might be the fear of being things public in contrast to their habit of keeping everything secret unnecessarily. They also do these sometimes out of vested interest and to suppress their weaknesses and wrong doings. Also it is true that journalists' malpractices at times also are partially responsible for this. For not supplying sufficient information to the defense personnel may be caused by the bureaucrats' disliking or fear factors related to them.

7.2.3 Time spent to communicate

Table 7.2.3 shows that the bureaucrats spend more time to communicate with internal publics (score 52.88) than that to communicate with external publics (score 47.08). It is learnt from discussion with the bureaucrats that on an average, in both the cases, they spend minimum 20% and maximum 80% of their total time to communicate with people in office situation.

Table 7.2.3
Percentage of time spent to communicate with people

Office time spend to communicate	Mean (%)	Std. Deviation
With internal publics	52.88	20.02
With external publics	47.08	20.04

It could be an assumption from this that the bureaucrats are slightly inclined to keep themselves confined with in their organizational periphery as it is found that they spend more office time for communication with internal publics than that for the external publics.

7.2.4 Visitors to the bureaucrats

A majority of the respondents (52.75%) told that sometimes they allow visitors to meet them at their residence or other places. On the other hand the rest 47.25% respondents do never allow visitors to meet them outside the office or workplace.

Table 7.2.4
Visitors per day to Bangladesh Secretariat

Date	Pass issued by the Bureaucrats			Total of col. 2, 3 and 4	Pass issued by the Ministers			Total of col. 6, 7 and 8	Grand Total
	Sec., Adl.Sec.	Joint Sec.	Mail		Minis ter	St. Min.	Dy. Min.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
18 Sept/04	110	297	120	527	275	410	54	739	1266
19 Sept/04	135	353	130	618	292	490	41	823	1441
20 Sept/04	131	359	150	640	269	429	86	784	1424
21 Sept/04	125	320	85	530	268	525	43	836	1366
22 Sept/04	110	375	95	580	303	490	57	850	1430
9 Oct/04	105	275	80	460	195	317	29	541	1001
10 Oct/04	85	152	60	297	120	268	24	412	709
11 Oct/04	125	255	150	530	245	465	31	741	1271
12 Oct/04	145	375	100	620	222	472	35	729	1349
13 Oct/04	133	400	120	653	297	440	41	778	1431
Average	120.4	316.1	109.0	545.5	248.6	430.6	44.1	723.3	1268.8

Source: Security Cell, Ministry of Home affairs, 14 October 2004.

It is known from official sources that an average of 1270 visitors come to Bangladesh Secretariat daily, and among those around 545 (43%) come to the bureaucrats and 723 (57%) to the people's representatives (table 7.2.4).

Usually visitors get entrance to the Secretariat by collecting pass issued by the Ministers, State Ministers, Deputy Ministers, Secretaries, Additional Secretaries and the Joint Secretaries. Also some messengers with mails from different offices come to the Secretariat as visitors with official business.

It is noticeable that more entry passes are issued by the Joint Secretaries than those issued by the Secretaries. The same is the case between the State ministers and the Ministers.

But it is open to all that everyday huge number of visitors (according to the concerned sources unwilling to be exposed) could be at least ten times to the official account, manage to enter in to Secretariat without any pass by bribing the security people.

7.2.5 Findings of the section

1. *The bureaucrats' over all communication with people (score 4.18) is below the level of satisfaction (5.0).*
2. *The bureaucrats' supply of information to their controlling ministry or higher authority (score 5.66) is the highest. Even the accused persons may have sufficient information (score 5.23) from them.*
3. *Their supply of information is miserable in case of Police and law enforcing agencies (score 3.86), Journalist (score 3.64), and The defense personnel (score 3.42).*
4. *The bureaucrats are inclined to keep themselves confined with in their organizational periphery. They spend more time (52.88%) to communicate with internal publics (52.88%) than that (47.08%) with external publics.*
5. *A majority of the respondents (52.75%) allow visitors to meet them at their residence or other places.*
6. *An average of 1270 visitors come to Bangladesh Secretariat daily, of which 43% come to the civil bureaucrats and 57% to the people's representatives (the political bureaucrats).*
7. *More entry passes are issued by the Joint Secretaries than those issued by the Secretaries. The same is the case between the State ministers and the Ministers.*

7.3 COLONIAL INFLUENCE (CI)

It is known that the contemporary bureaucracy of Bangladesh inherits historical legacy of colonialism for its genesis. During the period of colonial rule the objectives and goals of bureaucracy was to maximize transfer of wealth and money to the ruling country. The rulers were always in a suspicion that the native people would create obstacle to their intent. They would never believe people that they used to rule. This is why the basis of their communication with people was based on mistrust. They would undermine the native people and even misbehave with their colleagues who were native. They used to believe that imposing punishment were the key to establish control over administration as well as over people.

But Bangladesh had started its independent journey since three and a half decades before from now. In an independent country where the bureaucrats play pivotal role in development should rectify their old character of creating obstruction and help grow awareness heading to progress and development. So it is an urgent need to assess how much influence as remnants of colonialism is still prevailing in bureaucracy and administration. Efforts are made to understand this through the following points:

7.3.1 Views about basic colonial characteristics

Colonial influence on the bureaucrats' communication behavior could best be assessed through their agreement or disagreement with specially designed statements that match with the colonial principles, policies and values as these are the basic philosophical grounds for which a bureaucrat could think of showing indifference towards common mass.

The section aims at analyzing the responses regarding the bureaucrats' views about basic colonial characteristics, attitude about acceptance of request, and expression of annoyance and satisfaction by the seniors.

For the purpose, a set of questions designed carefully on a 7-point Likert scale where 1 stood for extreme disagreement and 7 for extreme agreement. The respondents' choices were converted into quantitative values, which are summarized in table 7.3.1.

Table 7.3.1
Bureaucrats' views about colonial characteristics

Comments matching with colonial values	Mean Score	Std. Deviation
Donors support with pre-conditions should be accepted without hesitation*	5.55	1.65
Punishment is the basis and symbol of colonial administration	3.26	1.88
Disclosure of information is not always good for administration	3.62	1.96
To be a good administration one should maintain distance with people*	5.22	1.84
Still prevail colonial rule to restrict bureaucrat's communication	3.99	1.95
There are disparity among different cadre-groups in bureaucracy*	5.08	2.06
There are gender, religious and racial discriminations in appointment, posting and promotion in bureaucracy	3.72	2.07
Bureaucrats should be allowed to comment on public issues	3.70	2.03
Mean of the mean scores	4.27	

The three attributes in the table showing great significance are Donors support with pre-conditions should be accepted without hesitation (score 5.55), To be a good administrator one should maintain distance with people (score 5.22), and There are disparity among different cadre-groups in bureaucracy (5.08). These selections speak enough about strong dominance of colonial influence on the bureaucratic mindset, and its consequences on bureaucrats' communication pattern could be easily understood.

The attributes with lower score i.e., Still prevail colonial rule to restrict bureaucrat's communication (3.99), There is gender, religious and racial discriminations in appointment, posting and promotion in bureaucracy (3.72), Bureaucrats should be allowed

to comment on public issues (3.70), Disclosure of information is not always good for administration (3.62), and Punishment is the basis and symbol of colonial administration (3.26) also support the inference of existence of colonial influence on communication behavior of the bureaucrats.

7.3.2 Acceptance of requests

It is observed that bureaucrats decide things in prior with whom he will behave how. Particularly bureaucrats think ahead about their communication, as their former masters would do, accepting requests from the seniors and influential corners and undermining the subordinates.

Table 7.3.2
Score on acceptance of requests

Request type	Mean Score	Std. Deviation
Undue order from boss*	5.59	1.81
Request from juniors	3.50	1.66
Request from ordinary people	3.58	1.66
Request or threat from influential corners*	5.61	1.68
Mean of the mean scores	4.57	

Table 7.3.2 is indicating that the bureaucrats are ready to accept orders from the bosses (score 5.59) and request or threat from influential corners (score 5.61) even undue. On the contrary they pay less importance to the requests from ordinary people (score 3.58) and that from the juniors (score 3.50).

7.3.3 Expression of annoyance and satisfaction by the seniors

Table 7.3.3
Expression of annoyance and satisfaction by the senior officers towards a junior

Expression of annoyance			Expression of satisfaction		
Type	Freq.	%	Type	Freq.	%
Shouts	103	25.8	Praise by words	283	70.8
Remain silent	93	23.3	Declare financial incentives	11	2.8
Do not share	51	12.8	Provide material incentives	3	.8
Does anything	29	7.3	Remain silent	32	8.0
Take revenge other way	81	20.3	Shows no reaction	60	15.0
Others	43	10.8	Becomes out of bound	11	2.8
Total	400	100.0	Total	400	100

In most of the cases 103 (25.8%) the senior bureaucrats shout at their juniors when they are annoyed. Table 7.3.3 shows 93 (23.3%) respondents remain silent, 81 (20.3%) take revenge in other way in a similar situation.

In case of expressing satisfaction the 283 (70.8%) senior respondents mentioned that they praise their juniors by words, 60 (15.0%) respondents show no reaction.

7.3.4 Findings of the section

1. *Colonial influence is strong on the bureaucratic mindset.*
2. *The bureaucrats are ready to accept undue orders from the bosses (score 5.59) and request or threat from influential corners (score 5.61), but they pay less importance to the requests from ordinary people (score 3.58) and that from the juniors (score 3.50).*
3. *In 25.8% cases the senior bureaucrats shout at their juniors when they are annoyed.*
4. *In case of expressing satisfaction 70.8% of the seniors praise their juniors by words.*

7.4 ATTITUDES AND VESTED INTEREST (AVI)

Attitude is the way that somebody thinks and feels about something or somebody. A person with positive attitude is an asset while that with negative attitude is a liability for an organization. It is an important aspect of communication and for measuring attitude of a person, particularly of a bureaucrat. It is important to look into the way he behaves towards something or somebody.

On the other hand a bureaucrat engaged in public functions has to deal with a lot of problems, face a lot of pressures. He is linked up with powerful and influential corners and he enjoys an opportunity to understand the weaknesses of those and sometimes witnesses their misdeeds, corruptions and misuses of power that create an extra opportunity for him to be an associate to all of those vices. The longer he is associated with the pressure and interest groups the stronger he will be serving, supporting, protecting and indulging in mutual vested interests.

It is observed that bureaucrats with attitudinal problems and vested interests are mainly responsible for corruption, dilatoriness and red tape syndrome of the bureaucracy.

For measuring the attitude and vested interest a number of questions, incorporating factors that affect bureaucrats' communication with people, were set and the responses are analyzed and summarized here.

Answers provided by the respondents to the questions relating to average time required for solving official problems, focal point of development, meeting situation, impression about visitors and attitude about gender issue are the main points of analysis for this section.

7.4.1 Average time required for solving official business

Dilatoriness, commonly alleged, is one of the major black holes of the bureaucracy, which slows its communication and ultimately results in people's sufferings.

Table 7.4.1
Average time for solving an official business

Average time	Frequency	Percent	Cu. Percent
Immediately	192	48.0	48.0
1 day	70	17.5	65.5
2 days	61	15.3	80.8
1 week	61	15.3	96.0
2 weeks+	16	4.0	100.0
Total	400	100.0	

Table 7.4.1 shows that responding to a question in this regard 192 (48.0%) respondents told that they immediately solve any official problems or proposals raised before them, while 70 (17.5%) respondents take 1 day, 61 (15.3%) of them take 2 days, another 61 (15.3%) take 1 week, and 16 (4.0%) respondents take 2 weeks or more as an average time for disposing a case (table 7.4.1).

It is learnt from table 7.4.1 that 19.2% of the respondents take more than 1 or 2 weeks as average time for solving official business. This group might be mainly responsible for dilatoriness in administration.

7.4.2 Focal point of development

What is the level that the bureaucrats consider to be the focal point of development for the country? To know the answer to this important question 7 (seven) options were set and those are Gram / Village, Union, Upazila, District, Division, Departmental offices, and Bangladesh Secretariat. The responses are analyzed and the gist is stated here.

Village is considered as focal point of development by a maximum of 202 (50.5% of the total) respondents, while among the rest 101 (25.3%) respondents opted for Upazila, 45 (11.3%) for Union, 26 (6.0%) for Bangladesh Secretariat, 16 (4.0%) for District, 10 (2.5%) for Departmental offices and 2 (0.5%) for Divisions.

7.4.3 Meeting situation

It is commonly said that meeting, sitting and eating are the main characteristics of bureaucracy. Perhaps it is so critically said as because in a bureaucratic situation meeting is considered an integral part of almost every case of decision-making. And it is also generally believed that only the boss, in most cases, talks the most and hears little to others. He suddenly declares decisions and the meeting ends. As a result with a few exceptions no communication takes place.

In fact meeting is an important tool for official communication. It is an occasion when people come together to discuss or decide something. Usually in an official situation the senior bureaucrats are authorized to take decisions and the persons concerned participate a meeting. In an ideal situation all the participants of a meeting, irrespective of his post and position, should equally take part in a threadbare discussions, raise arguments, interact each other without any fear or prejudice and finally come to a collective decision on the basis of the discussions and arguments. But the point could be raised; does this happen in the real situation?

So to investigate the communication pattern of bureaucracy it is felt essential to look into the '*meeting situation*' in which the bureaucrats participate very frequently. Keeping this in mind the views of the respondents in this regard are collected as response of the three questions and the summarized results are displayed in table 7.4.2.

Table 7.4.2
What happens in a meeting situation?

Question \ Response	Yes		No		Total	
	Freq.	%	Freq.	%	Freq.	%
Do you ever argue with controlling officers?	159	39.8	241	60.3	400	100.0
Do you listen to others carefully?	386	96.5	14	3.5	400	100.0
Does your boss listen to you carefully?	347	86.8	53	13.3	400	100.0

It is found that, in a meeting situation, 159 (39.8%) of the respondents have a habit of arguing with controlling officers, 386 (96.5%) of them responded that they listen to others carefully, and 347 (86.8%) respondents told that their bosses listen to them carefully. On the other hand 241 (60.3%) of the respondents mentioned that they never argue with their controlling officers, 14 (3.5%) of them do not listen to others carefully and 53 (13.3%) respondents told that their bosses did not listen to them carefully.

It is significant that more than 60% bureaucrats never raise arguments in meetings, perhaps they might belong to attitude of servile obedience.

7.4.4 Impression about visitors

Impression about visitors is a vital subject so far communication of the bureaucrats is concerned. It expresses the bureaucrats' attitude as well as exposes their links with different interest groups indirectly. The variable is measured on a 7-point Likert scale and the results are summarized in table 7.4.3.

Analysis shows that the mean score of the bureaucrats' impression about the persons who make '*tadbir*' gained the highest mean score (6.24) and that with the people who want to get their work done readily is the lowest (3.35). Their impression about pressure group is also very significant (6.07).

Table 7.4.3
Respondents' impression about the visitors

Group of the visitors	Mean Score	Std. Deviation
People who come to create pressure	6.07	1.36
Colleagues come to gossip or chat	4.90	1.34
Persons come to make <i>tadbir</i> or illegal request	6.24	1.06
People visit you and want to get work done readily	3.35	1.55
Visitors come for curtsey call	4.60	1.50
People come for personal purpose	3.76	1.52

The higher scores indicate the bureaucrats' strong fascination about the respective interest groups and the lowest score indicates the degree of disliking about those groups of people who expect an immediate action on their problems.

7.4.5 Attitude about gender issue

It is a contemporary trend that Gender issue is considered very important at any field of work round the world. It is very significant as because the discrepancies and inequalities those had been prevailing in this regard should be removed immediately. As soon as gender-equity and gender-rationality be established in the bureaucracy along with the other echelons of the society the bureaucrats' communication with people would be more effective and dynamic automatically.

Table 7.4.4
Bureaucrats' attitude about gender issue

Degree of agreement the with following statements	Mean Score	Std. Deviation
Male employees enjoys extra facilities all through	3.19	1.94
A female employee is always more sincere than her male colleague	3.53	1.93
Male employees are more engaged in various forms the corruption	3.80	1.74
Female employees always get extra benefits form the top bosses	4.21	2.00
Male employees always remain engaged in other ways	3.50	1.71
Female employees are more efficient than the males	2.82	1.76
Mean of the mean scores	3.50	

The bureaucrats' attitude about gender issue is measured through the attributes displayed in table 7.4.4. It is found that five out of six of the attributes scored below 4.0, the average satisfactory level, and the mean of the mean scores indicate about the bureaucrats' negative attitude towards gender issue.

7.4.6 Findings of this section

1. *About one fifth of the respondents take more than 1 or 2 weeks as average time for solving official business who might be mainly responsible for abnormal delay in administrative communication.*
2. *Even in a meeting, more than 60% of the respondents never argue with their controlling officers, 3.5% of them do not listen to others carefully, and 13.3% respondents' bosses do not listen to them carefully.*
3. *The bureaucrats maintain strong liaison with those who make tadbir (score 6.24) and with pressure groups (score 6.07). But their impression is mean about those who want to get their work done readily (score 3.35).*
4. *The bureaucrats' attitude about gender issue is negative.*

7.5 COMMUNICATION KNOW-HOW (CKH)

Communication like some other natural life support system work silently. It is not essential to know the science behind this to keep on normal communication but for making communication effective a person has to acquire skill over it.

Generally it is assumed that language proficiency, academic background and training help the bureaucrats increase efficiency and skill in communication, while using modern communication tools enhances its speed. Positive attitude towards solving official problems in practical situation and improved reading habit may also contribute substantially in raising the level of the bureaucrats' communication know-how.

The analysis in this section puts emphasis on language proficiency, respondents' academic background or training in communication, using communication tools, solving official problems and reading habit.

7.5.1 Language proficiency

Language is the carrier of written communication. Particularly its contribution to official communication is the most significant. If a bureaucrat have knowledge or expertise on a particular foreign language, it would be easier on his part to communicate with people, whose mother tongue is that one, or with those who at least know that.

With the new scientific advancement and inventions, as the world becoming smaller, it is an urgent task for the bureaucrats of the Developing Countries (DC) of the world to increase the stock of their known-language. Also as the development of their respective countries depend on the good intentions of the cross-cultural agencies around the world, for establishing effective communication with those the bureaucrats of the DCs have to acquire multi-linguistic proficiency. So in the contemporary competitive global situation multi-linguistic efficiency has become one of the major criteria of bureaucratic-efficiency in establishing communication with people.

For measuring cross-cultural and multi-linguistic factor of bureaucratic communication, the level of linguistic-literacy among the bureaucrats of the country is examined. How many languages does a bureaucrats know?

Table 7.5.1
Language known

Language known	Frequency	Percent
English	367	91.8
French	9	2.3
Japanese	1	.3
Urdu	7	1.8
Arabic	8	2.0
Sanskrit	7	1.8
Missing System	1	.3
Total	400	100.0

To investigate the attribute, the bureaucrats' knowledge about as many as six leading languages (i.e., English, French, Japanese, Urdu, Arabic, and Sanskrit) of the world is looked into.

It is found from the analysis (Table 7.5.1) that except Bangla² as many as 367 respondents (91.8%) knows English. It gives a good impression about the linguistic knowledge of the bureaucrats. But except Bangla and English only 32 respondents (8.2 %) know a few other languages including French, Arabic, Urdu, Sanskrit and Japanese indicating a very poor show of the performance of the bureaucrats' cross-cultural and multi-linguistic efficiency in establishing effective communication with the global citizens.

7.5.2 Respondents academic background or training in communication

It is learnt that 181 respondents (45.3 %) have either academic background or training in communication. On the other hand 219 respondents (54.8 %) do not have any of them.

It was asked, whether training on communication increase bureaucrats' efficiency or not, and in response 370 (92.5%) respondents said 'Yes', and the rest 30 (7.5%) responded in the negative.

Table 7.5.2
Bureaucrat's background on communication * increase of efficiency

Cross tabulation <i>Academic and training background versus efficiency</i>		Does training on communication increase efficiency of the bureaucrats?		Total
		Yes	No	
Do the respondents have academic background or training in communication?	Yes	167	14	181
	No	203	16	219
Total		370	30	400

From the result of the cross tabulation (table 7.5.2) it is learnt that among the 370 respondents who are in favor of the opinion that training on communication increase efficiency of the bureaucrats only 167 have academic or training background and the rest 203 respondents do not have. So it is clear that irrespective of having academic and training background or not almost all the bureaucrats feel its necessity for increasing their efficiency.

7.5.3 Use of communication tools

It is understood that land phone is the most popular communication tool used by the bureaucrats (mean score 5.26) and the other tools used by them are typewriter (mean score 3.86), computer (mean score 3.84), Fax (mean score 3.18), e-mail (mean score 2.51) and mobile phone (mean score 2.89).

² The mother tongue of the bureaucrats of Bangladesh.

Table 7.5.3
Average use of communication tools

Communication tools	Mean Score	Std. Deviation
Land phone*	5.26	2.10
Mobile phone	2.89	1.99
Computer	3.84	2.34
Fax	3.18	2.13
E-mail	2.51	2.01
Type writer	3.86	2.44
Mean of the mean scores	3.59	

Though hand phone is the mostly used communication tool, it is learnt from table 5.4 and also from observation that 120 (30.1%) respondents including more than 95 percent of the officers posted in the Upazilas have no telephones and they occasionally use telephone from other's offices or from Public Call Offices (PCO's).

It is significant that though typewriter is becoming almost obsolete from the rest of the world, in Bangladesh it still occupies the second position in the list of using communication tools (table 7.5.3) with an average score 3.86.

It is also observed that use of Mobile phones as communication tool is increasing and it is being equally popular to the bureaucrats posted in both in the central and remote tiers of administration though till now it is not provided to them officially and it might be a cause of low score of using mobile phone in table 7.5.3.

Table 7.5.4
Degree of using communication tools

Degree of use	Land ph.	Mobile ph.	Computer	Fax	E-mail	Typewriter
	Freq. (%)	Freq. (%)	Freq. (%)	Freq. (%)	Freq. (%)	Freq. (%)
Not at all	55 13.8	161 40.3	129 32.3	154 38.5	221 55.3	129 32.3
Hardly	8 2.0	47 11.8	22 5.5	34 8.5	32 8.0	31 7.8
A few	9 2.3	36 9.0	9 2.3	32 8.0	24 6.0	20 5.0
Sometimes	48 12.0	73 18.3	66 16.5	61 15.3	46 11.5	41 10.3
Often	37 9.3	28 7.0	46 11.5	42 10.5	29 7.3	39 9.8
Frequently	72 18.0	24 6.0	54 13.5	40 10.0	19 4.8	44 11.0
Always	171 42.8	31 7.8	74 18.5	37 9.3	29 7.3	96 24.0
Total	400 100.0	400 100.0	400 100.0	400 100.0	400 100.0	400 100.0

The use of computer and e-mail is still very limited. Particularly in the Upazilas there are almost no computers and in the Districts the number is very insignificant. The over all use of E-mail in public offices in Bangladesh irrespective of administrative tiers is too poor.

The over all mean score (3.59) for using communication tools by the bureaucrats measured on Likert scale indicates the poor performance.

7.5.4 Solving official problems

It is learnt from experience that the bureaucrats, prior to making any decision on official problems, discuss with all concerned and some of them prefer to take decision in meeting. There is a group who always take instruction from the controlling officer before taking any decision and also they want their juniors to do the same.

The bureaucrats have a general habit of putting everything in files though it is time consuming, they think it to be their safeguard as all the concerned officers share opinions and put signatures at the time of processing files.

Problem solving mechanism sometimes involves discussion with selected expert groups and some of the bureaucrats have a tendency to consult with the junior groups as they think that the young people could contribute to a problem in a modern way.

Table 7.5.5
Ways of solving official problems in practical situation

Ways of solving problems	Mean Score	Std. Deviation
Discussing with all concerned*	5.63	1.51
Taking decision in meetings	4.99	1.59
Taking instruction from the controlling officer	2.73	1.48
Processing files	3.16	1.64
Discussing with selected expert groups	4.28	1.80
Discussing with the junior groups	3.68	1.62
Mean of the mean scores	4.08	

It is learnt from table 7.5.5 that the bureaucrats in solving official problems in practical situation prefer most to discuss with the concerned people (mean score 5.63) and the next, to consult with the expert groups (mean score 4.28).

It is also learnt that in practical situation the process of solving official problems involves the least taking instruction from the controlling officers (mean score 2.73) and the next processing files (mean score 3.16).

The mean of the mean scores, measured on Likert scale is 4.08 just stands above the average value of 4.0.

It is assumed that in practical situation the bureaucrats prefer more discussion and consultation with concerned people and the expert group. They take instruction from the controlling officers and process files in solving official problems.

7.5.5 What the bureaucrats read more in office

According to the respondent, in office the bureaucrats 225 (56.3%) read more files and documents, 83 (20.8%) of them read more the newspaper, 81 (20.3%) read more official reports and the rest 11 (2.8%) read more books, literature and other materials.

Table 7.5.6
Reading habit of the bureaucrats

Reading material	Frequency of the readers	Percent
Newspaper	83	20.8
Official reports	81	20.3
Files and documents	225	56.3
Books	4	1.0
Literature	4	1.0
Others	3	.8
Total	400	100.0

7.5.6 Findings from the section

1. *In practical situation for solving official problems the bureaucrats prefer discussion and consultation with concerned people and the expert group. They also prefer taking instruction from the controlling officers and processing files.*
2. *In office situation 56.3 percent of the bureaucrats read files and documents, 20.8 percent of them read newspaper, and 20.3 percent read the official reports.*
3. *Over all use of communication tools by the bureaucrats is poor.*
4. *Land phone is the mostly used communication tool used by the bureaucrats.*
5. *Use of Mobile phones as communication tool is significant among the bureaucrats though it is not officially provided to them.*
6. *Almost all the bureaucrats feel necessity for training on communication to increase efficiency.*
7. *Except Bangla and English only 8.2 percent of the respondents know a few other languages including French, Arabic, Urdu, Sanskrit, and Japanese.*

7.6 INFLUENCE OF INFORMATION AND COMMUNICATION TECHNOLOGY (IICT)

The influence of ICT on communication, in simple word, is revolutionary. But what impact till now is created by it on the Bureaucrats' communication in Bangladesh is the prime object of investigation of this section.

It is evident that multidimensional use of computer hardware and its application software in communication is the key to massive expansion of communication throughout the world. So to assess the influence of ICT on the bureaucrats' communication the availability of computer, IT literacy, internet use, barriers in introducing ICT etc. are considered for this study.

7.6.1 Use of ICT in the respondent's office

As computer is the key instrument for introducing ICT, the number of computers in the office is very crucial.

On an average there are 3.28 computers per office under this study. But the situation as indicate in table 7.6.1 is not at all satisfactory as in 226 (56.5%) offices³ there is not a single computer and it is obvious that the offices located in the Upazilas and in the Districts.

There are offices in Bangladesh secretariat and in the Departmental Head Quarters where there are as many as 100 computers in a single office. So not the average number of computers per office but its even distribution is a great problem in introducing ICT in the bureaucracy in Bangladesh.

As the majority of the offices have no computer the question of using Internet and e-mail do not arrive to them. The situation is reflected as 278 (69.5%) of the respondents told that they do not use Internet and only 122 (30.5%) of them have an opportunity to use it, but the basic question is, to what extent they can use it.

Among the lot 137 (34.3%) respondents have IT education or training, where as 263 (65.8%) of them do not have any of that.

³ The total number of offices is 400.

Table 7.6.1
Number of computers in the respondents' office

Number of PCs in office	Frequency	Percent	Cu. Percent
0	226	56.5	56.5
1	74	18.5	75.0
2	31	7.8	82.8
3	9	2.3	85.0
5	6	1.5	86.5
6	5	1.3	87.8
7	3	.8	88.5
8	3	.8	89.3
9	1	.3	89.5
10	9	2.3	91.8
13	1	.3	92.0
14	1	.3	92.3
15	1	.3	92.5
17	2	.5	93.0
18	3	.8	93.8
20	14	3.5	97.3
30	4	1.0	98.3
40	1	.3	98.5
47	2	.5	99.0
50	1	.3	99.3
51	1	.3	99.5
80	1	.3	99.8
100	1	.3	100.0
Total	400	100.0	

Mean=3.28, Sum=1312, N=400

More than two third, numbering 324 (81.0%) of the respondents support office automation efforts on the other hand 76 (19.0%) of them do not feel necessity of introducing it in their offices.

Table 7.6.2
Academic background or training on IT * Support office automation efforts

Cross tabulation		Support office automation efforts		Total
		Yes	No	
Respondents having study/training on IT	Yes	127	10	137
	No	197	66	263
Total		324	76	400

It is learnt from the cross tabulation (Table 7.6.2) that irrespective of having IT training or educational background 324 respondents⁴ having that support office automation efforts.

The vast majority i.e. 362 (90.5%) respondents believe that IT improves communication behavior of the bureaucrats and the rest 38 (9.5%) do not think so.

⁴ Including 127 respondents with IT background and 197 without that.

7.6.2 Hindrance in introducing ICT in offices

Introducing ICT in the administration of Bangladesh is completely a new phenomenon. The employees do not feel comfort in using IT due to the anxiety of losing job and they hold negative attitude towards the new technology.

Also inadequacy of training, maintenance facilities, telecommunication facilities, uninterrupted power supply, rules and laws for this new field create problems in introducing this facility in the offices.

Table 7.6.3
Degree of hindrance in introducing ICT in offices

Type of hindrance	Mean Score	Std. Deviation
Anxiety of the elderly employees of losing job	5.04	1.75
Mental barrier / negative mentality in using computer	4.81	1.89
Inadequate training facilities in the field of ICT	3.51	1.88
Inadequate maintenance facilities in the field of ICT	3.61	1.87
Inadequate telecommunication facilities	3.95	2.01
Inadequacy of uninterrupted power supply	4.58	1.86
Inadequacy of rules and laws in the field of ICT	4.36	1.89
Shortage of computers and its accessories	3.57	2.03
Employee's ignorance about the potential of ICT	3.59	1.94
Problems of standardization of Bangla in ICT	3.84	1.88
Mean of the mean scores	4.09	

Shortage of computers, employees' ignorance about the potential of IT and problems of standardization of Bangla in ICT may also cause hindrance to it. All the attributes are measured on Likert scale and the results are summarized in table 7.6.3.

The results indicate that the respondents consider Anxieties of losing job of the elderly employees (mean score 5.04), Mental barrier or negative mentality in using computer (mean score 4.81), Inadequacy of uninterrupted power supply (mean score 4.58) and Inadequacy of rules and laws in the field of ICT (mean score 4.36) are significant aspects for the hindrance in introducing IT in administration.

7.6.3 Findings of the section

- 1. Not the average number of computers per office but its uneven distribution is a great problem in introducing ICT in the bureaucracy in Bangladesh.*

2. *About 56.5 percent of the officers out of 400 do not have access to computer at all, and it is crucial that these officers are posted in the Upazilas and in the Districts, the remote tires of administration.*
3. *Among the lot only 34.3 of the respondents have IT education or training, where as 65.8 percent of them do not have any exposure.*
4. *More than 80 percent of the respondents support office automation efforts and more than 90 percent of them believe that IT improves communication behavior of the bureaucrats.*
5. *Anxieties of the elderly employees of loosing job, negative mentality in using computer, inadequacy of uninterrupted power supply and inadequacy of rules and laws in the new field of ICT are found significant as hindrance in introducing IT in administration.*

7.7 DEALING WITH INTERNAL AND EXTERNAL PUBLICS (DIEP)

Relation with the publics is considered as the basic ingredient of communication. Like many other situations the bureaucracy has two types of publics i.e., internal publics and external publics. Both the groups are equally important for communication and contacts.

In assessing Dealing with Internal and External Publics (DIEP), the important questions are how the bureaucrats contact colleagues in their own office (internal publics), what type of communication they use most in the offices, what is the degree of information received by them (inflow) from external sources for updating communication, how do they communicate with target people outside their office (external publics) etc. The responses collected on a Likert scale are analyzed and the results are summarized in the following tables:

7.7.1 Contact with colleagues (internal publics) in own office

How do the bureaucrats contact with their colleagues in own offices could be a significant question for judging their attitude towards the internal publics. It is observed that the bureaucrats establish contacts with their colleagues in three ways: Calling the juniors physically at their own places, Going physically to the seniors' and sometimes to the juniors' places, and Talking over telephone or intercom to both the seniors and the juniors.

These three attributes are measured on a 7-point Likert scale and the results are shown in Table 7.7.1.

Table 7.7.1
Contact with colleagues (internal publics)

How contact with internal public	Mean Score	Std. Deviation
Call him/her and discuss face to face	3.17	1.56
Go to his/her place and contact	3.86	1.61
Talk over telephone/intercom	4.47	1.99
Mean of the mean scores	3.83	

The result shows significance of the attribute Talking over phone or intercom with an average score 4.47. The mean of the mean scores 3.83 indicates the poor level of the bureaucrats' communication with internal publics.

7.7.2 Type of communication used most in office

Face to face/Interpersonal, Top down/Vertical, Horizontal, Informal relation, Strictly formal, and Others were the options of communication types set for assessing the variable and the results are summarized in table 7.7.2.

Table 7.7.2
Type of communication used most in the offices

Communication type	Frequency	Percent
Face to face/ Interpersonal	244	61.0
Top down / vertical	105	26.3
Horizontal	14	3.5
Informal relation	18	4.5
Strictly formal	13	3.3
Others	6	1.5
Total	400	100.0

According to the opinion expressed by the respondents Face to face or Interpersonal communication is the most used type of communication scoring frequency 244 (61.0%). The second highest type used is Top down or Vertical communication with a frequency 105 (26.3%). Usually the controlling officers give instructions and the juniors and the subordinates are to follow them. Information trickle down form the top to the bottom and downward-vertical flow of information occurs.

According to the respondents' view, Horizontal communication with frequency 14 (3.5%), Informal and Formal relation with frequency 18 (4.5%) and 13 (3.3%) respective and Other types with frequency 6 (1.5%) are the least practiced types of communication found in bureaucratic communication situation.

7.7.3 Information received by the bureaucrats from external sources

To make communication effective and achieve its set goals the bureaucrats have to maintain contact with external sources for inflow of information. The 14 sources included in the list as attributes to the variable and their corresponding contributions in the form of mean scores are displayed in Table 7.7.3.

Table 7.7.3
Inflow of information from external sources

External sources of inflow of information	Mean Score	Std. Deviation
Social leaders	3.11	1.75
Electronic mass media	4.10	1.89
Socio-cultural programs and festivals	3.54	1.46
Extra-official sources	4.45	1.51
Public place and public gathering	3.25	1.71
Meeting discussion, seminar, workshop	4.60	1.48
Printed mass media	4.50	1.74
Computer, internet and websites	3.32	1.87
Letters, circulars, orders, messages	5.44	1.47
Books and literature	4.54	1.65
Telephonic conversations	4.42	1.59
Visiting field offices	4.45	1.72
In-country and overseas tours and travels	3.15	1.80
Interpersonal sources	3.88	1.46
Mean of the mean scores	4.05	

The mean of the mean scores 4.05 just stands above the average line with the highest significance of the attribute - *Letters, circulars, orders, messages* (mean score 5.44) and a considerable level of significance with attributes - *Meeting, discussion, seminar, and workshop* (mean score 4.60), *Books and literature* (mean score 4.54), *Printed mass media* (mean score 4.50), *Extra-official sources* (mean score 4.45), *Visiting field offices* (mean score 4.45), *Telephonic conversations* (mean score 4.42) and *Electronic mass media* (mean score 4.10).

The results indicate that a major inflow of the bureaucrats' communication comes from official and unofficial letters, circulars, orders, and messages etc.

7.7.4 Communication with external publics

How do the bureaucrats communicate with the external publics - the people outside the organization, could be explained through the attributes displayed in Table 7.4. The attributes are set on a 7-point Likert scale, the responses are analyzed and the result-summary is shown in table 7.7.4.

Table 7.7.4
Intensity of the methods in communicating with external publics

Method of communication	Mean Score	Std. Deviation
Sending letters	5.04	1.82
E-mail/internet/website	2.33	1.71
Interpersonally when he/she comes to my place	4.09	1.43
Interpersonally going to his /her place	3.33	1.57
Giving notice in board and public places	3.56	1.69
Though official visits	3.80	1.68
Organizing meeting, workshop or seminar	4.18	1.56
Issuing orders and circulars	4.10	1.67
Briefing press and publishing news	2.60	1.65
Disseminating news in folk media	2.52	1.69
Though advertisement and publicity material	3.11	1.66
Organizing communication campaign	3.07	1.76
Using multidimensional communication network	2.80	1.79
Mean of the mean scores	3.42	

Like immediately previous situation sending letters is the attribute found significant with mean score 5.04 in this case too. Also the attributes Organizing meeting, workshop or seminar (mean score 4.18), Issuing orders and circulars (mean score 4.10), and interpersonally going to his/her place (mean score 4.09) are found considerably significant.

The mean of the mean scores 3.42 of all the attributes indicate the poor performance of the bureaucrats' communication with the external publics.

7.7.5 Findings of the section

1. *The bureaucrats contact with their colleagues (internal publics) the most by talking over phone or intercom.*
2. *Face to face or Interpersonal type of communication is used most in bureaucratic communication. The second highest type of communication used for the purpose is Top down or Vertical communication.*

3. *The information inflow from external sources stands above the average line. The major inflow of the bureaucrats' communication comes from official and unofficial letters, circulars, orders, and messages etc.*
4. *The level of the bureaucrats' communication with internal publics is poor.*
5. *The level of the bureaucrats' communication with the external publics is significantly poor.*

7.8 BARRIERS AND CONFLICTS (BAC)

Barriers and conflicts are very common phenomena in making communication effective. Particularly in organizational situation - problems, barriers and conflicts are to be carefully identified and should be addressed properly.

Barriers could be explained as a problem, rule or situation that prevent somebody from doing something or that makes something difficult or even impossible. It is something that exists between one thing or person and another and keeps them separate. On the other hand conflict is a situation in which people and groups of an organization or an institution, having different jobs, aims, roles etc., are involved in a serious disagreement or argument and it becomes difficult for them to be treated equally and fairly.

Barriers to the bureaucrats' communication could be of two types i.e., barriers related to situation and regulatory affairs, and the barriers related to the mentality of maintaining secrecy. Each of these barriers has multiple dimensions of their own. On the other hand in bureaucracy there exists various types of conflicts i.e., conflicts between personalities, conflicts among interest groups, and different cadre groups etc.

All these barriers and conflicts could be resolved, at least partially, through proper communication and coordination.

7.8.1 Barriers in communication

The researcher identified 14 types of barriers in the list and took those as attributes to the variable - *Degree of Barriers faced by the bureaucrats in communicating with people*. The attributes set on a 7-point Likert scale and the responses received are analyzed and the summary is displayed in table 7.8.1.

Table 7.8.1
Degree of barriers in communicating with people

Types of Barriers	Mean Score	Std. Deviation
Political unrest and interest	4.25	1.81
Inter and intra cadre conflict	4.60	1.79
Conflict inside office*	5.06	1.51
Existing rules in this regard	4.62	1.73
Negative attitude of the fellow colleagues	4.64	1.60
People's non cooperation	4.67	1.50
Inadequate logistic support	3.49	1.69
Undermining attitude of the bureaucrats	4.16	1.79
Corruption and conspiracy	4.39	1.72
Ignorance of duties	4.56	1.66
Red tape and bureaucratic mentality	4.23	1.86
Inadequate allocation of fund	3.55	1.59
Apprehension of harassment	4.50	1.60
Ill motif of vested interest groups	4.53	1.68
Mean of the mean scores	4.38	

It is observed that the attribute - Conflict inside office earned a mean score 5.06 acquiring the highest significance and it implies that in bureaucracy the inner conflicts create the greatest barriers to its communication with people.

The attributes found considerably significant are - People's non-cooperation (mean score 4.67), Negative attitude of the fellow colleagues (mean score 4.64), Existing rules (mean score 4.62), Inter and intra cadre conflict (mean score 4.60), Ignorance of duties (mean score 4.56), Motif of vested interest-groups (mean score 4.53), Apprehension of harassment (mean score 4.50), Corruption and conspiracy (mean score 4.39), Political unrest and interest (mean score 4.25), Red tape and bureaucratic mentality (mean score 4.23) and Undermining attitude of the bureaucrats (mean score 4.16).

Two of the attributes - Inadequate allocation of fund (mean score 3.55) and Shortage of logistic support (mean score 3.49) found negatively significant and it indicates that poor allocation of fund or shortage of logistic support do not create major barriers to the bureaucrats' communication with people.

The mean of the mean scores 4.38 indicates existence of strong barriers in the bureaucrats' communication.

7.8.2 Causes shown for maintaining secrecy in office

Maintaining secrecy in the offices is an open secret. Even the bureaucrats also recognize its existence showing some significant causes for it. These causes listed in a precise form are taken as attributes to the variable and displayed in table 7.8.2. The variable is again measured on 7-point Likert scale and 4.0 are considered as the average value⁵.

Table 7.8.2
Degree of causes shown for maintaining secrecy

Causes shown for secrecy	Mean Score	Std. Deviation
To suppress fact and weaknesses*	5.36	1.66
To divert people's attention*	5.58	1.52
To serve own/vested interest*	5.41	1.67
To avoid doing something*	5.29	1.73
For controlling flow of information	4.81	1.77
For the sake of security of nation	3.40	2.02
To avoid undue pressure	4.07	1.86
Due to legal and administrative purpose	4.87	1.86
Mean of the mean scores	4.85	

The strongly significant attributes and their corresponding mean scores are - Diverting people's attention (5.58), Serving own or vested interest (5.41), Suppressing fact and weaknesses (5.36) and Avoiding doing something affirmative (5.29).

The considerably significant attributes and their corresponding mean scores follow are Legal and administrative purpose (4.87), Controlling flow of information (4.81), and Avoiding un-due pressure (4.07). The attribute, Security of the nation (3.40), shown as the cause for maintaining secrecy in the offices found insignificant.

The mean of the mean scores 4.85 for the variable - *Causes shown for maintaining secrecy in office* indicates that it is a strong barrier to BCWP.

⁵ The independent variable - Maintaining secrecy - may create negative impact on the dependent variable - Bureaucrats' Communication With People (BCWP). Assuming this the average value 4.0 for the independent variable is set in the reverse order of the 7-point Likert Scale for assessing its impact on the dependent variable.

7.8.3 Problems of coordination

Coordination is an act of making parts of something or groups of people work together in an efficient and organized way. So problems of coordination (table 7.8.3) could be treated as a barrier to the bureaucrats' communication with people.

Table 7.8.3
Intensity of problems of coordination

Problems of coordination	Mean Score	Std. Deviation
Interpersonal jealousy*	5.15	1.67
Political prejudice*	5.04	1.62
Personal ego	4.89	1.58
Conflicts of interests	4.73	1.73
Lacking sense of responsibilities	4.17	1.70
Lack of clarity about organizational goal	4.30	1.80
Authoritarian attitude	4.36	1.82
Mean of the mean scores	5.44	

Interpersonal jealousy (mean score 5.15) and political prejudice (mean score 5.05) emerge as two strongly significant attributes to the variable.

The high average value 5.44 of the variable indicates existence of severe problems in coordination in the bureaucracy in Bangladesh.

7.8.4 Conflict of interest and frustration

Among the lot 307 (76.8%) respondents think that there is and 93 (23.3%) respondents think that there is no conflict of interest between the public representatives and the bureaucrats.

On the other hand 237 (59.3%) of the respondents expressed their frustration as a bureaucrat and the rest 163 (40.8%) expressed that they do not have that.

7.8.5 Findings of the section

1. *The inner conflicts in bureaucracy create a great barrier to its communication with people.*
2. *Poor allocation of fund or shortage of logistic support does not create major barriers to the bureaucrats' communication with people.*
3. *There is existence of strong barriers to the bureaucrats' communication.*
4. *Showing causes for 'maintaining secrecy' in office is a great barrier to the bureaucrats' communication with people.*
5. *Security of the nation, shown as a cause for maintaining secrecy in the offices found insignificant.*
6. *Problems of coordination in the bureaucracy in Bangladesh are severe.*

7.9 WORKING ENVIRONMENT AND JOB-SATISFACTION (WEJS)

Working environment is a condition or things around a working place where the employees spend long hours for rendering service. Every employee deserves a good working place where his colleagues are likely to be intimate, lively, cooperative, cordial, coordinated and mutually respectful. Feeling of safety and comfort, hygiene and ventilation, space and sitting arrangement, logistic support and allocation of budget are the other attributes to a good working environment.

On the other hand job-satisfaction is a condition in which there are liberty to choose own work style. Job befitting to academic career, recognition for good work, congenial behavior of the senior officers, bearable work load, better scope of promotion, suggestions accepted with due importance, satisfactory time schedule of job, diversity of work, job security etc. are the issues related to job-satisfaction.

Both working environment and job-satisfaction are taken as variable for this study and measured on a Likert scale.

7.9.1 Working environment

It is learnt from the Table 7.9.1 that the respondents think the attributes of Colleague's cooperation in work (mean score 5.28), Level of coordination (mean score 5.24), Understanding and mutual respect among colleagues (mean score 5.24), Colleague's intimacy and liveliness (mean score 5.16) and Feeling of safety and comfort (mean score 5.16) are highly significant.

Table 7.9.1
Level of working environment

Attributes to working environment	Mean Score	Std. Deviation
Colleague's intimacy and liveliness	5.16	1.34
Colleague's cooperation in work	5.28	1.25
Level of coordination	5.24	1.13
Understanding and mutual respect among colleagues	5.24	1.29
Feeling of safety and comfort	5.16	1.28
Hygiene and ventilation	4.37	1.66
Space and sitting arrangement	4.11	1.71
Logistic support	3.72	1.54
Allocation of budget	3.62	1.48
Mean of the mean scores	4.66	

The attributes Hygiene and ventilation (mean score 4.37) and Space and sitting arrangement (mean score 4.11) are found considerably significant.

The attributes of Logistic Support (mean score 3.72) and Allocation of budget (mean score 3.62) are found insignificant.

The mean of the mean score 4.66 indicates that the respondents think the environment of their work place is above the average standard.

7.9.2 Job-satisfaction

Job-security (mean score 5.05) is considered as the most significant attribute to job-satisfaction according to the judgment of the respondents.

Table 7.9.2
Degree of job-satisfaction

Attributes to job satisfaction	Mean Score	Std. Deviation
Liberty to choose own work style	4.13	1.67
Job befitting to academic career	4.28	2.64
Recognition for good work	3.83	1.66
Behavior of the senior officers	4.73	1.46
Work load	2.84	1.50
Scope of promotion	3.34	1.78
Importance given suggestion	4.18	1.55
Time schedule of job	4.58	1.45
Diversity of work	4.32	1.56
Job security	5.05	1.68
Mean of the mean scores	4.38	

Behavior of the senior officers (mean score 4.73), Time schedule of job (mean score 4.58), Diversity of work (mean score 4.32), Job befitting to academic career (mean score 4.28), Importance given to suggestion (mean score 4.18), and Liberty to choose own work style (mean score 4.13) are the attributes having mean score above the average level.

The attributes Work load (mean score 2.84), Scope of promotion (mean score 3.34) and Recognition for good work (mean score 3.83) fall below the average line indicating that the bureaucrats consider those variable less important to judge job-satisfaction.

The mean of the mean scores 4.38 indicate the prevailing level of job-satisfaction of the respondents.

7.9.3 Promotions during service life

It is found from the study that average length of service of the respondents is 17.59 years, but 116 (29.0%) respondents did not yet get any promotion. The statistics on promotion situation could be seen in Table 7.9.3.

Table 7.9.3
Number of promotions

Number of promotions	Frequency of respondents	Percent
0	116	29.0
1	151	37.8
2	96	24.0
3	34	8.5
4	3	.8
Total	400	100.0

The most of the bureaucrats expressed their frustration about poor scope of promotion at the time of discussion.

7.9.4 Expectation of reasonable monthly salary

The bureaucrats are the paid employees for rendering their services to the people of the republic. In a sense they sell their services at the cost of money. So salary is considered vital to them as they have to maintain their family expenses out of it against the current market price of the essential goods and services required. It acts as motivation and incentive to their work also. Like other ingredients, monthly salary is considered very crucial for the bureaucrats to communicate with people as compared to fuel to an engine of

a mechanized vehicle. For this reasons the bureaucrats' monthly salary package should be a reasonable one in comparison to the contemporary market situation.

The '*reasonable lowest monthly salary*' expected by the entry-level class-1 government servants in Bangladesh are displayed in Table 7.9.4.

Table 7.9.4
Expected lowest monthly salary for an entry-level
Class1 government servant

Expected salary	Frequency	Percent	Cu. Percent
Tk. 5000	4	1.0	1.0
Tk. 10000	74	18.5	19.5
Tk. 15000	97	24.3	43.8
Tk. 20000	120	30.0	73.8
Tk. 25000	58	14.5	88.3
Tk. 30000	17	4.3	92.5
Tk. 35000	30	7.5	100.0
	400	100.0	

According to the bureaucrats' expectation (translated into average) the lowest monthly salary for entry-level class-1 government servants is Tk.19062.50 (calculated from table 7.9.4), but Tk.4300.00 is the present lowest monthly salary for that group and over all the average monthly salary drawn by the respondents found Tk.8475.00 (section 8.1.2). It shows a huge gap between the expectation and reality regarding monthly salary among the bureaucrats.

7.9.5 Findings of the section

1. *The respondents consider the environment of their own workplace above the average standard.*
2. *The respondents consider job-security as the most significant attribute to job-satisfaction.*
3. *The respondents consider the condition of their job-satisfaction acceptable.*
4. *Though the average service length of the respondents is 17.59 years, but 29.0% of them do not get any promotion yet.*
5. *The bureaucrats' expectation for average lowest monthly salary for entry-level class-1 government servants is Tk.19062.50 against Tk.4300.00 the lowest monthly salary for that group at present.*

7.10 FEEDBACK AND INSPECTION (FDBK)

Feedback is important as because advice, criticism or information about how good or bad or useful is somebody's work are provided through it. On the other hand inspection is the act of looking closely at somebody or something especially to check that everything is

done satisfactorily. Both feedback and inspection are considered very important for the bureaucrats' communication with people.

7.10.1 Degree of feedback received

Table 7.10.1 shows the mean of the mean scores of the attributes is 4.07, which indicates the bureaucrats in the process of their communication with people receive the average level of feedback. It means though spontaneous and continuous feedback from the external and internal publics to their communication is absent, still there is a feedback mechanism to maintain the average level of their communication somehow.

It is found that the bureaucrats receive considerable amount of feedback through Interpersonal contacts (mean score 4.56), Letters and petitions (mean score 4.53), Inspecting subordinate and field offices (mean score 4.36), and Review of inquiry reports (mean score 4.17).

Table 7.10.1
Degree of feedback received by the bureaucrats

The way bureaucrats receive feedback	Mean Score	Std. Deviation
Letters and petitions	4.53	1.68
Interpersonal contacts	4.56	1.29
Messengers and visitors	3.86	1.51
Reviewing public opinion and reaction	3.76	1.46
Newspapers, journals and periodicals	3.90	1.68
Reviewing employees reaction	3.96	1.47
Inspecting subordinate and field offices	4.36	1.68
Reviewing inquiry reports	4.17	1.61
Discussion in public place	3.49	1.70
Mean of the mean scores	4.07	

It is also found that the bureaucrats receive some amount of feedback through Reviewing employees' reaction (mean score 3.96), Newspapers, journals and periodicals (mean score 3.90), Messengers and visitors (mean score 3.86), Reviewing public opinion and reaction (mean score 3.76) and Discussion in public place (mean score 3.49).

7.10.2 Follow up system of feedback

Submitting opinion to the authority after getting feedback is considered important by the respondents as 363 (90.8%) of them do that and only 37 (9.3%) do not.

Upon a query, *does the respondent's office publish annual reports*, 218 (54.5%) respondents said 'Yes' and 182 (45.5%) said 'No'.

Among the respondents 260 (65.0%) told that there are follow up system regarding feedback in their office and the rest 140 (35.0%) answered in the negative.

7.10.3 Findings from the section

1. *The level of feedback received by the bureaucrats is just above the average level.*
2. *Submitting opinion to the authority after getting feedback is considered important by the respondents as 363 (90.8%) of them do that and only 37 (9.3%) do not.*

7.11 POLICY CULTURE AND COORDINATION (PCC)

Policy is a plan of action agreed or chosen by an organization or institution. As government is the biggest organization in Bangladesh and as the main objective of this study is to look into Bureaucrats' communication with people, here policy refers to the Information policy of the Government of the People's Republic of Bangladesh (GPRB). As GPRB has no approved Information policy, a set of values, existing old and contemporary rules and behaviors of the government agencies in this regard are taken in to consideration as the reflected outline of the Information policy of GPRB.

Culture generally means the customs and beliefs, art, way of life and social organization of a particular country or group. Specifically for this study, culture refers to the beliefs and attitudes about the publics that the bureaucrats hold.

On the other hand, here coordination is the act of making groups of people in the bureaucracy work together in an efficient and organized way.

An orchestration of these three important attributes may contribute substantially to the understanding of the Bureaucrats' communication with people.

7.11.1 Supporting policies related to flow of information

It is an attitudinal question related to Information policy. It is observed that there are differences of opinions on how much and to what extent of information should be provided to the people; how much the office activity be transparent, whether imposition of restriction on disclosing information is justified or not etc. These questions are addressed

here and the responses to these collected from the bureaucrats and the summary of the analysis is presented in Table 7.11.1.

Table 7.11.1
Degree of support toward policies related to flow of information

How much support	Mean Score	Std. Deviation
All sorts of information should be open to all	4.08	2.09
People should know only necessary information	2.72	1.77
There should be limited restrictions	3.28	1.75
Only selected information people should know	3.69	2.00
Strict restrictions should be imposed	5.09	1.95
Office activity should be transparent to all	5.60	1.79
Mean of the mean scores	4.08	

Here two attributes are found significant. *Office activity should be transparent to all* with a high mean score (5.60) indicates its great positive influence on the variable. The simple meaning of it is that a large group of bureaucrats believe that the more transparent the activities of an office, the communication of the bureaucrats working in that office would be more effective. The other attribute, *Strict restrictions should be imposed* (mean score 5.09) on the other hand influences the variable negatively. It indicates that there is another group of influential bureaucrats who support the conservative outlook of imposing restriction on free flow of information.

The attribute - *All sorts of information should be open to all* having a considerable mean score (4.08) above the average level indicates that a good number of the respondents believe in it.

On the other hand some of the bureaucrats support that *Only selected information people should know* (mean score 3.69), *There should be limited restrictions* (mean score 3.28), and *People should know only necessary information* (mean score 2.72) – indicating the moderate outlook of those bureaucrats in this regard.

7.11.2 Transparency in administration

It is a question relating to the cultural aspects of the bureaucracy; to what extent transparency in administration is to be ensured? The attributes to the question and the responses to these could be seen in a summarized form in Table 7.11.2.

Table 7.11.2
To what extent transparency in administration is ensured

The ways to ensure transparency in administration	Mean Score	Std. Deviation
Private ownership of media (both print and electronic) ensured	5.12	1.68
Autonomy of Betar (radio) and television ensured	5.76	1.44
Separation of judiciary from administration ensured	5.78	1.76
Independent anticorruption commission set up	6.15	1.44
Inter ministerial posting and transfer restricted	3.93	2.25
Annual audit on income and expenditure of civil and military bureaucrats ensured	6.11	1.34
Decentralization of power in administration established	6.15	1.40
Posts in the ministries of common interests filled up by only elite cadre members	4.71	2.27
Mean of the mean scores	5.46	

Here the significance of three attributes Independent anticorruption commission be set up (mean score 6.15), Decentralization of power in administration be established (mean score 6.15), and Annual audit on income and expenditure of civil and military bureaucrats be ensured (mean score 6.11) are found very high indicating the respondents' high support toward these.

Also the respondents significantly support the attributes - *Separation of judiciary from administration be ensured* (mean score 5.78), *Autonomy of Betar (radio) and television be ensured* (mean score 5.76) and *Private ownership of media (both print and electronic) be ensured* (mean score 5.12).

The attribute - *Posts in the ministries of common interests should be filled up by only the elite cadre members* also acquires a mean score (4.71) above average which might be due to that the respondents belonging to the elite cadre like BCS (administration) and others could rate highly to this.

The attribute - *Inter ministerial posting and transfer should be restricted* with the mean score of 3.93 found insignificant. Finally the variable - *Transparency in administration is should be ensured* (mean score 5.46) proves its significance.

7.11.3 Absence of independent local government

Local government is an organization that is responsible for the governance of a local area and for providing services. Actually it is a system of government of a town or area i.e.

City Corporation, Municipality, Union, Upazila, Gram, etc. by elected representatives of the people who live there.

A local government is said to be independent when it can work freely without influence of the central government - the existence of which in our country is still a dream.

The attributes to the variable are listed in the Table 7.11.3 in the form of some statements and responses collected from the respondents are summarized.

Table 7.11.3
Degree of agreement with some statement related to responsibility for absence of independent local government in the country

Statements related to responsibility for absence of independent local government	Mean Score	Std. Deviation
People themselves are unaware of their right	3.03	1.78
Absence of democratic practices	2.88	1.71
Government does not believe in people's empowerment	3.71	1.96
Concentric administrative system	3.33	1.74
The heads of the state or government behave like monarchs	3.60	2.11
We had never been democratic, colonialism is our fate	4.17	1.98
Mean of the mean scores	3.45	

It is found that the respondents are in the opinion of considering only the attribute - *We had never been democratic and colonialism is our fate* (mean score 4.17) found significant, which reminds the prolonged history of colonialism in Bangladesh. The mean of the mean scores for the variable falls below the average line.

7.11.4 Participation in games and sports

The respondents' participation in games and sports is very important in understanding their behavior. It is observed that those who participate in games and sports they become participatory in nature. Types and places of the games played by the bureaucrats could be found in Table 7.11.4.

It is found that a majority (76.3%) of the respondents participate in games and sports and the rest (23.7%) do not. Among those 139 (34.8%) play games and sports in official clubs, the place where the bureaucrats interact each other irrespective of post, position and seniority in the evening or at night in an informal mood.

Table 7.11.4
Types and places of the games played by the bureaucrats
(Cross tabulation)

Games Played	Where played							Total
	Do not play	Official clubs	Other clubs	Own residence	Friend's residence	Play ground	Others	
Do not play	95	1	—	—	—	—	—	96
Cards	—	77	5	57	10	—	8	157
Cricket	—	7	1	7	1	1	—	17
Badminton	—	29	2	17	1	8	—	57
Football	—	2	—	2	1	—	1	6
Gambling	—	3	2	2	1	—	—	8
Lawn tennis	—	12	—	—	—	—	—	12
Table tennis	—	3	—	4	—	—	1	8
Chess	—	3	1	6	1	—	2	13
Carom	—	2	1	13	3	—	—	19
Others	—	—	—	2	—	—	5	7
Total	95	139	12	110	18	9	17	400

It is assumed a lot of unwritten bureaucratic deals take place among them, which ultimately create impacts on the bureaucrats' relation among themselves as well as that with people. In the official clubs the respondents play more cards, badminton, carom, chess, lawn tennis, gambling and table tennis.

There is another group of 110 respondents (27.5%) including a good number of females, who play games at their own residence. Usually they play cards, carom and chess. It is learnt from discussion with them that sometimes they invite their friends and colleagues and interact each other intimately at the time of playing games in a family environment. Thus permanent bondage of friendship grows among some of the colleagues.

Among the rest 18 (4.5%) respondents take part in games and sports in friend's residence, 12 (3.0%) respondents in other clubs, 9 (23.%) in playground and the rest of the rest 17 (4.3%) respondents in other places.

It is noticeable that Card is the most popular game among the bureaucrats and 157 (39.3%) of them opted for it. Among others 57 (14.3%) respondents prefer Badminton, 19 (4.8%) prefer Carom, 17 (4.3%) prefer Cricket and the rest prefer other games and sports.

7.11.5 Solving disciplinary problems

Discipline in bureaucracy indicates the practice of training their people to obey rules and orders and punishing them if they do not follow these; it is the controlled behavior or

situation that results from the training. On the other hand disciplinary problems are those connected with the punishment that break rules.

The attitude towards solving disciplinary problems has serious impact on the bureaucrats' communication with people as the rules and regulations formulated for the purpose was approved by the exotic rulers long ago during the colonial period. Punishment, mistrust and undermining attitude to the natives are the basis of those rules and regulations. Since the bureaucracy of Bangladesh inherits the legacy of that colonial rules they also show the attitude of the former colonial rulers towards the people and the employees of an independent country.

Table 7.11.5
How the bureaucrats prefer to solve official problems

The ways to solve disciplinary problems	Mean Score	Std. Deviation
Take firm decision and make other to follow	4.94	1.67
Take drastic punitive measures against wrong doers	3.82	1.64
Remain prepare to face worse situation	4.34	1.74
Take sufficient precautionary measures	5.31	1.45
Follow steps of departmental proceedings	2.64	1.54
Mean of the mean scores	4.21	

Some common behavioral characteristics of the bureaucrats are taken as attributes to this variable (table 7.11.5) and the respondents' reactions to these are analyzed and presented briefly in the table.

The result shows that the bureaucrats prefer most taking sufficient precautionary measures (mean score 5.31) for solving disciplinary problems. Also they prefer taking firm decision and making others to follow (mean score 4.94), and remaining prepare to face worse situation (mean score 4.34). The results reflect the situation of uncertainty and unrest, prevailing in the administration, which is again an aftereffect of mistrust and fear of being punished anyway.

7.11.6 Field or countryside visit

Do field or countryside visit help increase efficiency in administration? It is considered as a valuable question for this study as it is learnt from the history that since prehistoric period visiting countryside by the bureaucrats would be encouraged in the subcontinent. The emperor Ashoka the Great made a binding for the civil servants to visit countryside

and know the condition of the citizens directly through this. It is also learnt that he used to allow compulsory leave and sufficient allowance for the purpose. Perhaps the purpose behind this was to refresh the bureaucrats from the monotony as well as help them gain better understanding about the people for establishing effective communication with them.

Table 7.11.6
Frequency of the visit

Frequency of the visit	Freq. of the respondents	Percent
Once annually	94	23.5
Once biannually	227	56.8
Once 3 yearly	59	14.8
Others	20	5.0
Total	400	100.0

Though in Bangladesh there is a provision of recreation leave for 15 days in every three years with one months salary as allowance, a lot of employees do not get permission from the higher authority to leave office for the purpose as they do not think it so much important.

To know the respondents view in this regard this question was asked to them and 394 (98.5%) of them responded affirmatively. They feel, countryside visit obviously help increase efficiency of the bureaucrats and only 4 (1.5%) of them answered in the negative.

Table 7.11.7
Duration of the visit

Duration desired	Frequency	Percent
1 week	160	40.0
2 weeks	83	20.8
1 Month	135	33.8
2 months	16	4.0
3 months+	6	1.5
Total	400	100.0

The majority, 227 (56.8%) respondents expressed their opinion that the frequency of the visit should be once biannually and the others views could be seen in the table 7.11.6.

One hundred and sixty (40.0% of the total) respondents opted for the duration of the visit for one week, 135 (33.8%) for one month. The other options including these two could be found in table 7.11.7

7.11.7 Findings of the section

1. *Policy, culture and coordination of bureaucracy are greatly influenced by transparency in office activities.*
2. *A good number of the respondents believe that all sorts of information should be open to all.*
3. *The respondents' are in favor of independent anticorruption commission, decentralization of power in administration, and annual audit of income and expenditure on both the civil and military bureaucrats.*
4. *The respondents think that people's frustrated mentality, "We had never been democratic and colonialism is our fate," is responsible for absence of independent local government in the country.*
5. *About 76.3% of the respondents participate in games and sports and 23.7% do not.*
6. *About 34.8% bureaucrats play games and sports in official clubs, the place where the bureaucrats interact each other irrespective of their post, position and seniority in the evening or at night in an informal mood.*
7. *About 27.5% of the respondents including a good number of the females play games at their own residence. Thus permanent bondage of friendship grows among some of the colleagues.*
8. *Playing Card is the most popular game among the bureaucrats.*
9. *Situation of uncertainty and unrest, prevailing in the administration, which is an aftereffect of mistrust and fear of being punished anyway.*
10. *About 98.5% of bureaucrats feel that countryside visit help increase their efficiency.*

7.12 RECRUITMENT AND EFFICIENCY (RAE)

Recruitment in this study refers to a process of finding new people to join in the government or in the bureaucracy and efficiency refers to the quality of doing the tasks well, assigned to the bureaucrats, wasting less time and money.

It is assumed that the better the recruitment to the government the better the efficiency of the bureaucracy. And it is also assumed that the better the efficiency the better the bureaucrats' communication with people is ensured.

In this section criteria for recruitment, level of efficiency of the subordinates and level of efficiency of the controlling officers are taken as variables and these are measured on a Likert scale.

7.12.1 Criteria for recruitment

For better recruitment of the bureaucrats merit is believed to be the best criteria, as the delicate affairs like bureaucracy and administration need intelligent people for their smooth operation. Some people believe that the family and social background of the candidates should also be looked into, as they think that an individual comes of an elite, educated and upper-class family would be better equipped in manner and etiquette and be less corrupt than that comes of a needy family belongs to the lower class. A group of social thinkers are in favor of preserving quota for the deprived for maintaining balance and equity among the classes of the society. Some politicians consider political affiliation and some people think physical ability should be the criteria for recruitment. All these are accommodated as attributes to the variable and the responses gathered are analyzed and presented in Table 7.12.1.

Table 7.12.1
Agreement with statement regarding recruitment

How recruitment should be done	Mean Score	Std. Deviation
Merit through competitive examination should be followed	6.51	1.14
Family and social background should be considered	4.47	2.14
Quota system should be maintained strictly	3.14	2.05
Political affiliation should be taken into consideration	0.60	1.44
Physical ability should be looked into	2.07	1.84
Mean of the mean scores	3.25	

The respondents are highly in favor of merit and it be ensured through competitive examination (mean score 6.51) and a good number of them are also in favor of considering family and social background (mean score 4.47) for recruitment in the bureaucracy.

7.12.2 Subordinates' level of efficiency

The subordinates' efficiency, according to the knowledge of the researcher, depends on their presence in the office, obedience to the higher authority, merit and intelligence, sense of articulation, conceptual clarity, promptness, dutifulness, honesty and morality, cooperation and skill in using language etc. All these attributes to the variable are measured on the Likert scale and the summarized results are displayed in Table 7.12.2.

Table 7.12.2
Level of efficiency of the subordinates

Criteria for measuring efficiency	Mean Score	Std. Deviation
Presence in the office	5.35	1.34
Obedience to the higher authority*	5.54	1.18
Merit and intelligence	4.94	1.28
Sense of articulation	4.72	1.24
Conceptual clarity	4.67	1.30
Promptness	4.89	1.29
Dutifulness	5.00	1.33
Honesty and morality	5.16	1.32
Cooperation	5.35	1.19
Skill in using language	4.81	1.35
Mean of the mean scores	5.04	

Obedience to the higher authority (mean score 5.54), Presence in the office (mean score 5.35), Cooperation (mean score 5.35), Honesty and morality (mean score 5.16) and Dutifulness (mean score 5.00) are the 5 most significant attributes found according to the judgment of the respondents. The result indicates that the subordinates are obedient, regular in the office, cooperative, honest and dutiful. Also the high average (5.04) of the mean scores indicates the overall significance of the variable.

7.12.3 Controlling officer's efficiency level

Assessing juniors, Courage, Honesty, Ability to get work done, Intellectual ability, Punctuality, Ability to take decision, Speed and volume of works, and Integrity are the ingredients considered as attributes to measure the efficiency level of the controlling officers. The attributes to the variable are measured on the Likert scale and the summarized results are displayed in table 8.12.3.

Table 7.12.3
How efficient* the controlling officer is?

Criteria for measuring efficiency	Mean Score	Std. Deviation
Assessing juniors	5.11	1.29
Courage	5.16	1.25
Honesty	5.27	1.49
Ability to get work done	5.41	1.17
Intellectual ability	5.38	1.31
Punctuality	5.48	1.27
Ability to take decision	5.38	1.29
Speed and volume of works	5.54	1.15
Integrity	5.51	1.43
Mean of the mean scores	5.36	

It is very interesting to note that the respondents rate all the variables very high. It indicates the universal characteristic of the bureaucrats to make the bosses always happy.

7.12.4 Findings of the section

1. *The bureaucrats expect that merit, ensured through competitive examination, should be the criteria for recruitment in the bureaucracy and some of them expect that family and social background also should be considered.*
2. *The bureaucrats' consider their subordinates obedient, regular, cooperative, honest and dutiful.*
3. *The bureaucrats always try to make their bosses happy.*

7.13 GENERAL FINDINGS

The major findings drawn from individual sections of the analysis are assembled here under this section. Also attempt is made to interpret some of those for a clearer understanding.

7.13.1 The Respondents' Personal and Socio-Economic background

From analysis it is found that the over all family education-background of the bureaucrats falls below the average level. Particularly, the level of education of the respondent's mothers is very poor. A large number of the bureaucrats depend on agriculture for their source of extra income and their fathers are significantly engaged in employment (38.0%) and agriculture (34.3%), which proves that still a good number of the bureaucrats are directly or indirectly dependent on agriculture for their livelihood though their profession is employment. About 31.8% respondents have sent or planned to send their kids abroad for education, which indicates despite their low monthly salary, a part of the bureaucrats has earned somehow the capacity to bear the heavy expenses of overseas education. Even some bureaucrats lead luxurious and expensive life beyond their means.

It is learnt that only 44.0% of the bureaucrats have their accommodation in government quarters or houses and the rest 56.0% do not, while 15.3% of the respondents have their own residence and 4.8% of them have other types of residences, which may include their relatives' houses or houses under the ownership of pseudo-name.

The over all participation of the bureaucrats in household work is poor. Particularly they participate least in *Sweeping floors and walls* (mean score 2.52), *Carrying children to school* (mean score 2.68), *Cooking foods* (mean score 2.91), *Washing dishes and utensils*

(mean score 3.00), and *Cleaning toilets and bathrooms* (mean score 3.27); though their participation is very high in work like *Shopping at the time of festivals* (mean score 5.45). The picture supports the fact that the bureaucrats are very choosy in participating any work and avoid doing laborious and less-prestigious things.

It is learnt that in family situation about 82.7% of the bureaucrats play dominant role in decision-making. It is similar to the situations that in workplaces also the bureaucrats show their strong dominance. The analysis also tells us that religious discrimination is exposed in administration and unrest and uncertainty might generate among some of the respondents due to this. As the ingredients analyzed under this section all together construct the psyche of a bureaucrat and this guides his total behavior, it is believed that all these may create a great influence accordingly on the bureaucrats' communication with people.

7.13.2 Salary

The analysis shows that the bureaucrats in Bangladesh are generally ill paid; their average monthly salary⁶ is only Tk. 8296.56. But their expectation about average lowest monthly salary for an entry-level class-1 government officer is Tk.19062.50 against Tk. 4300.00 drawn by them⁷. It is also found that the Upazila level officers are the least paid group⁸ among all the tires of administration and the officers working at Departmental head quarters also draw a lower average salary than that of the officers at work in the District level and in Bangladesh Secretariat. These might have created negative impact on the bureaucrats' communication with people.

7.13.3 Communication with people

The bureaucrats' communication could be best understood through the *Degree of information supplied by them on requisition* - to the cross section of people. From the analysis it is learnt that the bureaucrats' level of information supply to their controlling ministry or higher authority is significantly high (score 5.66). Even the accused persons might have sufficient information (score 5.23) from them. But their supply of information is miserably low to the police and law enforcing agencies (score 3.86), journalists (score 3.64), and the defense personnel (score 3.42). It is also learnt that the bureaucrats are

⁶ The calculation was made on the basis of National Pay Scale 1996

⁷ The amount of salary was applicable when this research was underway.

⁸ Usually the entry-level officers are posted in the Upazilas, which is a major cause of their getting less salary. But this group of officers are directly involved with the common people at the grass-root level of administration. So hardship in their living may cause serious affect on the bureaucrats' communication with people.

slightly inclined to keep their communication confined with in their organizational periphery. They spend more time (52.88%) to communicate with internal publics in comparison to that (47.08%) with external publics.

Four major characteristics of the bureaucrats' communication become evident from these findings: 1) The bureaucrats are more loyal and submissive to their controlling ministries and the higher authorities, 2) The bureaucrats are even ready to supply information to the accused persons, 3) Their communication with the law enforcing agencies, journalists and defense personnel are not so smooth, 4) The bureaucrats feel comfort to communicate with the internal publics of their own organization rather than with the external publics.

7.13.4 Colonial Influence, Attitude and Vested Interest

From investigation it becomes evident that colonial influence is strong on the bureaucratic mindset as the bureaucrats are very much ready to accept undue orders from the bosses (score 5.59) and request or threat from influential corners (score 5.61). But they pay less importance to the requests from ordinary people (score 3.58) and that from the juniors (score 3.50). Even in a meeting, more than 60% of the respondents never argue with their controlling officers, 3.5% of them do not listen to others carefully and 13.3% respondents' bosses do not listen to them carefully.

The bureaucrats maintain strong liaison with those who make '*tadbir*' (score 6.24) and pressure groups (score 6.07). But their impression is mean about those who want to get their work done readily (score 3.35). In 25.8% cases the senior bureaucrats shout at their juniors when they are annoyed and when expressing satisfaction 70.8% of the seniors praise their juniors by words.

Around one fifth of the respondents take more than 1 week and some of them even take more than 2 weeks or more as average time for solving an official business. Also the bureaucrats' attitude about gender issue is negative.

All these symptoms detected through analysis confirms that negative attitude, vested attitude and other vices related to the colonial characteristics are very much active in the communication behavior of the bureaucrats.

7.13.5 Use of Communication Tools

There are sufficient reasons to believe that use of modern communication tools makes any communication effort easier and more effective. But from analysis it is found that the over

all use of communication tools by the bureaucrats is poor (mean score 3.59) in Bangladesh.

It is found that Land Phone is the most popular communication tool used by the bureaucrats (score 5.26). Use of Mobile phones as communication tool is significant (score 2.89) though it is not officially provided to them.

It is also very interesting that in office situation 56.3 percent of the bureaucrats read files and documents more and 20.8 percent read newspaper more. Except Bangla and English only 8.2 percent of the respondents know a few other languages including French, Arabic, Urdu, Sanskrit, and Japanese.

7.13.6 Introduction of ICT

Since Information and Communication Technology (ICT) has created a new wave around the world and has brought a revolutionary change in the field of communication, it is believed that introduction of ICT to bureaucratic communication could make positive impact on it. The analysis demonstrates that generally the bureaucrats support office automation efforts and believe that IT improves their communication behavior. But the anxieties of the elderly employees of losing job and negative mentality in using computer found significant as hindrance in introducing IT in administration.

It is very interesting to note that from investigation it became clear that not number of computers per office, but its uneven distribution is a great problem in introducing ICT in the bureaucracy. It is found that about 56.5 percent of the offices, located in the Upazilas and in the Districts, the remote tires of administration do not have a single computer.

7.13.7 Dealing with External and Internal Publics

How do the bureaucrats deal with the external and internal publics in the process of their communication with people is a very crucial and delicate query in this regard. It is found that the bureaucrats contact with the internal publics mostly through Face-to-Face or Interpersonal type of communication (61.0%) followed by *Top-Down* or *Vertical Communication* (26.3%).

Though the information inflow from external sources stands above the average line, the major inflow of the bureaucrats' communication comes from official and unofficial letters, circulars, orders and messages etc. It is also found that the level of the bureaucrats' contact with internal publics is poor (3.83) and that with the external publics is poorer (3.42).

7.13.8 Barriers and Conflicts

Generally it is believed that physical barriers, poor logistic support, crisis of fund etc. are the major issues to be addressed to make the bureaucrats' communication smooth with people. But it is a matter of utter surprise that the bureaucrats' expressed their opinion that not the poor allocation of fund or shortage of logistic support but it is the inner conflicts in bureaucracy that creates the major barrier to its communication with people.

It is found from the analysis that *Showing causes for maintaining secrecy in the offices* is a great barrier to the bureaucrats' communication with people⁹. Also there exists an acute problem of coordination in the bureaucracy in Bangladesh.

7.13.9 Feedback

The bureaucrats in the process of their communication with people receive the average level of feedback. The respondents consider submitting opinion to the authority after getting feedback very important.

7.13.10 Policies, Culture and Coordination

It is learnt from analysis that there is a clear sign of existence of uncertainty and unrest in the administration. Also it is learnt that transparency in office activities influences greatly the *Policy, culture and coordination of bureaucracy*. The respondents' are in favor of independent anticorruption commission, decentralization of power in administration and conducting annual audit on income and expenditure of both the civil and military bureaucrats.

Playing Card is the most popular game among the bureaucrats, which indicates their tendency of avoiding games and sports those involve much physical movement.

About 98.5% of bureaucrats feel that countryside visit help increase their efficiency and they should be given an annual chance for that officially.

7.13.11 Recruitment and Efficiency

The bureaucrats prefer merit ensured through competitive examination be the criteria for recruitment in administration. They always prefer that their subordinates be obedient, regular, cooperative, honest and dutiful. The bureaucrats always try to make their bosses happy.

⁹ Particularly with the external public.

CHAPTER EIGHT

Testing Hypotheses and Interpretations

8.0 STATEMENT OF THE PROBLEM

The main responsibility of bureaucracy is to execute the decisions undertaken by the people's representatives. According to the constitution of the People's Republic of Bangladesh the members of its bureaucracy have the responsibility to remain fulltime engaged for the betterment of people of the republic. But it is generally believed that the people's representatives, the actual caretaker of the public interest, are inadequately equipped with the supervision-skill required for development programs. So the bureaucrats in Bangladesh have to shoulder extra responsibilities of playing the role of catalyst to development in addition to running the administrative setup of the country.

Accomplishment of this type of responsibilities demands fulltime devotion and integrity of the members of the agency concerned. For the reasons described and for discharging their duties the bureaucrats have to communicate with people and continue efforts to make them participate in developmental activities. Also they have to receive visitors come to communicate with them, interact with both the internal and external publics, and participate a lot of activities related to these. All these together constitute bureaucrats' communication, which is related to the overall development of the country and as it has great influence on people's participation in developmental activities.

As the bureaucrats' communication with people is a complicated issue and it could be influenced by the bureaucrats' personal and socio-economic background, interaction with internal and external people, remnant of the colonial influence and attitude working on their mindset, their linkage with vested interest, communication know-how, influence of information and communication technology, use of modern communication tools, existing barriers and conflicts, working environment, job-satisfaction, feedback procedure, policy of the government relating to it, the norm and culture of bureaucracy, problems of coordination, recruitment, efficiency and a lot of other factors. So it is important to identify the ingredients of communication pattern of bureaucracy and to detect the trends

and reasons for effectiveness and ineffectiveness of the bureaucrats' communication with people. The other factors those have influence on the problem also should be addressed so that the relevant authority can improve the situation by using the result of the study.

It is to be mentioned here that Chapter Seven and Chapter Eight constitute the core of the study. Particularly the present chapter (eight) deals with testing hypotheses of the study and findings of the test results. For the purpose the discussion of the chapter includes a short description of two hypotheses taken for the study, few words about Sampling, the Estimation of a regression model, Description of the key variables, verifying the nature of data, running regressions for detecting significant variables that predicts the bureaucrats' communication with people at National, Secretariat, Departmental Head Quarter, District and Upazila levels, and selecting individual best fitting restrictive models out of a number of models suggested for each of the levels.

8.0.1 Hypothesis of the study

Bureaucrats' Communication With People can be either satisfactory or unsatisfactory in accordance with the bureaucrats' skill, knowledge, attitude and ability to satisfy the people's interest and expectation of getting available and relevant information from official sources, a patience hearing by the bureaucrats of the republic about the people's problems, taking proper and immediate action on the issues raised and the level of the bureaucrats' integration and commitment to make their communication with people effective.

Communication know-how, ICT facilities, healthy dealings with internal and external publics, congenial working environment, job satisfaction, proper feedback and inspection (office/field visit etc.) system, appropriate communication policy, soothing culture and coordination, healthy recruitment and efficiency level, and befitting personal and social background enhance the Bureaucrats' Communication With People (BCWP) and help them attain satisfactory level of effective communication.

But it is generally believed that the bureaucrats in Bangladesh are alienated from the common mass due to colonial influence on their mindset and for other reasons. Also the bureaucrats are divided into groups and subgroups, suffer from inner contradictions, negative attitude, vested interest, communication barriers, conflicts of interests, aggravated law and order situation, culture of maintaining meaningless secrecy and mentality to

impose punishment etc. and those further alienate the bureaucrats from both their internal and external publics.

On the basis of the discussion two specific and separate hypotheses are undertaken for the study and those are tested individually. Among the two, *Hypothesis-I* describes the core problem of the study and it is tested five times individually for Overall, Secretariat, Departmental Head Quarter, District and Upazila levels of administration. The primary objective of testing Hypothesis-I is to construct restrictive models for each of the levels discussed. On the other hand *Hypothesis-II* is constructed to look into the nature of the bureaucrats' communication at different tiers of administration. The objective of hypothesis-II is to verify whether the bureaucrats' communication is similar or not at all the four tiers of administration - Secretariat, Departmental Head Quarter, District and Upazila.

Hypothesis-I

We have so far gained two contradictory ideas about the study that the Bureaucrats' Communication With People (BCWP) could be either satisfactory or unsatisfactory and that constitutes the core hypothetical problem of the study. Keeping this in mind the *Null Hypothesis - (H₀): Bureaucrats' communication with people is not unsatisfactory* is constructed. Accordingly the *Alternative Hypothesis* of the study - *(H₁): Bureaucrats' communication with people is unsatisfactory* is formulated. These two contradictory parts constitute the frame of Hypothesis-I.

For testing Hypothesis-I statistical tools are applied and procedures of mathematical analysis are followed to achieve quality results. For the purpose the linguistic formats of the hypothesis are translated in to mathematical one and the process follows:

H₀ = Bureaucrats' communication with people is not unsatisfactory.

H₁ = Bureaucrats' communication with people is unsatisfactory.

For running regression the hypothesis could be further converted into the form of general regression equation, $Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e$, where Y is dependent variable and $x_1, x_2, x_3, \dots, x_k$ are the independent variables. The coefficient β_0 represents the intercept and $\beta_1, \beta_2, \beta_3, \dots, \beta_k$ are the partial regression coefficients and e is a constant term used for measuring the estimate of the error. Now the statements of the Null and

Alternative hypothesis will be true subject to fulfillment of the following conciliations respectively:

H₀ = All the regression coefficients are zero i.e., $\beta_1 = \beta_2 = \beta_3 = \dots = \beta_k = 0$.

H₁ = At least one of the coefficients is nonzero i.e., any of the $\beta_k \neq 0$.

Where $\beta_1, \beta_2, \beta_3, \dots,$ and β_k are the partial regression coefficients of the independent variables included in the estimated regression equation designed for testing the hypothesis. The details of the estimation of regression equation could be found in sections 8.2.0 and 8.3.0 under this chapter.

Hypothesis-H

It is generally believed that the Bureaucrats' Communication With People (BCWP) is not similar at all the tires of administration (Upazila, District, Departmental Head Quarter, and Bangladesh Secretariat) as there are major discriminations regarding logistic, financial and administrative support and a lot of other factors responsible for this at different levels. So it is necessary to identify whether BCWP at all the four tires of administration is similar or not, which constitutes the following Null (H₀) and Alternative (H₁) hypothesis:

H₀: There is no difference in bureaucrats' communication with people among the four tires of administration.

H₁: There are differences in bureaucrats' communication with people among the four tires of administration.

For using statistical tools and for comparing the mean scores the format of the hypothesis could be further converted. The statements of the Null and Alternative hypothesis be true subject to the fulfillment of the following conciliations respectively:

H₀: The mean scores of BCWP for all the four levels of administration are equal
or, $\bar{X}_1 = \bar{X}_2 = \bar{X}_3 = \bar{X}_4$

H₁: The mean scores of BCWP for all the four levels of administration are not equal
or, $(\bar{X}_1 \neq \bar{X}_2 \neq \bar{X}_3 \neq \bar{X}_4)$

Where $\bar{X}_1, \bar{X}_2, \bar{X}_3,$ and \bar{X}_4 are corresponding mean scores of BCWP at Upazila, District, Departmental Head Quarter, and Bangladesh Secretariat – the four tires of administration considered significant for the study.

8.0.2 Sampling

For this study data were collected from 400 hundred respondents who are the bureaucrats at work in four administrative clusters, namely - Upazila, District, Departmental Head Quarter, and Bangladesh Secretariat. It is described in chapter two that a proportionate number¹ of samples are drawn from each of the clusters according to their respective population².

Multi stage sampling technique (MSST) is adopted for the study, as it aims at enquiring about communication pattern of the bureaucrats working at different levels and positions of administration and scattered in different areas of the country. In some cases a combination of several sampling techniques are used. The minute description on sampling technique and detailed justification for it could be found in Chapter Two.

8.1 TRIAL FOR A SUITABLE ESTIMATION OF REGRESSION MODEL

Regression is a sophisticated statistical procedure for analyzing associative relationships between a metric dependent variable and one or more independent variables. Usually a multiple regression involves a single dependent variable and more than one independent variables. It refers to a statistical technique that simultaneously develops a mathematical relationship between two or more independent variables and interval scaled dependent variable. On the other hand a multiple *Regression Model* refers to a general form of mathematical equation, $Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e$, used to explain the results of multiple regression analysis (Cooper & Schindler, *ibid*; Malhotra, *ibid*).

So estimation of a regression model is a series of activities that involves construction of a mathematical equation on a specific problem that expresses the existing mathematical relationships among the particular dependent variable and the associated independent variables relating to the problem. The main objective of estimating a regression model is to conduct a search for the most desirable or a suitable model, usually known as a *Restrictive Model* portraying only the relationships between the dependent variable and the significant independent variables, from a lot of possible alternative regression models.

¹ Sample Distribution among the Clusters: Upazila – 133, District – 90, Dept. HQ – 159 and Secretariat – 18

² For detail see Table 2.3 in Chapter 2 of this thesis.

For this study the estimation of regression model is accomplished through five phases where **Phase One** includes processing, editing and verifying the nature of data, **Phase Two** includes organizing the data into 12 composite variables (CV) and estimation of a regression model on the basis of those CVs, in **Phase Three** is a trial for an estimation of a regression model out of one Composite Variable (CV) and 26 independent variables, **Phase Four** contains an effort for estimation of a regression model out of one dependent variable and 27 independent variables, and **Phase Five** includes comparison of results of the previous three (phase 2-4) trials.

8.1.1 PHASE ONE

Processing, editing and verifying the nature of data are the tasks accomplished in this phase and the point wise activities are described here in a sequential way.

- 1) Data, collected on the basis of a schedule designed after a 7-point Likert scale, is processed using SPSS software package.
- 2) The raw data is inserted into the computer
- 3) The qualitative data are converted into quantitative ones.
- 4) Editing and cleaning of data is completed.
- 5) Missing values are replaced by the mean of the nearby points.
- 6) Summated value and the mean scores for each of the attributes of a variable are calculated.
- 7) The mean of the mean scores of the attributes to every variable is taken as the value for a variable of a particular case.
- 8) Descriptive statistics i.e., frequency, mode, median, mean, standard deviation and variance for each of the variables are checked.
- 9) Histogram with normal curve for each of the variables are plotted to check the distribution nature of the data.
- 10) Variables with extremely uneven distribution of data are excluded.

8.1.2 PHASE TWO

In this phase the edited data are organized into twelve Composite Variables (CV) and an estimation of a Regression Model is constructed. The activities follow:

- 1) The initial variables are organized into twelve groups according to their nature.
- 2) Each of the groups is given a title considering its common characteristics.
- 3) Each of the variable groups is considered as a Composite Variable (CV).
- 4) The member variables of each of the twelve CVs are taken as its attributes.
- 5) A composite mean score (CMS) for each CV is calculated by taking average of the mean scores of the individual variables under it.
- 6) One of the twelve CVs, *Bureaucrats' communication with people* (BCWP) is taken as the dependent variable of the study.

- 7) The rest eleven of the CVs: CI, AVI, CKH, IICT, DIEP, BAC, WEJS, FDBK, PCC, RAE, and PSEB are taken as the independent variables. (List of the CVs and their corresponding attributes could be found in table 8.1)
- 8) On the basis of a model estimation including one CV as dependent variable and the rest eleven CVs as independent variables a regression are run.
- 9) The results proposed 5 competitive models for testing hypothesis and the best one come out with 5 significant CVs: DIEP, PSEB, CI, FDBK, and BAC as independent variables. The other statistics are: $R^2 = 0.142$, Adjusted $R^2 = 0.131$, Standard Error of the estimates $SEE = 0.6203$, $F = 13.013$, Coefficient of constant $\beta = 2.371$, and Standard error $SE = 0.397$.

Table 8.1
List of the twelve Composite Variables (CVs) of the 1st estimation

SL	Code	Title of the CVs and their attributes	Abbreviation for CVs
s1 Bureaucrats communication with people			BCWP
1	s1a cep	Communication with external publics	
2	s1b cip	Communication with internal publics	
3	s1 4si	Information supplied by bureaucrats	
s2 Colonial influence			CI
4	s2 1agre	Agreement with some comments	
5	s2 2req	Ready to accept request	
s3 Attitude and vested interest			AVI
6	s3 4impr	Impression about visitors	
7	s3 5agst	Level of agreement to some statements	
s4 Communication know how			CKH
8	s4 4uct	Using communication tools	
9	s4 5slpr	Solving official problems	
s5 Influence of ICT			IICT
10	s5 2hict	Hindrance in introducing ICT	
s6 Dealing with internal and external publics			DIEP
11	s6 1cnip	Contact with internal publics	
12	s6 3ires	Information received from external sources	
13	s6 4cmep	Communication with external publics	
s7 Barriers and conflicts			BAC
14	s7 1bcom	Barriers in communicating with people	
15	s7 2dcs	Causes shown for secrecy	
16	s7 3prco	Problems of coordination	
s8 Working environment and job satisfaction			WEJS
17	s8 1wenv	Level of working environment	
18	s8 2jsat	Job satisfaction	
s9 Feedback			FDBK
19	s9 1df	Degrees of feedback	
s10 Policy culture and coordination			PCC
20	s10 1spf	Support policies to flow of information	
21	s10 2tae	Transparency in administration ensured	
22	s10 3alg	Absence of independent local govt.	
23	s10 5sdp	Solving disciplinary problems	
s11 Recruitment and efficiency			RAE
24	s11 1crb	Criteria for recruitment of the bureaucrats	
25	s11 2les	Level of efficiency of the subordinates	
26	s11 3eco	Evaluating controlling officer	
s12 Personal and socio-economic background			PSEB
27	pseb 2ms	Salary index	
28	pseb 9ed	Level of education	
29	pseb 16p	Participation in household work	

It is learnt that for lower value of R^2 the scope for explanation of percent variation of dependent variable reduces drastically. In phase two the highest statistical value of $R^2 = 0.142$ obtained through the estimation interprets that at best 14.2 % variation of the dependent variable could be explained by the independent variables included in the model, which is a very poor show.

The value of $F = 13.013$ gives indication of rejecting the null hypothesis, which also indicates the probability of accepting the alternative hypothesis that describes that the Bureaucrats' Communication With People (BCWP) is unsatisfactory.

The residuals statistics of the estimation of regression model could be seen in Appendix-3.

8.1.3 PHASE THREE

Due to the circumstances discussed, the 1st model estimation under phase two is abandoned and a fresh move in search of a better result is undertaken through phase three. Estimation of a regression model out of one Composite Variable and 26 independent variables is the main task accomplished in phase three and the point wise description of the activities follow:

- 1) A second regression model is estimated in search of a set of improved values for R^2 and other statistical criteria required for the purpose.
- 2) The dependent variable of the former model, *Bureaucrats' communication with people* (BCWP), is kept intact as the dependent variable for the new model.
- 3) The rest eleven Composite Variables (CVs): CI, AVI, CKH, IICT, DIEP, BAC, WEJS, FDBK, PCC, RAE, and PSEB, the independent variables of the former model, are now split into 26 original variables and taken as the set of independent variables of the new model.
- 4) The 26 independent variables of the new model are ACCI, RAR, IAV, ATGI, UCT, SOP, HICT, CWIP, IRES, CWEP, BCOM, CSS, POC, LOWE, JSAT, DOF, SPFI, TIA, AILG, SLDP, CRB, LES, ECO, SI, LED and PHW (Table 8.2).
- 5) The new estimation, including one CV and 26 free independent variables, is now regressed.
- 6) The regression results suggested 7 (seven) alternative models and among the competitive models the best one provides the following statistics:
7 independent variables IRES, LED, CSS, BCOM, SI, RAR, and SLDP found significant, $R^2 = 0.231$, Adjusted $R^2 = 0.218$, $SEE = 1.7654$, $F = 16.862$, Coefficient of constant $\beta = 5.384$, and $SE = 1.074$.

It is found that the value of R^2 is considerably increased in this model. The value of adjusted $R^2 = 0.218$ of the new estimation interprets that 21.8 per cent variation of the dependent variable could be explained by the independent variables included in the model but still the value of adjusted R^2 is poor, also the value of standard error of the estimate (SEE) is increased than that of the previous one, which is undesirable.

Table 8.2
Variables of the One CV versus 26 independent-variables model (2nd estimation)

SL	Code	(Composite) Dependent Variable	Abbreviation
	s1	Bureaucrats communication with people	BCWP
1	s1a cep	Communication with external publics	
2	s1b cip	Communication with internal publics	
3	s1 4si	Information supplied by bureaucrats	
		26 Independent variables	
1	s2 1agre	Agreement with comments about colonial influence	ACCI
2	s2 2req	Ready to accept request	RAR
3	s3 4impr	Impression about visitors	IAV
4	s3 5agst	Attitude towards gender issue	ATGI
5	s4 4uct	Using communication tools	UCT
6	s4 5sopr	Solving official problems	SOP
7	s5 2hict	Hindrance in introducing ICT	HICT
8	s6 1cnip	Contact with internal publics	CWIP
9	s6 3ires	Information received from external sources	IRES
10	s6 4cmep	Communication with external publics	CWEP
11	s7 1bcom	Barriers in communicating with people	BCOM
12	s7 2dcs	Causes shown for secrecy	CSS
13	s7 3prco	Problems of coordination	POC
14	s8 1wenv	Level of working environment	LOWE
15	s8 2jsat	Job satisfaction	JSAT
16	s9 1df	Degrees of feedback	DOF
17	s10 1spf	Supporting policies relate to flow of information	SPFI
18	s10 2tae	Transparency in administration	TIA
19	s10 3alg	Absence of independent local govt.	AILG
20	s10 5sdp	Solving disciplinary problems	SLDP
21	s11 1crb	Criteria for recruitment of the bureaucrats	CRB
22	s11 2les	Level of efficiency of the subordinates	LES
23	s11 3eco	Evaluating controlling officer	ECO
24	pseb 2ms	Salary index	SI
25	pseb 9ed	Level of education	LED
26	pseb 16p	Participation in household work	PHW

The value of adjusted R^2 might be lower due to low quality of data, which reflects the circumstances that in the present context of Bangladesh, none of the respondents feel free to provide information about the actual happenings inside the bureaucracy, understood from the time of data collection. The residuals statistics of the 2nd estimation of regression model could be seen in Appendix-4.

8.1.4 PHASE FOUR

At this stage of the study, expert opinions are consulted and the statisticians opined that for a social research the value of adjusted $R^2 = 0.231$ is considered quiet good. Still for searching a further better result the 3rd estimation of a regression model out of one dependent variable and 27 independent variables are taken into consideration (table 8.3). In this case the component variable *Information Supplied by the Bureaucrats* (ISB) is set free from the domain of *Bureaucrats' Communication with People* (BCWP), the Composite Dependent Variable of the second estimation.

Table 8.3

List of dependent and the independent variables, corresponding abbreviation, title and code (The 3rd and the final estimation)

Variable	Abbreviation	Title of the variables	Codes used
Y	BCWP	Bureaucrats' communication with people	A0S1_BCW
x ₁	ISB	Information supplied by bureaucrats	MS1_4SI
x ₂	ACCI	Agreement with comments about colonial influence	MS2_1AGR
x ₃	RAR	Ready to accept request	MS2_2REQ
x ₄	IAV	Impression about visitors	MS3_4IMP
x ₅	ATGI	Attitude towards gender issue	MS3_5AGS
x ₆	UCT	Using communication tools	MS4_4UCT
x ₇	SOP	Solving official problems	MS4_5SLP
x ₈	HICT	Hindrance in introducing ICT	MS5_2HIC
x ₉	CWIP	Contact with internal publics	MS6_1CNI
x ₁₀	IRE	Information received from external sources	MS6_3IRE
x ₁₁	CWEP	Communication with external publics	MS6_4CME
x ₁₂	BCOM	Barriers in communicating with people	MS7_1BCO
x ₁₃	CSS	Causes shown for secrecy	MS7_2DCS
x ₁₄	POC	Problems of coordination	MS7_3PRC
x ₁₅	LOWE	Level of working environment	MS8_1WEN
x ₁₆	JSAT	Job satisfaction	MS8_2JSA
x ₁₇	DOF	Degrees of feedback	MS9_1FDB
x ₁₈	SPFI	Supporting policies relate to flow of information	MS10_1SP
x ₁₉	TIA	Transparency in administration	MS10_2TA
x ₂₀	AILG	Absence of independent local govt.	MS10_3AL
x ₂₁	SLDP	Solving disciplinary problems	MS10_5SD
x ₂₂	CRB	Criteria for recruitment of the bureaucrats	MS11_1CR
x ₂₃	LES	Level of efficiency of the subordinates	MS11_2LE
x ₂₄	ECO	Evaluating controlling officer	MS11_3EC
x ₂₅	SI	Salary index	MPSEB_2S
x ₂₆	LED	Level of education	MPSEB_9E
x ₂₇	PHW	Participation in household work	MPSEB_16

The details of the activities of this phase are listed here.

- 1) A further attempt is made to improve the statistics and for the purpose another new regression model is estimated.
- 2) In this 3rd estimation the composition of the common composite dependent variable BCWP considered in the two previous models is reorganized. *Communication with external publics* and *Communication with internal publics*

are taken together and a single dependent variable is constructed for the new model keeping the title intact: *Bureaucrats' communication with people* (BCWP), as because both the internal and the external communications are integral components of Bureaucrats' communication with people.

- 3) The rest member variable, *Information supplied by the bureaucrats*, of the dependent variable of the previous models, is set free from the CV group and considered as a completely new independent variable for the third estimation.
- 4) Now the new estimation consists of 28 variables including one dependent variable BCWP, and the rest 27 independent variables ISB, ACCI, RAR, IAV, ATGI, UCT, SOP, HICT, CWIP, IRES, CWEP, BCOM, CSS, POC, LOWE, JSAT, DOF, SPFI, TIA, AILG, SLDP, CRB, LES, ECO, SI, LED and PHW (Detailed list could be seen in table 8.3).
- 5) The third estimation, when regressed for testing hypothesis, suggested 11 (eleven) alternative models. Among all, the result of the test statistics of the best model follow:

11 (eleven) independent variables IRES, ISB, UCT, LED, RAR, BCOM, SLDP, ATGI, PHW, SI, and CSS found significant,
 $R^2 = 0.321$, Adjusted $R^2 = 0.301$, $SEE = 0.5071$, $F = 16.646$,
Coefficient of constant $\beta = 1.351$, and $SE = 0.328$.
- 6) The residual statistics of the 3rd estimation of regression model could be seen in Appendix-5.

In the model, the value of adjusted R^2 found significantly increased and the values for other criteria found significantly lower than those of the previous best-fit models of the estimation, which is more desirable (Zikmund 2003).

At this stage a number of experts including renowned statisticians are consulted and all of them expressed their high satisfactions with the result. Considering everything the third estimation is taken as the final estimation of the regression model.

8.1.5 PHASE FIVE

Efforts for comparing the results of the three estimations are made in this phase. The comparison of statistics among the three estimates of regression models is presented in Table 8.4. Here more emphasis is given on the value of R^2 as selection criteria of the estimations as because the variation of dependent variable explained by the independent variables of estimation could be measured by it.

From the results of the three trial estimations for regression are compared here and it is observed that the apparent best model selected from estimation-1 includes 5 CVs, which actually include 12 independent variables of the third estimation.

On the other hand the best model under estimation-2 and estimation-3 include 7 and 11 independent variables respectively. So far inclusion of variables concerned, it favors acceptance of estimation-1. But the main problem in accepting estimation-1 is its too much lower value of R^2 (the value of R^2 in the first estimation is only 0.142).

Table 8.4
Comparison of statistics among three estimates for regression model

Est. ID	Dependent Variable of the estimation	Independent Variables (IVs) included	Maximum number of IVs found Significant	Suggested number of competitive models	Statistics		
					R^2	Adjusted R^2	SEE
1 st estimation	BCWP	11 Composite Variables	DIEP, PSEB, CI, FDBK, BAC = 5	5	.142	.131	.6204
2 nd estimation	BCWP	26 Ind. Variables	IRES, LED, CSS, BCOM, SI, RAR, SLDP = 7	7	.287	.238	1.7428
3 rd estimation	BCWP (ISB excluded from the dependent variable)	27 Ind. Variables (ISB included in the list of independent variable)	IRES, ISB, UCT, LED, RAR, BCOM, SLDP, ATGI, PHW, SI, CSS = 11	11	.348	.301	.5072

From the table it is evident that the model considered under estimation-3 gains the highest value of $R^2 = 0.348$, which indicates that 34.8 per cent variation of dependent variable could be explained by the independent variables included in the model.

The highest value of R^2 and Adjusted R^2 recommends for the acceptability of estimation-3 in the regression. Also the value for Standard Error of the Estimate (SEE) found to be the lowest in estimation three. The low value of SEE reduce the chances for errors and again recommends estimation-3 for its inclusion as the final estimation for running regression.

All these circumstances lead the researcher to finally accept the estimation-3 for conducting the regression analysis of the study.

8.2 EXPLAINING THE ESTIMATION OF REGRESSION MODEL

We know that the general form of the multiple regression models is explained by the equation:

$$Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e \quad (1)$$

Where, β_i and e represent the coefficients and constant respectively.

For this particular study using all the explanatory variables presented in table 8.3, the desired regression model could be designed and the regression equation follows:

$$\begin{aligned} BCWP = & b_0 + b_1 ISB + b_2 ACCI + b_3 RAR + b_4 IAV + b_5 ATGI + b_6 UCT + b_7 SOP \\ & + b_8 HICT + b_9 CWIP + b_{10} IRES + b_{11} CWEP + b_{12} BCOM + b_{13} CSS \\ & + b_{14} POC + b_{15} LOWE + b_{16} JSAT + b_{17} DOF + b_{18} SPFI + b_{19} TIA \\ & + b_{20} AILG + b_{21} SLDP + b_{22} CRB + b_{23} LES + b_{24} ECO + b_{25} SI \\ & + b_{26} LED + b_{27} PHW + \mu \end{aligned} \quad (2)$$

Where the coefficient b_0 represents the intercept and b_1, b_2, b_3, \dots and b_{27} are the partial regression coefficients, and μ is a constant term used for estimate of the error. The variables used in the equations are listed in Table 8.3.

8.2.1 Brief description of the key variables

In total 28 variables are taken into consideration for this study, one of which is dependent variable and the rest 27 are independent variables. The variables are described in details earlier (Chapter Seven); also a brief description on each is presented here.

8.2.1.1 Dependent Variable

For discharging duties successfully the bureaucrats communicate with people to inform them of the plans, programs and policies of the government, to convince and make them participate in developmental activities, to create awareness on different issues, and to implement a lot of other tasks.

For the reasons mentioned above the bureaucrats maintain communication with various *external publics*, the peoples outside of an organization, its *internal publics* and the paid persons responsible for accomplishment of assigned tasks within the organizational structure.

For this study both the bureaucrats' communication with the external and the internal publics together is taken as *Bureaucrats' Communication With People (BCWP)*.

8.2.1.2 Independent Variables

Here a brief introduction on each of the 27 (Twenty Seven) independent variables are provided and those follow:

1) Information Supplied by Bureaucrats (ISB)

Bureaucrats' communication is best understood by the degree of information supplied by them on requisition of the cross sections of people. It is learnt that they do not supply information equally to all of those who ask for it. They maintain an order of preference that creates discrimination in their behavior with different groups of people.

2) Agreement with Comments related to Colonial Influence (ACCI)

Colonial influence on the bureaucrats' communication behavior could be best understood through the bureaucrats' agreement or disagreement with the statements those match with the colonial principles, policies and values as these are the basic philosophical grounds for which a bureaucrat could think of showing indifference towards common mass.

3) Ready to Accept Request (RAR)

It is observed that the bureaucrats decide it in prior with whom he will behave how. Particularly bureaucrats think ahead about their communication, as their former masters would do, accepting requests from the seniors and influential corners, and undermining the subordinates.

4) Impression About Visitors (IAV)

Impression about visitors is a vital subject so far communication of the bureaucrats is concerned. It expresses the bureaucrats' attitude as well as exposes their links with different interest groups indirectly.

5) Attitude Towards Gender Issue (ATGI)

Attitude towards gender issue is considered important for this study, as about half of the population of the country is female and also there is a good number of female officers in the bureaucracy.

6) Using Communication Tools (UCT)

Using communication tools has great impact on their communication with people. The more the use of modern communication tools the more the communication is easier and effective. Hand phone, typewriter, computer, fax, e-mail and mobile phone are the usual communication tools used by the bureaucrats.

7) Solving Official Problems (SOP)

The process of solving official problems might have considerable influence on bureaucrats' communication with people. The speed of the bureaucrats' communication depends upon the speed of the process of solving official problems.

8) Hindrance in Introducing ICT (HICT)

Introducing ICT in the administration of Bangladesh is completely a new phenomenon. Some of the employees do not yet feel comfort in using it due to anxiety of loosing job and negative attitude towards the new technology. Also inadequacy of training, maintenance facilities, telecommunication facilities, uninterrupted power supply, rules and laws creates problem in introducing this discipline in the offices.

9) Contact With Internal Publics (CWIP)

How do the bureaucrats contact with their colleagues in own offices could be a significant question for judging their attitude towards the internal publics. It is observed that the bureaucrats contact their colleagues in three ways: Calling the juniors physically at their own places, going physically to the seniors' and sometimes to the juniors' places, and talking over telephone or intercom to both the seniors and the juniors.

10) Information Received from External Sources (IRES)

It is very important to note, from which sources the bureaucrats are receiving information. Actually it indicates the direction of their communication. If bureaucrats always collect information from newspaper or other sources avoiding direct contact with the field they might be misguided by yellow journalism or wrong information provided to them anyway.

11) Communication With External Publics (CWEP)

How do the bureaucrats communicate with the external publics, the people outside the organization, could be explained through the variable.

12) Barriers in Communicating with people (BCOM)

Barriers in bureaucrats' communication with people could be explained as a problem, rule or situation that prevent them from communicating or that makes communication impossible. Particularly in organizational situation problems, barriers and conflicts are to be carefully identified and should be addressed properly.

13) Causes Shown for Secrecy (CSS)

Maintaining secrecy in office is an open secret. Even the bureaucrats also recognize its existence showing some significant causes for it. Secrecy hampers the bureaucrats' communication with people to a great extent.

14) Problems of Coordination (POC)

Coordination is an act of making parts of something or groups of people work together in an efficient and organized way. So problems of coordination could be treated as a barrier to the bureaucrats' communication with people. So it has a great influence on the dependent variable.

15) Level Of Working Environment (LOWE)

Every employee deserves a good working place where his colleagues are intimate, lively, cooperative, coordinated and mutually respectful. Feeling of safety and comfort, hygiene and ventilation, space and sitting arrangement, logistic support, and allocation of budget are the other attributes to a good working environment. It might have substantial influence on the bureaucrats' communication.

16) Job Satisfaction (JSAT)

Job-satisfaction is a condition in which there is liberty to choose own work style, job befitting to academic career, recognition for good work, congenial behavior of the senior officers, bearable work load, better scope of promotion, suggestions accepted with due importance, satisfactory time schedule of job, diversity of work, and job security. It is

believed by the researcher that job satisfaction has great influence on bureaucrats' communication.

17) Degrees Of Feedback (DOF)

Feedback to bureaucrats' communication is important as because advice, criticism or information about how good or useful and effective is their communication are provided through it.

18) Supporting Policies related to Flow of Information (SPFI)

Policy is a plan of action agreed or chosen by an organization or institution. As objective of this study is to look into the Bureaucrats' communication with people, here policy refers to the Information policy of the Government of the People's Republic of Bangladesh (GPRB) and a set of values, existing rules, and behaviors of the government agencies in this regard. It is obvious that policy could have great influence on communication pattern of bureaucracy.

19) Transparency In Administration (TIA)

Transparency in administration is related to the cultural aspects of the bureaucracy and very much related with the question establishing effective communication between the bureaucrats and people.

20) Absence of Independent Local Government (AILG)

A local government is said to be independent when it can work freely without influence of the central government, and in Bangladesh it works in between the bureaucrats and people. So absence of independent local government may create a negative influence on bureaucrats' communication pattern.

21) Solving Disciplinary Problems (SLDP)

The attitude towards solving disciplinary problems has serious impact on the bureaucrats' communication with people as the rules and regulations, formulated for the purpose, was approved by the exotic rulers long ago during the colonial period. Punishment, mistrust and undermining attitude to the natives are the basis of those rules and regulations.

22) Criteria for Recruitment in the Bureaucracy (CRB)

It is assumed the better the recruitment to the government the better the efficiency of the bureaucracy is ensured. And it is also assumed the better the efficiency the better the bureaucrats' communication with people is ensured.

23) Level of Efficiency of the Subordinates (LES)

The subordinates' efficiency, according to the knowledge of the researcher, depends on their presence in the office, obedience to the higher authority, merit and intelligence, sense of articulation, conceptual clarity, promptness, dutifulness, honesty and morality, cooperation and skill in using language. All these attributes might have specific impact on bureaucrats' communication.

24) Evaluating Controlling Officer (ECO)

Assessing juniors, Courage, Honesty, Ability to get work done, Intellectual ability, Punctuality, Ability to take decision, Speed and volume of works, and Integrity are the ingredients considered as attributes to measure the efficiency level of the controlling officers. The more the controlling officer is efficient regarding all these affairs the more he will be effective in communicating with the people.

25) Salary Index (SI)

The bureaucrats draw their monthly salary in top ten grades in the National pay scale (NPS) 1996 with an average monthly salary Tk.8475.00. Dividing the median of corresponding salary grade by 1000 is taken as salary index. It is believed that salary index has a substantial influence on a bureaucrat's communication pattern.

26) Level of Education (LED)

Education plays a vital role in improving a bureaucrat's communication behaviour. As the members of any family particularly spouse, mother and father influence any individual greatly, education level of those are taken into consideration in assessing the over all educational background of the bureaucrats in this study.

27) Participation in Household Work (PHW)

If a bureaucrat participates significantly in household work it is assumed that he would be also participatory in official works. It is also expected that a man of participatory nature would have better communication with people.

8.3 DESCRIPTIVE STATISTICS: VERIFYING THE NATURE OF DATA

Descriptive statistics i.e., mean, standard deviation, variance, skewness and kurtosis of the variables are consulted before running the regression. The results follow in Table 8.5.

The distribution of mean, median and modes of the variables displayed in the table indicates almost normal distribution of data in the variables except in one variable, MPSEB_2S: Salary Index, with high differences between the mean, median and mode and reflects non-homogeneity of salary drawn by the bureaucrats and which indicates the discrete nature of data in the variable.

Table: 8.5
Frequencies and descriptive statistics of variables

Variables	Mean	Median	Mode	Std. Dev.	Variance	Skewness		Kurtosis	
						Statistic	Std.Err.	Statistic	Std.Err.
Y	4.1781	4.178	4.2143	.6066	.368	-.444	.122	.171	.243
x ₁	4.4003	4.4003	4.4440	.9275	.860	-.088	.122	-.563	.243
x ₂	4.2659	4.2659	4.3750	.7508	.564	-.286	.122	.271	.243
x ₃	4.5725	4.5725	4.5000	.8680	.754	-.045	.122	.324	.243
x ₄	4.8183	4.4183	4.8333	.5918	.350	-.085	.122	-.151	.243
x ₅	3.5075	3.5075	3.5000	1.0475	1.097	.066	.122	-.484	.243
x ₆	3.5900	3.5900	3.5000	1.2040	1.450	.082	.122	-.421	.243
x ₇	4.0771	4.0771	4.1667	.7322	.536	-.689	.122	1.090	.243
x ₈	4.0862	4.0863	4.0000	1.2032	1.448	.342	.122	-.033	.243
x ₉	3.8333	3.8333	4.0000	1.0988	1.207	-.443	.122	-.120	.243
x ₁₀	4.0534	4.5034	4.0000	.7280	.530	.155	.122	1.042	.243
x ₁₁	3.4237	3.4337	3.3077	.9049	.819	.680	.122	1.123	.243
x ₁₂	4.3755	4.3755	4.3571	1.0886	1.185	-.013	.122	-.348	.243
x ₁₃	4.8494	4.8494	4.8750	.8474	.718	-.389	.122	-.254	.243
x ₁₄	5.4387	5.4387	5.3333	1.5283	2.336	-.012	.122	-.778	.243
x ₁₅	4.6547	4.6547	4.6667	.9012	.812	-.664	.122	.846	.243
x ₁₆	4.1288	4.1288	4.2000	.8358	.699	-.260	.122	.827	.243
x ₁₇	4.0656	4.0656	4.0000	.9097	.828	.105	.122	.187	.243
x ₁₈	4.0738	4.0738	4.0000	1.0230	1.047	.379	.122	.190	.243
x ₁₉	5.4638	5.4638	5.5000	.8870	.787	-1.053	.122	1.810	.243
x ₂₀	3.4525	3.4525	3.3333	1.3795	1.903	.253	.122	-.576	.243
x ₂₁	4.2090	4.2090	4.2000	.6231	.388	.157	.122	.018	.243
x ₂₂	5.0885	5.0885	5.2000	.7134	.509	-.316	.122	.565	.243
x ₂₃	5.0413	5.0413	5.0000	1.0116	1.023	-.599	.122	1.628	.243
x ₂₄	5.3589	5.3389	5.444	1.0431	1.088	-.985	.122	1.515	.243
x ₂₅	8.4759	8.4759	9.0200	2.3572	5.557	.160	.122	-.973	.243
x ₂₆	3.0875	3.0875	3.0000	.6861	.471	.158	.122	-.428	.243
x ₂₇	3.6356	3.6356	3.5000	1.0704	1.146	.333	.122	.331	.243

Valid N = 400, Number of missing value = 0.

It is found that 16 variables have standard deviation and variances below 1.0 expressing consistent nature and homogeneous distribution of the data belonging to those. Among the rest, 10 variables have the values of variance between 1.0 and 2.0 and one has its value 2.336 with in a considerable range of dispersion. There is only the variable, Salary index of the bureaucrats, has a high value of variance (5.557) showing significant difference between the salaries drawn by the bureaucrats of different levels.

Only the last variable could be excluded from the list of variables on the basis of high variability of data belong to it. But as salary index is considered as one of the most vital and influential indicators in assessing socio-economic background of a bureaucrat, which again might have a considerable influence on the bureaucrats' communication behavior, it was kept in consideration.

The Pearson's coefficients of skewness for all the variables except one are within ± 1.0 indicating tolerably even distribution of data within its own domain with slight inclination of the curves to both the positive and negative directions. The only variable, MS10_2TA: Transparency in Administration, with a coefficient -1.053 , shows a significant negative inclination of the curve reflects low level of transparency in administration of Bangladesh. The distribution of standardized errors of skewness found very consistent throughout the whole gamut of the variables.

If the Pearson's coefficients of kurtosis are looked into, it is observed that in cases of as much as 20 variables the values for K stand above 0.263 (the specific value for normal distribution or Mesokurtic curve is $K=0.263$). These indicate Leptokurtic nature of the curve for distributions of data of the variables reflecting the tendencies of different major groups of the respondents to check the extreme (low or high) values.

The lower values for K (less than 0.263) of the remaining 7 variables indicate flatness of the curves for the respective variables. The distribution of standardized errors of kurtosis too found very consistent throughout the whole gamut of the variables.

So none of the independent variables is removed from the estimation.

8.4 REGRESSION FOR TESTING HYPOTHESIS - I

It is described earlier that regression analysis is a powerful and flexible procedure for analyzing associative relationships between a metric dependent variable and the other dependent variables. It is concerned with the nature and degree of association between variables.

A regression analysis is used to,

- 1) Determine whether the independent variables explain a significant variation in the dependent variable: whether a relationship exists.
- 2) Determine how much of the variation in the dependent variable can be explained by the dependent variables: strength of the relationship.
- 3) Determine the structure or form of the relationship: the mathematical equation relating the independent and dependent variables.
- 4) Predict the value of the dependent variable.
- 5) Control for other independent variables when evaluating the contributions of a specific variable or a set of variables.

For this study *Multiple Regression* type, a statistical technique that simultaneously develops a mathematical relationship between two or more independent variables and an interval-scaled dependent variable, is used and it involves a single dependent variable and 27 independent variables.

8.4.1 The Enter Approach

In the enter approach of running regression, against a dependent variable a set of independent variables are entered at a time. The researcher has to apply own judgment, find the causal relationships and strength of associations among the variables, and take decision about exclusion of insignificant variables from the model on the basis of the outcome of the results published. The major limitation of the approach, felt by the researcher, is that a single model is suggested by the approach and in absence of other competitive models, which is available in the stepwise approach of multiple regression, the researcher has to face a lot of difficulties in taking decision in every step. However for taking a preliminary idea, the enter approach is followed first.

8.4.1.1 Variables entered in the model

After constructing the final estimation regression is run using the SPSS software package. The model includes the dependent variable: Bureaucrats' communication with people, and

27 independent variables. The list of the entered independent variables in the model is provided in table 8.6.

Table 8.6
Variables Entered/Removed

Independent variables entered in the model	Variables Removed	Method
All the 27 independent variables	None	Enter

Dependent Variable: Bureaucrats' Communication With People (BCWP)

Here only the codes of the variables are available, the full titles of the variables are provided in Table 8.3. The model removed no variables but provided statistics for taking decision on the basis of befitting judgment.

The descriptions for the variables are also provided earlier in section 8.3.1. For performing the regression, enter approach is followed. The other results of analysis are provided sequentially in the following sections.

8.4.1.2 Model Summary

The model summary presented in table 8.7 shows that the value of R^2 and adjusted R^2 , the coefficient of multiple regression adjusted for the number of independent variables and the sample size to account for diminishing returns, are .348 and .301 respectively.

Table 8.7
Model Summary

R	R Square	Adjusted R Square	Std. Error of the Estimate
.590	.348	.301	.5072

Here the value of R^2 represents the existence of 34.8 % correlation between the dependent variable and the independent variables. The value of adjusted R^2 indicates after screening out the statistically insignificant independent variables over the whole span of the samples 30.1 % variation of dependent variable, the bureaucrats' communication with people, is explained by the independent variables included in the model.

The value of standard error of the estimate (.5072) represents the standard deviation of actual values of the dependent variable (Y) about the regression line of the estimated Y-values is .5072. The predictors of the model are the constant, intercept of the regression, and the independent variables included in the model (the list and codes of the independent variables are provided in Table8.3).

8.4.1.3 Conversion of Hypothesis

For running regression the Hypothesis-I is converted into the form of general regression equation, $Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e$, where Y is dependent variable and x_1, x_2, x_3, \dots , and x_k are the independent variables.

The coefficient β_0 represents the intercept and $\beta_1, \beta_2, \beta_3, \dots$, and β_k are the partial regression coefficients, and e is a constant term used for estimate of the error. Now the Hypothesis-I takes the following shape:

H₀ = All the regression coefficients are zero, i.e., $\beta_1 = \beta_2 = \beta_3 = \dots = \beta_k = 0$.

H₁ = At least one of the coefficients is nonzero, i.e., any of the $\beta_k \neq 0$.

The details of the estimation of regression equation could be found in sections 9.2.0 and 9.2.3 under this chapter.

8.4.1.4 Analysis of variance (ANOVA)

Analysis of variance (ANOVA) is used for examining the differences in the mean values of the dependent variable associated with the effect of the controlled independent variables, after taking into account the influence of the uncontrolled independent variables (*Malhotra 2004, p.469*). This analysis measures a set of regression coefficients the value of those are statistically significant from zero.

F test: The F test is used to test the null hypothesis that the coefficient of multiple determinations in the population, R^2_{pop} , is zero. This is equivalent to testing the null hypothesis $H_0: \beta_1 = \beta_2 = \beta_3 = \dots = \beta_k = 0$. The test statistic has an F distribution with k and $n-k-1$ degrees of freedom (*Malhotra 2004, p.513*).

The critical value for F is found from the table of F-distribution with degrees of freedom for the numerator equaling k , the number of independent variables, and for the denominator, $n-k-1$, where n is the number of observation. Thus degrees of freedom, $df = , n-k-1$).

Table 8.8
ANOVA (Analysis of variance)

Statistics criteria	Sum of Squares	df	Mean Square	F	Sig.
Regression	51.153	27	1.895	7.366	.000
Residual	95.683	372	.257		
Total	146.837	399			

Predictors: Constant and all of the 27 independent variables (table 8.3)

Dependent Variable: Bureaucrats' Communication With People (BCWP)

The value of F statistic found here (Table 8.8) helps the researcher draw an assumption that the Null hypothesis may be rejected, all of the regression coefficients might not be zero and all the independent variables affect the dependent variable significantly.

The calculated value of F found in this ANOVA table is $F_c = 7.366$ with df (27, 372). On the other hand from the table of F-distribution the value of F with df (27, 327) at .05 percent significance level found, $F_t = 1.49$. Here it is observed that $F_c > F_t$. It becomes evident from the relationship that inclusion of all of the independent variables in the model is justified.

So it is clear that the F statistics strongly reject the null hypothesis and all of the regression coefficients except the constant term are zero.

8.4.1.5 Coefficients

The column headed B indicates the *multiple regression coefficients* for the equation. The strength of association in multiple regressions is measured by the square of the multiple correlation coefficients, R^2 , the coefficient of multiple determinations. The *partial regression coefficient* b_k denotes the change in the predicted value \hat{Y} , per unit change in x_1 when the other independent variables, x_2 to x_k , are held constant. The *standard error* is a measure of the sampling variability of each regression coefficient.

The *significance* of a partial regression coefficient, β_k of x_k may be tested using an incremental F statistic. The incremental statistic is based on the increment in the explained sum of squares resulting from the addition of the independent variable x_k to the regression equation $Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e$, after all the other independent variables have been included. It is learnt from the table of t-distribution that the tabulated value of $t^*_{\infty}(0.025) = 1.96$ at 5 percent level of significance.

Table 8.9
Coefficients of constant and the independent variables

Constant and independent variables	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
(Constant)	1.505	.507		2.969	.003
X ₁	.140	.030	.214	4.607	.000
X ₂	-6.437E-02	.040	-.080	-1.609	.108
X ₃	9.303E-02	.031	.133	2.979	.003
X ₄	4.284E-02	.047	.042	.911	.363
X ₅	-7.589E-02	.027	-.131	-2.836	.005
X ₆	6.088E-02	.024	.121	2.488	.013
X ₇	-5.890E-03	.038	-.007	-.154	.878
X ₈	3.123E-02	.024	.062	1.321	.187
X ₉	-2.017E-03	.027	-.004	-.074	.941
X ₁₀	.210	.046	.252	4.539	.000
X ₁₁	-2.518E-02	.037	-.038	-.676	.499
X ₁₂	-.146	.034	-.261	-4.307	.000
X ₁₃	5.900E-02	.035	.082	1.674	.095
X ₁₄	1.357E-02	.024	.034	.562	.575
X ₁₅	-1.367E-02	.037	-.020	-.372	.710
X ₁₆	7.414E-02	.040	.102	1.876	.061
X ₁₇	-8.442E-02	.034	-.127	-2.501	.013
X ₁₈	-2.766E-02	.027	-.047	-1.008	.314
X ₁₉	4.353E-02	.036	.064	1.194	.233
X ₂₀	-7.784E-03	.022	-.018	-.358	.720
X ₂₁	.102	.045	.105	2.267	.024
X ₂₂	-1.326E-03	.041	-.002	-.032	.974
X ₂₃	-2.164E-02	.032	-.036	-.671	.503
X ₂₄	2.839E-03	.030	.005	.094	.925
X ₂₅	2.426E-02	.013	.094	1.838	.067
X ₂₆	.112	.041	.127	2.706	.007
X ₂₇	7.838E-02	.026	.138	2.962	.003

Dependent Variable: Bureaucrats' communication with people (BCWP)

Consulting the t-statistics, significance, and partial regression coefficients from Table 8.9 it seems that the following 10 independent variables (with the corresponding values t-statistics in the parentheses) are significant as their calculated t-values stand above the tabulated value of t* and the specific values for individually significant independent variables are provided here in the parentheses: MS1_4SI Information supplied by bureaucrats (4.607), MS2_2REQ Ready to accept request (2.979), MS3_5AGS Attitude towards gender issue (-2.836), MS4_4UCT Using communication tools (2.488), MS6_3IRE Information received from external sources (4.539), MS7_1BCO Barriers in communicating with people (-4.307), MS9_1FDB Degrees of feedback (-2.501), MS10_5SD Solving disciplinary problems (2.267), MPSEB_9E Level of education (2.706) and MPSEB_16 Participation in household work (2.962).

Keeping the significant variables only, now the regression equation (2) takes the form:

$$BCWP = b_0 + b_1 ISB + b_3 RAR + b_5 ATGI + b_6 UCT + b_{10} IRES + b_{12} BCOM + b_{17} DOF + b_{21} SLDP + b_{26} LED + b_{27} PHW + \mu \quad (3)$$

Putting the values of regression and the partial coefficients in the equation (3),

$$BCWP = 1.505 + (.140) ISB + (9.303E-02) RAR + (-7.589E-02) ATGI + (6.088E-02) UCT + (.210) IRES + (-.146) BCOM + (-8.442E-02) DOF + (.102) SLDP + (.112) LED + (7.838E-02) PHW + \mu \quad (4)$$

Comparing this with t-statistics from the same Table 8.9 it is observed that the calculated values of the following seventeen independent variables (with the corresponding values of t-statistics in the parentheses) are individually insignificant as their values fall below the tabulated value of t^* . The list of the independent variables found significant and insignificant on the basis of t-statistics is provided in Table 8.10.

Table 8.10

List of the independent variables found significant / insignificant on the basis of t-statistics

Title of the independent variables	Abbreviation	Independent Variables	
		Significant	Insignificant
Information supplied by bureaucrats	ISB	√	
Agreement with comments about colonial influence	ACCI		√
Ready to accept request	RAR	√	
Impression about visitors	IAV		√
Attitude towards gender issue	ATGI	√	
Using communication tools	UCT	√	
Solving official problems	SOP		√
Hindrance in introducing ICT	HICT		√
Contact with internal publics	CWIP		√
Information received from external sources	IRES	√	
Communication with external publics	CWEP		√
Barriers in communicating with people	BCOM	√	
Causes shown for secrecy	CSS		√
Problems of coordination	POC		√
Level of working environment	LOWE		√
Job satisfaction	JSAT		√
Degrees of feedback	DOF	√	
Supporting policies relate to flow of information	SPFI		√
Transparency in administration	TIA		√
Absence of independent local govt.	AILG		√
Solving disciplinary problems	SLDP	√	
Criteria for recruitment of the bureaucrats	CRB		√
Level of efficiency of the subordinates	LES		√
Evaluating controlling officer	ECO		√
Salary index	SI		√
Level of education	LED	√	
Participation in household work	PHW	√	

Dependent Variable: Bureaucrats' Communication With People (BCWP)

The specific values for individually insignificant independent variables are provided here in parentheses: MS2_1AGR Agreement with comments about colonial influence (-1.609),

MS3_4IMP Impression about visitors (.911), MS4_5SLP Solving official problems (-.154), MS5_2HIC Hindrance in introducing ICT (1.321), MS6_1CNI Contact with internal publics (-.074), MS6_4CME Communication with external publics (-.676), MS7_2DCS Causes shown for secrecy (1.674), MS7_3PRC Problems of coordination (.562), MS8_1WEN Level of working environment (-.372), MS8_2JSA Job satisfaction (1.876), MS10_1SP Supporting policies relate to flow of information (-1.008), MS10_2TA Transparency in administration (1.194), MS10_3AL Absence of independent local govt. (-.358), MS11_1CR Criteria for recruitment of the bureaucrats (-.032), MS11_2LE Level of efficiency of the subordinates (-.671), MS11_3EC Evaluating controlling officer (.094), and MPSEB_2S Salary index (1.836).

8.4.2 The Stepwise Method

In the stepwise method of running regression, a dependent variable and a set of independent variables are entered, but the results come out with a set of competitive models with corresponding statistics. The researcher finds ample scopes and alternative ways to apply judgment, to detect the causal relationships, and verify the strength of associations among the variables. In this approach decisions about exclusion of insignificant variables from each of the competitive models are provided side by side. So it becomes very easy and very helpful for the researcher to accomplish the cumbersome job of choosing an appropriate model for testing hypothesis.

The purpose of stepwise regression is to select, from a large number of predictor variables, a small subset of variables that account for most of the variation in the dependent criterion variable. In this procedure, the predictor variables are entered or removed from the regression equation once at a time. This approach is useful when the sample size is large (*Malhotra 2004, p. 521*).

Considering the added advantage of the approach and the large number of sample size, final decision is taken to follow the alternative, the stepwise approach of running multiple regressions, for this study.

8.4.2.1 Variables entered

The regression estimation, like earlier one, includes the dependent variable: Bureaucrats' communication with people and 27 independent variables.

Table 8.11
Variables Entered in the 3rd regression

Independent variables entered	Method
All of the 27 independent variables	Stepwise (Criteria: Probability of-F to enter <= .050, Probability of F to-remove >= .100).

Dependent Variable: Bureaucrats' Communication With People (BCWP)

The list of the preliminarily entered independent variables, and the lists of independent variables finally entered and removed in the model are provided in Table 8.11. Here only the codes of the variables are available, the complete list of the variables is provided in Table 8.3. The other results of analysis are provided sequentially in the following sections.

Table 8.12
Model Summary

Model	R	R Square	Adjusted R Square	SEE
1	.333	.111	.109	.5727
2	.404	.163	.159	.5563
3	.461	.212	.206	.5405
4	.486	.236	.228	.5329
5	.504	.254	.244	.5274
6	.519	.269	.258	.5225
7	.532	.283	.270	.5184
8	.543	.295	.280	.5147
9	.550	.302	.286	.5125
10	.558	.312	.294	.5097
11	.566	.321	.301	.5071

1. Predictors: (Constant), IRES; 2. Predictors: (Constant), IRES, ISB; 3. Predictors: (Constant), IRES, ISB, UCT; 4. Predictors: (Constant), IRES, ISB, UCT, LED; 5. Predictors: (Constant), IRES, ISB, UCT, LED, RAR; 6. Predictors: (Constant), IRES, ISB, UCT, LED, RAR, BCOM; 7. Predictors: (Constant), IRES, ISB, UCT, LED, RAR, BCOM, SLDP; 8. Predictors: (Constant), IRES, ISB, UCT, LED, RAR, BCOM, SLDP, ATGI; 9. Predictors: (Constant), IRES, ISB, UCT, LED, RAR, BCOM, SLDP, ATGI, PHW; 10. Predictors: (Constant), IRES, ISB, UCT, LED, RAR, BCOM, SLDP, ATGI, PHW, SI and 11. Predictors: (Constant), IRES, ISB, UCT, LED, RAR, BCOM, SLDP, ATGI, PHW, SI, CSS.

8.4.2.2 Model Summary

It is learnt from table 8.12 that as much as eleven competitive models with corresponding statistics are suggested by the regression. The model summary presented in the table displays the corresponding values of R, R², adjusted R², and Standard Error of the Estimate (SEE).

The list of adjusted R², the coefficients of multiple regressions for 27 independent variables and the sample size 400 to account for diminishing returns, are given chronologically against each of the proposed models. It is observed that the 11th model possesses the highest values of R (.566), R² (.321) and adjusted R² (.301) and the lowest value for the Standard Error of the estimate (.5071) among the lot of eleven competitive models.

Here the value of R^2 represents the existence of 32.1 percent correlation between the dependent variable and the independent variables. The value of adjusted R^2 indicates, after screening out the statistically insignificant independent variables over the whole span of the samples, 30.1 percent variation of dependent variable, the bureaucrats' communication with people, is explained by the independent variables included in the model.

The value of standard error of the estimate (.5072) represents the standard deviation of actual values of the dependent variable (Y) about the regression line of the estimated Y-values is .5072. The predictors of the model are the constant, intercept of the regression, and the independent variables included in the model³.

8.4.2.3 Hypothesis

H_0 = All the regression coefficients are zero i.e., $\beta_1 = \beta_2 = \beta_3 = \dots = \beta_{27} = 0$.

H_1 = At least one of the coefficients is nonzero i.e., any of the $\beta_k \neq 0$.

Table 8.13
ANOVA summary of the proposed models

Model	Criteria	Sum of Squares	df	Mean Square	F	Sig.
1	Regression	16.291	1	16.291	49.666	.000
	Residual	130.546	398	.328		
	Total	146.837	399			
2	Regression	23.968	2	11.984	38.721	.000
	Residual	122.869	397	.309		
	Total	146.837	399			
3	Regression	31.158	3	10.386	35.555	.000
	Residual	115.678	396	.292		
	Total	146.837	399			
4	Regression	34.670	4	8.667	30.523	.000
	Residual	112.167	395	.284		
	Total	146.837	399			
5	Regression	37.251	5	7.450	26.786	.000
	Residual	109.586	394	.278		
	Total	146.837	399			
6	Regression	39.558	6	6.593	24.152	.000
	Residual	107.279	393	.273		
	Total	146.837	399			
7	Regression	41.488	7	5.927	22.053	.000
	Residual	105.349	392	.269		
	Total	146.837	399			
8	Regression	43.266	8	5.408	20.417	.000
	Residual	103.571	391	.265		
	Total	146.837	399			
9	Regression	44.388	9	4.932	18.775	.000
	Residual	102.449	390	.263		
	Total	146.837	399			
10	Regression	45.771	10	4.577	17.617	.000
	Residual	101.065	389	.260		
	Total	146.837	399			
11	Regression	47.079	11	4.280	16.646	.000
	Residual	99.758	388	.257		
	Total	146.837	399			

Dependent Variable: Bureaucrats' Communication With People (BCWP)

³ Please see table 8.12, also the complete list is available in table 8.3

8.4.2.4 ANOVA

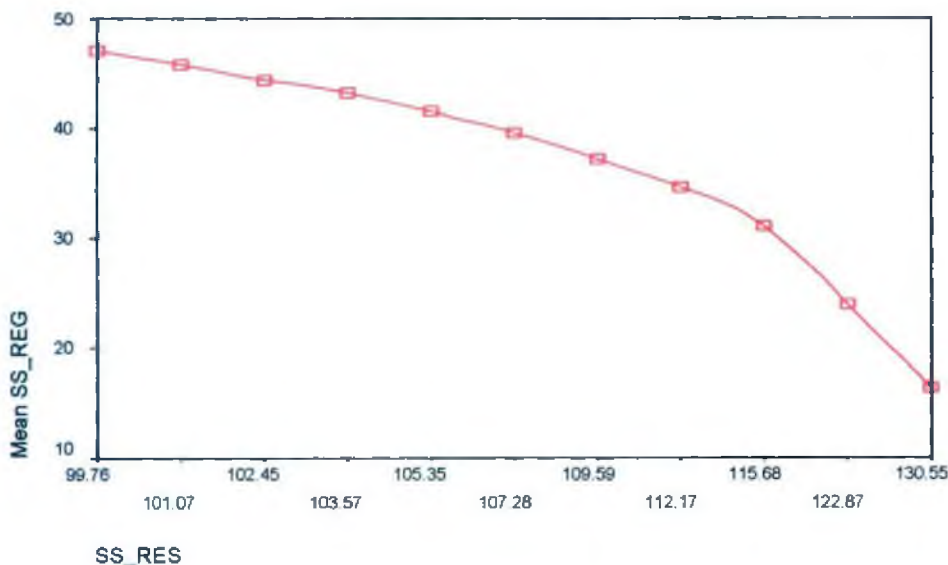
The ANOVA table 8.13 shows an ascending trend of the values of Sum of squares of regression (SSR) across the models, as it is 16.291 (the lowest) in model-1 and accordingly 47.079 (the highest) in model-11, which indicates that the strength of regression is the highest in model-11.

Also the table reflects a descending trend of values of Sum of squares of residuals across the models with the lowest value (99.758) for it in model-11 showing the least possibilities of residuals in the model.

The calculated value of F found for model-1 in this ANOVA table is $F_{1c} = 49.666$ (the highest value) with 1 degree of freedom, and that for model-11 is $F_{11c} = 16.646$ (the lowest value) with 11 degrees of freedom. From the table of F-distribution the value of F with df (27, 327) at .05 percent significance level is found $F_t = 1.49$. Here it is observed that in all the cases $F_c > F_t$. It is clear from the F statistics that each of the F_c values of the 11 models strongly rejects the null hypothesis individually and all of the regression coefficients except the constant terms are zero.

Taking the Sum of squares of regression (SS reg.) and the Sum of squares of residual (SS res.) as variables an interactive graph is plotted taking SS res. along the X axis and SS reg. along the Y axis.

Figure 8.1
Interactive graph showing the relation between
SS regressions and SS-residuals



The interactive graph (Fig. 8.1) shows the relation between Sum of squares of regression (SS_{reg}) and that of residuals (SS_{res}). The upward curve inclined to the left reflects that the higher the SS regression the lesser the SS residual. For instance the point at the peak with the highest value of SS regression (47.08) and the least value of the SS residual (99.76) gives the best option for choosing model-11 for running the final regression.

In the given circumstances for possessing the highest value of SS regression, and the lowest value of both SS residual and calculated F, the model-11 concluded to be the best fit for running regression for this study.

Table 8.14 displays the list of the independent variables found significant and insignificant individually in this model. It is learnt from the table that eleven independent variables considered significant and included in the model and as many as sixteen variables declared insignificant and are excluded from the estimation.

Table 8.14
The independent variables found significant / insignificant under model-11

Title of the independent variables	Abbreviation	Independent Variables	
		Significant	Insignificant
Information supplied by bureaucrats	ISB	√	
Agreement with comments about colonial influence	ACCI		√
Ready to accept request	RAR	√	
Impression about visitors	IAV		√
Attitude towards gender issue	ATGI	√	
Using communication tools	UCT	√	
Solving official problems	SOP		√
Hindrance in introducing ICT	HICT		√
Contact with internal publics	CWIP		√
Information received from external sources	IRES	√	
Communication with external publics	CWEP		√
Barriers in communicating with people	BCOM	√	
Causes shown for secrecy	CSS		√
Problems of coordination	POC		√
Level of working environment	LOWE		√
Job satisfaction	JSAT		√
Degrees of feedback	DOF	√	
Supporting policies relate to flow of information	SPFI		√
Transparency in administration	TIA		√
Absence of independent local govt.	AILG		√
Solving disciplinary problems	SLDP	√	
Criteria for recruitment of the bureaucrats	CRB		√
Level of efficiency of the subordinates	LES		√
Evaluating controlling officer	ECO		√
Salary index	SI		√
Level of education	LED	√	
Participation in household work	PHW	√	

Dependent Variable: Bureaucrats' Communication With People (BCWP)

8.4.2.5 About the best-fit model

The predictors for model 11, given just below the model summary (Table 8.12), are Constant, IRES: Information received from external sources, ISB: Information supplied by bureaucrats, UCT: Using communication tools, LED: Level of education, RAR: Ready to accept request, BCOM: Barriers in communicating with people, SLDP: Solving disciplinary problems, ATGI: Attitude towards gender issue, PHW: Participation in household work, SI: Salary index, and CSS: Causes shown for secrecy, indicate that these are the eleven independent variables found significant under this model⁴. It is obvious that the remaining sixteen independent variables declared insignificant under model eleven⁵.

Table 8.14 displays the list of independent variables found significant and suggests for inclusion in the final model. Also it displays the list of insignificant independent variables to be excluded from the regression. In the given context insignificant independent variables are excluded from the estimation and the new regression is run.

8.4.3 The Final Regression: Construction of a Restrictive Model

Entering only the significant variables, the final regression for a restricted model is constructed and regression is run. The list of entered variables is provided in Table 8.15.

Table 8.15
Variables Entered/Removed

Variables Entered	Variables Removed	Method
PHW, UCT, ISB, CSS, SLDP, ATGI, RAR, IRES, LED, SI, BCOM	None	Enter

Dependent Variable: Bureaucrats' Communication With People (BCWP)

The restricted model, following the enter method of running regression, includes all of the independent variables $x_1, x_2, x_3, \dots, x_{11}$ in the model and removes none. The dependent variable, Y of the model is Bureaucrats' communication with people (BCWP).

8.4.3.1 Estimation of regression equation for a restrictive model

Following the general form of the multiple regression models explained in the equation $Y = \beta_0 + \beta_1 x_1 + \beta_2 x_2 + \beta_3 x_3 + \dots + \beta_k x_k + e$, and using all the explanatory variables, the restrictive model is designed as follows:

⁴ The full list of constants and significant independent variables with values for their coefficients, t-statistics, significance for all of the 11 competing models could be found in the appendix-7.

⁵ The full list of insignificant independent variables with the values for their coefficients, t-statistics, significance for all the 11 competing models could be found in the appendix-8.

$$BCWP = b_0 + b_1 ISB + b_2 RAR + b_3 ATGI + b_4 UCT + b_5 IRES + b_6 BCOM + b_7 CSS + b_8 SLDP + b_9 SI + b_{10} LED + b_{11} PHW + \mu \quad (5)$$

Where the coefficient b_0 represents the intercept and $b_1, b_2, b_3, \dots, b_{11}$ are the partial regression coefficients, and μ is a constant term used for the estimate of error. The variables used in the equations are listed in Table 8.16.

Table 8.16
List of dependent and the significant independent variables

Variables	Abbreviation	Title of the variables
Y	BCWP	Bureaucrats' communication with people
x_1	ISB	Information supplied by bureaucrats
x_3	RAR	Ready to accept request
x_5	ATGI	Attitude towards gender issue
x_6	UCT	Using communication tools
x_{10}	IRES	Information received from external sources
x_{12}	BCOM	Barriers in communicating with people
x_{13}	CSS	Causes shown for secrecy
x_{21}	SLDP	Solving disciplinary problems
x_{25}	SI	Salary index
x_{26}	LED	Level of education
x_{27}	PHW	Participation in household work

8.4.3.2 Model Summary

The model summary presented in Table 8.17 provides the value of R^2 and adjusted R^2 are 0.321 and 0.301 respectively. Here the value of R^2 represents of 32.1 percent correlation between the dependent variable and the independent variables.

Table 8.17
Model Summary

R	R^2	Adjusted R^2	Std. Error of the Estimate
.566	.321	.301	.5071

Dependent Variable: Bureaucrats' Communication With People (BCWP)

The value of adjusted R^2 indicates 30.1 percent variation of dependent variable, the bureaucrats' communication with people, is explained by the independent variables included in the model.

The value of standard error of the estimate (.5071) represents the standard deviation of actual values of the dependent variable (Y) about the regression line of the estimated Y-value is .5071.

8.4.3.3 Hypothesis

H_0 = All the regression coefficients are zero, i.e., $\beta_1 = \beta_2 = \beta_3 = \dots = \beta_{11} = 0$.

H_1 = At least one of the coefficients is nonzero, i.e., any of the $\beta_k \neq 0$.

8.4.3.4 ANOVA

The calculated F value found in this ANOVA table is $F_c = 16.646$ with df (11, 388). On the other hand the table of F-distribution provides the value of F with df (11, 388) at .05 percent significance level, $F_t = 1.79$.

Table 8.18
Analysis of variance (ANOVA)

Statistical criteria	Sum of Squares	df	Mean Square	F	Sig.
Regression	47.079	11	4.280	16.646	.000
Residual	99.758	388	.257		
Total	146.837	399			

Dependent Variable: Bureaucrats' Communication With People (BCWP)

Here it is observed that the calculated value F_c is far greater than the tabulated value F_t . It confirms, the F statistics strongly reject the null hypothesis, for which all of the regression coefficients, except the constant term, become zero and the independent variables creates significant effect on the dependent variable.

8.4.3.5 Coefficients

Consulting t-statistics ($t^*_{\infty} = 1.96$ at 5 percent level of significance) and partial coefficients⁶ from Table 8.19, it is observed that all of the 11 independent variables entered in the regression are significant.

Table 8.19
Coefficients, t-statistics, level of significance

Constant and independent variables		Unstandardized Coefficients		Standardized Coefficients Beta	t	Sig.
Code	Abbreviation	B	Std. Error			
(Constant)	(Constant)	1.351	.328		4.117	.000
X ₁	ISB	.123	.028	.188	4.338	.000
X ₃	RAR	8.704E-02	.030	.125	2.870	.004
X ₅	ATGi	-7.122E-02	.025	-.123	-2.831	.005
X ₆	UCT	5.223E-02	.023	.104	2.247	.025
X ₁₀	IRES	.186	.037	.223	4.990	.000
X ₁₂	BCOM	-.107	.026	-.192	-4.197	.000
X ₁₃	CSS	7.116E-02	.032	.099	2.255	.025
X ₂₁	SLDP	.116	.042	.119	2.761	.006
X ₂₅	SI	2.895E-02	.012	.112	2.461	.014
X ₂₆	LED	.116	.040	.131	2.917	.004
X ₂₇	PHW	6.347E-02	.025	.112	2.545	.011

Dependent Variable: Bureaucrats' Communication With People (BCWP)

⁶ For comprehensive list of coefficients, t-statistics and level of significance please see Appendix-8.

Now using the values of constant and the partial coefficients, the regression equation (5) takes the final shape:

$$\begin{aligned} \text{BCWP} = & 1.351 + 0.123 \text{ ISB} + 0.087 \text{ RAR} - 0.07122 \text{ ATGI} + 0.05223 \text{ UCT} \\ & + 0.186 \text{ IRES} - 0.107 \text{ BCOM} + 0.07116 \text{ CSS} + 0.116 \text{ SLDP} + 0.02895 \text{ SI} \\ & + 0.116 \text{ LED} + 0.06347 \text{ PHW} + \mu \end{aligned} \quad (6)$$

Where, adjusted $R^2 = 0.301$, $F(11, 388) = 16.646$, $SS \text{ reg.} = 47.07947.079$, $SS \text{ res.} = 99.758$

Findings of testing Hypothesis-I

- 1) Around thirty (30.1) percent variation of dependent variable, BCWP, could be explained by the independent variables included in the model.
- 2) Eleven independent variables entered in the regression found significant.
- 3) F statistics strongly rejects the null hypothesis that implies that the over all BCWP is unsatisfactory.
- 4) The impact of eleven significant independent variables on the dependent variable BCWP in the restrictive model follow:
 - a) The value of the coefficient for ISB (Information supplied by bureaucrats) is 0.123. The positive sign for ISB indicates that a 1 percent increase of ISB is expected to increase 0.123 percent increase of BCWP (Bureaucrats' communication with people).
 - b) The coefficient value 0.08 for RAR (Ready to accept request) indicates 1 percent increase in RAR leads to 0.08 percent increase in BCWP.
 - c) The negative sign of ATGI (Attitude towards gender issue) coefficient means 1 percent increase in AGTI reduce 0.07 percent BCWP. The negative sign of the coefficient for AGTI also express the general nature of the bureaucrats' attitude towards gender issue.
 - d) The coefficient of UCT (Using communication tools) is positive, which is reflecting the fact that 1 unit change in UCT leads to an increase of only 0.05 percent increase in BCWP.
 - e) IRES (Information received from external sources) has the greatest positive effect on the dependent variable in this regression showing that 1 unit change in IRES will create a 0.186 percent positive effect on BCWP. It also leads to reach a conclusion that more effort should be given on collecting information from external sources for improving bureaucrats' communication with people.
 - f) The independent variable BCOM (Barriers in communicating with people), as its partial coefficient is -0.107 , has a negative impact on the dependent variable BCWP. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level.
 - g) The independent variable, CSS (Causes shown for secrecy) cause 0.071 percent effect for its unit change on bureaucrats' communication.
 - h) The partial coefficient 0.116 of SLDP (Solving disciplinary problems) indicates its positive impact on BCWP.
 - i) The coefficient of SI (Salary index), 0.0289 reflects the facts that for increase of salary Tk.1000 per month may bring a positive change of 0.02 percent in BCWP.
 - j) The independent variable, LED (Level of education) with partial coefficient 0.116, shows an ability to change BCWP by 0.116 percent for its own unitary change.
 - k) PHW (Participation in household work) has a positive impact on BCWP, as value of its partial coefficient is 0.064.

8.5 TESTING HYPOTHESIS-II

For verifying the individual level of bureaucrats' communication with people at the individual tiers of administration (Upazila, District, Departmental Head Quarter, and Secretariat), as described earlier in section 8.0.1 of this chapter, the following hypotheses are formulated:

H₀: There is no difference in bureaucrats' communication with people among the four tiers of administration.

H₁: There are differences in bureaucrats' communication with people among the four tiers of administration.

or,

$$\mathbf{H_0:} \quad (\bar{X}_1 = \bar{X}_2 = \bar{X}_3 = \bar{X}_4)$$

$$\mathbf{H_1:} \quad (\bar{X}_1 \neq \bar{X}_2 \neq \bar{X}_3 \neq \bar{X}_4)$$

Where, \bar{X}_1 , \bar{X}_2 , \bar{X}_3 , and \bar{X}_4 are the corresponding means of the mean-scores of the bureaucrats' communication with people at Upazila, District, Departmental Head Quarter, and Bangladesh Secretariat respectively.

8.5.1 Comparison of Mean and Variance

In an earlier section (table 8.14), it is shown that 11 variables found significant in the restrictive model, which influence the bureaucrats' over all communication with people. For comparing the levels of the bureaucrats' communication with people at different tiers of administration, an attempt is made to compare the mean values of these 11 independent variables and also the dependent variables for each of the levels of administration.

So the means of the dependent and independent variables of the over all restrictive model (section 8.5.0) are compared with those of the corresponding dependent and independent variables of the restrictive models estimated for the individual clusters i.e., Upazila, District, Departmental Head Quarters and Secretariat. The comparison results are displayed in the Table 8.20.

Here \bar{X} represents the mean of the dependent and independent variables of the overall restrictive model and \bar{X}_1 , \bar{X}_2 , \bar{X}_3 , and \bar{X}_4 represent those of the individual restrictive models estimated for Upazila, District, Departmental Head Quarter, and Bangladesh Secretariat

respectively. The corresponding values of variance for each of the cases are shown immediately below the value of the means.

Table 8.20

Comparison of means and variances of the dependent and independent variables between the over all restricted model and those for the clusters

Variable: Abbre- viation	Over all	Upazila	District	Dept. HQ	Secretariat
	Mean (X) Variance	Mean (X ₁) Variance	Mean (X ₂) Variance	Mean (X ₃) Variance	Mean (X ₄) Variance
Y: BCWP	4.1781 .368	4.0571 .487	4.2254 .360	4.2520 .282	4.1825 .170
X ₁₀ : IRES	4.0534 .530	4.1214 .724	3.9675 .358	4.0296 .458	4.1905 .591
X ₁ : ISB	4.4003 .860	4.3993 .929	4.4444 .917	4.3697 .804	4.4568 .677
X ₆ : UCT	3.5900 1.450	3.1378 1.594	3.7556 1.311	3.8365 1.264	3.9259 .605
X ₂₆ : LED	3.0875 .471	2.8929 .477	2.8278 .359	3.3475 .362	3.5278 .609
X ₃ : RAR	4.5725 .754	4.5094 .853	4.9963 .315	4.6211 .725	4.7917 .744
X ₁₂ : BCOM	4.3755 1.185	4.3201 1.300	4.5683 1.208	4.3288 1.082	4.2341 1.083
X ₂₁ : SLDP	4.2090 .388	4.0060 .388	4.4067 .364	4.2390 .357	4.4556 .272
X ₅ : ATGI	3.5075 1.097	3.3922 1.250	3.3648 .952	3.6310 1.026	3.9815 .931
X ₂₇ : PHW	3.6356 1.146	3.5263 1.330	3.5375 .789	3.7461 1.204	3.9583 .875
X ₂₅ : SI	8.4759 5.557	6.9530 4.289	8.7283 4.186	9.3330 4.395	10.8944 2.802
X ₁₃ : CSS	4.8494 .718	4.7340 .641	5.0000 .694	4.8829 .782	4.6528 .705

The table shows that for none of the cases the dependent and independent variables has the values $\bar{X}_1 = \bar{X}_2 = \bar{X}_3 = \bar{X}_4$. So it is very clear that for every variable the statement, $\bar{X}_1 \neq \bar{X}_2 \neq \bar{X}_3 \neq \bar{X}_4$ is true which confirms that the null hypothesis is rejected. Therefore it can be concluded that there are differences in bureaucrats' communication with people among the tires of administration.

8.5.2 Regression

Also individual regressions are run for each of the four clusters for testing hypotheses separately and for detecting the significant independent variables those influencing the bureaucrats' communication with people at different levels of administration.

The estimation for the regression models is similar to that described in section 3.0 of this chapter. Using the same regression equation, $Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \dots + \beta_k X_k + e$,

and using all the similar explanatory variables as earlier, the common model estimation is designed for each of the cases that follow:

$$\begin{aligned}
 \text{BCWP} = & b_0 + b_1 \text{ ISB} + b_2 \text{ ACCI} + b_3 \text{ RAR} + b_4 \text{ IAV} + b_5 \text{ ATGI} + b_6 \text{ UCT} + b_7 \text{ SOP} \\
 & + b_8 \text{ HICT} + b_9 \text{ CWIP} + b_{10} \text{ IRES} + b_{11} \text{ CWEP} + b_{12} \text{ BCOM} + b_{13} \text{ CSS} \\
 & + b_{14} \text{ POC} + b_{15} \text{ LOWE} + b_{16} \text{ JSAT} + b_{17} \text{ DOF} + b_{18} \text{ SPFI} + b_{19} \text{ TIA} \\
 & + b_{20} \text{ AILG} + b_{21} \text{ SLDP} + b_{22} \text{ CRB} + b_{23} \text{ LES} + b_{24} \text{ ECO} + b_{25} \text{ SI} \\
 & + b_{26} \text{ LED} + b_{27} \text{ PHW} + \mu
 \end{aligned} \tag{7}$$

Where the coefficient b_0 represents the intercept and $b_1, b_2, b_3, \dots, b_{27}$ are the partial regression coefficients, and μ is a constant term used for estimate of the error. Both the dependent and independent variables used in the equations are identical to those listed in Table 8.5.

8.5.3 Model Summary Comparison

After running regression, following the stepwise method, for each of the clusters the best-fit models are detected and their competitive summaries are presented in Table 8.21.

The model summaries provide the values of R^2 and that of adjusted R^2 for the four clusters. The values of adjusted R^2 are 0.345, 0.371, 0.406, and 0.298 for the clusters of Upazila, District, Departmental Head Quarter and Secretariat respectively indicate 34.5, 37.1, 40.6, and 29.8 per cent variation of dependent variable, the bureaucrats' communication with people, could be explained by the independent variable included in each of the models.

Table 8.21
Comparison of the model summaries among the best-fit models
for different clusters

Cluster	Number of Independent Variables (IVs) Suggested	R Square	Adjusted R Square	Std. Error of the Estimate
Upazila	6	.374	.345	.5652
District	4	.399	.371	.4761
Dept. HQ	8	.436	.406	.4092
Secretariat	1	.339	.298	.3455

Table 8.21 shows that the regression estimations suggest number of 6, 4, 8 and 1 independent variables for Upazila, District, Departmental Head Quarter, and Secretariat levels respectively.

8.5.4 Comparison of significant variables among the best-fit models

If we look into the predictors of the best-fit models for each level separately it could be noticed that the significant independent variables identified are not identical for each of the clusters (Table 8.22).

Table 8.22
Comparison of independent variables found significant among best-fit models

Cluster	Predictors	Title of significant Independent Variables included in the best-fit models
Upazila N = 133	(Constant)	
	MS6 3IRE	x_{10} : Information received from external sources (IRES)
	MS4 4UCT	x_6 : Using communication tools (UCT)
	MS1 4SI	x_1 : Information supplied by bureaucrats (ISB)
	MS11 2LE	x_{23} : Level of efficiency of the subordinates (LES)
	MS10 5SD	x_{21} : Solving disciplinary problems (SLDP)
	MPSEB 9E	x_{26} : Level of education (LED)
District N = 90	(Constant)	
	MS6 3IRE	x_{10} : Information received from external sources (IRES)
	MS1 4SI	x_1 : Information supplied by bureaucrats (ISB)
	PSEB 16	x_{27} : Participation in household work (PHW)
	MS2 2REQ	x_3 : Ready to accept request (RAR)
Dept. HQ N = 159	(Constant)	
	MPSEB 9E	x_{26} : Level of education (LED)
	MS3 4IMP	x_4 : Impression about visitors (IAV)
	MS1 4SI	x_1 : Information supplied by bureaucrats (ISB)
	MS6 1CNI	x_9 : Contact with internal publics (CWIP)
	MS7 1BCO	x_{12} : Barriers in communicating with people (BCOM)
	MS5 2HIC	x_8 : Hindrance in introducing ICT (HICT)
	MS2 2REQ	x_3 : Ready to accept request (RAR)
MS4_5SLP	x_7 : Solving official problems (SOP)	
Secretariat N = 18	(Constant)	
	MS3 4IMP	x_4 : Impression about visitors (IAV)

Dependent Variable: Bureaucrats' Communication With People (BCWP)

For the Upazila level, the best-fit model includes the following six significant independent variables: Information received from external sources (IRES), Using communication tools (UCT), Information supplied by bureaucrats (ISB), Level of efficiency of the subordinates (LES), Solving disciplinary problems (SLDP) and Level of education (LED).

Where as the best-fit model for District level includes four significant independent variables and those are Information received from external sources (IRES), Information supplied by bureaucrats (ISB), Participation in household work (PHW) and Ready to accept request (RAR).

The eight independent variables included in the best-fit model for the cluster of Departmental Head Quarters are Level of education (LED), Impression about visitors (IAV), Information supplied by bureaucrats (ISB), Contact with internal publics (CWIP), Barriers in communicating with people (BCOM), Hindrance in introducing ICT (HICT), Ready to accept request (RAR) and Solving official problems (SOP).

And the model for the cluster Secretariat includes the only significant independent variable: Impression about visitors (IAV).

It is found that there are some independent variables common among the best-fit individual models but all of them are not the same across the models, which leads us to reach the conclusion that priorities of the variables are not the same among the clusters for determining the level of the bureaucrats' communication with people.

8.5.5 ANOVA (Comparison)

F-test: Here the F-test is used to test the null hypothesis, $H_0: \beta_1 = \beta_2 = \beta_3 = \dots = \beta_k = 0$. The test statistic has an F-distribution with k and $n-k-1$ degrees of freedom and the critical value for F is found from the F-distribution table with degrees of freedom, $df = (k, n-k-1)$.

The value of F-statistic found here helps the researcher draw assumption, whether the Null Hypotheses are rejected individually for each of the clusters or not and further examine the effects of independent variables on the corresponding dependent variables.

The calculated values of F found in this ANOVA table are $F_u = 12.563$ with $df (6, 126)$, $F_d = 14.116$ with $df (4, 85)$, $F_{dhq} = 14.489$ with $df (8, 150)$, and $F_s = 8.207$ with $df (1, 16)$ for Upazila, District, Departmental Head Quarter and Secretariat respectively (Table 8.23).

Table 8.23
ANOVA (Comparison) for clusters

Cluster	Statistics Criteria of the Best Model	Sum of Squares	df	Mean Square	F	Sig.
Upazila	Regression	24.080	6	4.013	12.563	.000
	Residual	40.250	126	.319		
	Total	64.329	132			
District	Regression	12.800	4	3.200	14.116	.000
	Residual	19.270	85	.227		
	Total	32.071	89			
Dept. HQ	Regression	19.410	8	2.426	14.489	.000
	Residual	25.119	150	.167		
	Total	44.529	158			
Secretariat	Regression	.980	1	.980	8.207	.011
	Residual	1.910	16	.119		
	Total	2.890	17			

Dependent Variable: Bureaucrats' Communication With People (BCWP)

But from the table of F-distribution the tabulated value $F_{1,126} = 2.10$ with $df (6, 126/\infty)$, $F_{1,85} = 2.49$ (approx.) with $df (4, 85)$, $F_{1,150} = 1.94$ with $df (8, 150/\infty)$ and $F_{1,16} = 4.49$ with $df (1, 16)$ at .05

percent significance level. Here it is observed that for all the cases F_c (calculated value of F) $>$ F_t (tabulated value of F).

So it becomes evident from the relationships that the F -statistics strongly reject the null hypotheses for all of these cases and inclusion of all of the independent variables in the best-fit models for all of the four clusters are justified.

8.5.6 Coefficients (Comparison)

It is found from table 8.24 that the constant values are 1.025, 0.686, 0.437 and 1.362 respectively for Upazila, District, Departmental Head Quarter and Secretariat.

Table 8.24
Coefficients (comparison) among the clusters

Cluster Model	Predictors	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
Upazila	(Constant)	1.025	.510		2.012	.046
	MS6_3IRE	.353	.060	.430	5.832	.000
	MS4_4UCT	9.440E-02	.041	.171	2.328	.021
	MS1_4SI	.190	.052	.263	3.638	.000
	MS11_2LE	-.176	.046	-.294	-3.874	.000
	MS10_5SD	.213	.083	.190	2.580	.011
	MPSEB_9E	.170	.074	.168	2.306	.023
District	(Constant)	.686	.501		1.371	.174
	MS6_3IRE	.396	.086	.395	4.608	.000
	MS1_4SI	.178	.053	.284	3.342	.001
	PSEB_16	.163	.059	.241	2.774	.007
	MS2_2REQ	.132	.063	.179	2.105	.038
Dept. HQ	(Constant)	.437	.514		.850	.397
	MPSEB_9E	.152	.057	.173	2.685	.008
	MS3_4IMP	.231	.070	.227	3.309	.001
	MS1_4SI	.158	.038	.267	4.147	.000
	MS6_1CNI	.157	.033	.309	4.750	.000
	MS7_1BCO	-.127	.033	-.249	-3.816	.000
	MS5_2HIC	.119	.030	.268	3.960	.000
	MS2_2REQ	.101	.039	.162	2.589	.011
	MS4_5SLP	.111	.046	.157	2.432	.016
Secretariat	(Constant)	1.362	.988		1.379	.187
	MS3_4IMP	.603	.211	.582	2.865	.011

Dependent Variable: Bureaucrats' Communication With People (BCWP)

Consulting the table of t -statistics ($t^*_{\infty} = 1.96$ at 5 percent level of significance), it is also found that all the partial coefficients of all of the corresponding 6, 4, 8 and 1 independent variables listed in the regression models for the individual clusters are significant, in every cases the value of significance $<$ 0.05.

8.5.7.1 Upazila

Using the values of constant and the partial coefficients for Upazila, the regression equation (7) takes the shape:

$$\text{BCWP} = 1.025 + 0.353 \text{ IRES} + 0.0944 \text{ UCT} + 0.190 \text{ ISB} - 0.176 \text{ LES} + 0.213 \text{ SLDP} + 0.170 \text{ LED} + \mu \quad (8)$$

Where, adjusted $R^2 = 0.345$, $F(6, 126) = 12.563$, $\text{SS reg.} = 24.080$, $\text{SS res.} = 40.250$

The six independent variables found significant, their impact on the dependent variable follow:

- 1) The value of the coefficient for Information received from external sources (IRES) is 0.353. The positive sign for IRES indicates that a 1 percent increase of it is expected to increase 0.353 percent increase of BCWP (Bureaucrats' communication with people).
- 2) The coefficient value 0.0944 for Using Communication Tools (UCT) indicates 1 percent increase in UCT leads to 0.0944 percent increase in BCWP.
- 3) The coefficient of Information supplied by bureaucrats (ISB) is positive, which is reflecting the fact that 1 unit change in ISB leads to an increase of 0.190 percent increase in BCWP.
- 4) The independent variable Level of Efficiency of the Subordinates (LES), as its partial coefficient is -0.176 , has a negative impact on the dependent variable BCWP at Upazila level. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level.
- 5) The value of partial coefficient 0.213 of Solving Disciplinary Problems (SLDP) indicates its proportionate positive impact on BCWP.
- 6) Level of Education (LED) found significant (value 0.170) indicating that more importance should be given to this aspect for increase the bureaucrats' communication with people at this level substantively.

8.5.7.2 District

Using the values of constant and the partial coefficients for District, the regression equation (7) takes the shape:

$$\text{BCWP} = 0.686 + 0.396 \text{ IRES} + 0.178 \text{ ISB} + 0.163 \text{ PHW} + 0.132 \text{ RAR} + \mu \quad (9)$$

Where, adjusted $R^2 = .371$, $F(4, 85) = 14.116$, $\text{SS reg.} = 12.800$, $\text{SS res.} = 19.270$

For this cluster four independent variables found significant and their impact on the dependent variable follow:

- 1) The value of the coefficient for Information received from external sources (IRES) is 0.396. The positive sign for IRES indicates that a 1 percent increase of it is expected to increase 0.396 percent increase of BCWP (Bureaucrats' communication with people).

- 2) The coefficient of Information supplied by bureaucrats (ISB) is positive, which reflects that 1 unit change in ISB leads to an increase of 0.178 percent increase in BCWP.
- 3) PHW Participation in household work (PHW) has a positive impact on BCWP, as value of its partial coefficient is + 0.163.
- 4) The independent variable, Ready to accept request (RAR), has a positive impact (value of coefficient 0.132) on the dependent variable

8.5.7.3 Departmental Head Quarter

Using the values of constant and the partial coefficients for Departmental Head Quarter, the regression equation (7) takes the shape:

$$\begin{aligned} \text{BCWP} = & 0.437 + 0.152 \text{ LED} + 0.231 \text{ IAV} + 0.158 \text{ ISB} + 0.157 \text{ CWIP} - 0.127 \text{ BCOM} \\ & + 0.119 \text{ HICT} + 0.101 \text{ RAR} + 0.111 \text{ SLDP} + \mu \end{aligned} \quad (10)$$

Where, adjusted $R^2 = 0.406$, $F(8, 150) = 14.489$, $SS \text{ reg.} = 19.410$, $SS \text{ res.} = 25.119$

For Departmental Head Quarter cluster eight independent variables found significant and their impact on the dependent variable follow:

- 1) Level of Education (LED) has a positive influence (value of coefficient 0.152) on the bureaucrats' communication with people at the Departmental Head Quarter level.
- 2) The independent variable, Impression About Visitors (IAV), in this cluster creates impact of 0.231 percent change in the dependent variable BCWP for 1 unit change in IAV.
- 3) The coefficient of Information supplied by the bureaucrats (ISB) is positive, which reflects that 1 unit change in ISB leads to an increase of 0.158 percent increase in BCWP.
- 4) The value of the coefficient of the independent variable, Contact with internal publics (CWIP), is 0.157, which indicates that 1 percent increase in CWIP leads to 0.157 percent increase in BCWP.
- 5) The independent variable, Barriers in communicating with people (BCOM) has a negative impact (value of coefficient -0.127) on the dependent variable BCWP. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level.
- 6) Hindrance in introducing ICT (HICT) creates positive impact on bureaucrats' communication and the value of its coefficient is 0.119. It could be guessed that there are sufficient IT facilities in this tire of administration.
- 7) The independent variable, Ready to accept request (RAR), has a positive impact (value of coefficient 0.101) on the dependent variable.
- 8) The value of partial coefficient 0.111 of Solving Disciplinary Problems (SLDP) indicates its proportionate positive impact on BCWP.

8.5.7.4 Secretariat

Using the values of constant and the partial coefficients for Secretariat cluster, the regression equation (7) takes the shape:

$$BCWP = 1.362 + 0.603 IAV + \mu \quad (11)$$

Where, adjusted $R^2 = 0.298$, $F(1, 16) = 8.207$, $SS_{reg.} = 0.980$, $SS_{res.} = 1.910$

For Secretariat level six independent variables found significant and their impact on the dependent variable follow:

- 1) The independent variable, Impression About Visitors (IAV), in this cluster creates impact of 1.32 percent change in the dependent variable BCWP for 1 unit change in IAV.

Findings of Testing Hypothesis-II

- 1) There are differences in bureaucrats' communication with people among the tires of administration.
- 2) The percent variation of dependent variable, the Bureaucrats' Communication With People (BCWP), explained by the independent variables included in each of the model estimations constructed for different tires of administration are not identical.
- 3) Priorities of the variables are not the same among the clusters for determining the level of BCWP.
- 4) The F-statistics strongly reject the null hypotheses for all of the four tires of administration, which implies that BCWP is unsatisfactory at all the four tires.

CHAPTER NINE

Findings of the Study

9.0 INTRODUCTION

It reveals from the analysis that the Bureaucrats' Communication With People (BCWP) in Bangladesh is less satisfactory mainly due to inadequate supply of information¹ by the bureaucrats to the people. Also minor causes shown for maintaining secrecy² create major hindrances in the bureaucratic communication. Poor salary³, lower level of education⁴ and lack of participatory mentality⁵ among the bureaucrats affect their communication pattern with people severely. The study result reflects that there are differences in BCWP among different tiers of administration and the level of BCWP is also unsatisfactory⁶ at the tiers of administration.

It is observed that *Spiro-vertical* nature of top-down communication pattern exists in and dominates the traditional bureaucracy in Bangladesh. In a bureaucratic situation, information flows in a complex and spiral way from the top to the bottom in an organization. The top most bureaucrats pass orders and instructions and a little of that trickle down to the juniors at the bottom through the complex bureaucratic system of communication and all the subordinate bureaucrats have to follow those.

These phenomena about the communication pattern of the bureaucracy in Bangladesh are supported by the specific findings of the data analysis and the hypothesis test results portrayed in Chapter Seven and Chapter Eight of this thesis respectively. It is to be mentioned that these two chapters constitute the core of the study. So the major findings drawn from individual sections of the analysis in Chapter Seven and the results of the hypotheses testing in Chapter Eight are presented and in some cases interpreted in this chapter. Also attempt is made to draw an outline of the existing Communication shape or

¹ For details please see section '7.2.2 Supply of Information' under Ch-7.

² For details please see section '7.8.2 Causes shown for maintaining secrecy in office' under Ch-7.

³ For details please see section '7.1.2 Monthly salary' under Ch-7.

⁴ For details please see section '7.1.6 Level of education' under Ch-7.

⁵ For details please see section '7.1.11 Participation in the household work' under Ch-7.

⁶ For details please see section '8.5.1 Comparison of Mean and Variance' under Ch-8 and section '7.2.1 Internal and public dealings' under Ch-7.

Pattern (may be considered as a model) of Bureaucracy in Bangladesh at the end of the chapter.

9.1 GENERAL FINDINGS

The significant findings drawn from individual sections of Chapter Seven and the results of the hypotheses testing in Chapter Eight are presented in this section:

9.1.1 Personal and Socio-economic Background (pseb)

From the analysis it is found that the over all family education-background of the bureaucrats falls below the average level. Particularly, the level of education of the respondent's mothers is very poor⁷. A large number (45.8%) of the bureaucrats depend on agriculture for their source of extra income and their fathers are significantly engaged in employment (38.0%) and agriculture (34.3%). The findings indicate that still a good number of the bureaucrats are directly or indirectly dependent on agriculture for their livelihood though their and in many cases their fathers' profession is employment. About 31.8% respondents have sent or planned to send their kids abroad for education, which indicates despite their low monthly salary, a part of the bureaucrats has earned somehow the capacity to bear the heavy expenses of overseas education of their children. Even some bureaucrats lead luxurious and expensive life beyond their means. It puts a question of their honesty and fair living, which may have a negative bearing on their pattern of communication.

It is learnt that only 44.0% of the bureaucrats have their accommodation in government quarters or houses and the rest 56.0% do not. While 15.3% of the respondents have their own residence and 4.8% of them have other types of residences, which may include their relatives' houses or houses under the ownership of pseudo-name. There by approximately 36.0% of the bureaucrats live in hired or rented houses, which is expensive on their part. It really brings a hardship on them.

The over all participation of the bureaucrats in household work is poor. Particularly they participate least in *Sweeping floors and walls*⁸ (mean score 2.52), *Carrying children to school* (mean score 2.68), *Cooking foods* (mean score 2.91), *Washing dishes and utensils* (mean score 3.00) and *Cleaning toilets and bathrooms* (mean score 3.27). Though their

⁷ Around sixty per cent respondents' mothers' educational qualification falls in or below primary level (table 7.1.6)

⁸ For details please see table 7.1.11.

participation is very high in work like *Shopping at the time of festivals* (mean score 5.45). The picture supports the fact that the bureaucrats are choosy in participating any work and avoid doing laborious and less-prestigious things.

It is learnt that in family situation about 82.7% of the bureaucrats play dominant role in decision-making, it is similar to the situation that in workplaces also the bureaucrats show their strong dominance. The analysis also tells us that at times religious discrimination⁹ is exposed in administration and unrest and uncertainty might generate among some of the respondents due to this.

As the ingredients analyzed under this section all together construct the psyche of a bureaucrat and this guides his total pattern of behavior, it is believed that it might create a great influence accordingly on the bureaucrats' communication with people too.

The analysis shows that the bureaucrats in Bangladesh were miserably paid; their average monthly salary (NPS 1996) was only Taka¹⁰ 8296.56. But their expectation about average lowest monthly salary for an entry-level class-1 government officer is Tk.19062.50 against Tk.4300.00¹¹ presently drawn by them. It is also found that except a few cases usually the class-II officers and in some cases entry-level class-I officers are posted in the Upazila level and they are the least paid group among all the tires of administration. This might be an indicative of less promotion scope and less financial incentives and privileges provided to the officers posted there and have created negative impact on the bureaucrats' communication with people.

9.1.2 Bureaucrat's Communication With People (BCWP)

The bureaucrats' communication could be best understood through the degree of information supplied by them on requisition to the cross section of people. From the analysis it is learnt that the bureaucrats' level of information supply to their controlling ministry or higher authority is significantly high (score 5.66). Even the accused persons¹² might have sufficient information (score 5.23) from them. But their supply of information is miserably low to the police and law enforcing agencies (score 3.86), journalists (score 3.64), and the defense personnel (score 3.42). It is also learnt that the bureaucrats are

⁹ For details please see section '7.1.5 Religion' under Ch-7.

¹⁰ Taka - the name of Bangladesh Currency.

¹¹ Tk. 6,800 is declared as the initial pay for Entry-level Class-I Officer in the new National Pay Scale 2005.

¹² Persons under trial or facing departmental proceedings

slightly inclined to keep their communication confined within their organizational periphery. They spend more time (52.88%) to communicate with internal publics in comparison to that (47.08%) with external publics.

Four major characteristics of the bureaucrats' communication become evident from these findings: 1) The bureaucrats are more loyal and submissive to their higher authorities and controlling ministries, 2) The bureaucrats are even ready to supply information to the accused persons, 3) Their communication with the law enforcing agencies, journalists and defense personnel are not so friendly or cooperative, 4) The bureaucrats feel comfort to communicate with the internal publics of their own organization rather than with the external publics.

9.1.3 Colonial Influence (CI), and Attitude and Vested Interest (AVI)

From investigation it becomes evident that colonial influence is strong on the bureaucratic mindset as the bureaucrats are very much ready to accept undue orders from the bosses (score 5.59) and request or threat from influential corners (score 5.61) but they pay less importance to the requests from ordinary people (score 3.58) and that from the juniors (score 3.50). Even in a meeting more than 60% of the respondents never argue with their controlling officers, 3.5% of them do not listen to others carefully and 13.3% respondents' bosses do not listen to them carefully.

The bureaucrats maintain strong liaison with those who make 'tadbir' (score 6.24) and with the pressure groups (score 6.07). But their impression is negative about those who want to get their work done readily (score 3.35). In 25.8% cases the senior bureaucrats shout at their juniors when they are annoyed and when expressing satisfaction 70.8% of the seniors praise their juniors by words.

Around one fifth of the respondents take more than 1 week and some of them even take more than 2 weeks or more as average time for solving an official business. Also the bureaucrats' attitude about gender issue is negative¹³.

¹³ It becomes evident from the poor mean of the mean scores (3.50) that the bureaucrats' possess negative attitude towards gender issue (table 7.4.4).

All these symptoms detected through analysis confirm that negative attitude; vested interest and other vices related to the colonial characteristics are very much active in the communication behavior of the bureaucrats.

9.1.4 Communication Know-How (CKH)

There are sufficient reasons to believe that use of modern communication tools makes any communication effort easier and more effective. But from analysis it is found that over all use of communication tools by the bureaucrats is poor (mean score 3.59).

It is found that Land Phone is the most popular communication tool used by the bureaucrats (score 5.26). It is observed that about 40% of the bureaucrats have mobile phone of their own though it is not officially provided to them. Also from analysis it is found that the composite score for the bureaucrats' use of Mobile phone¹⁴ as communication tool is 2.89, which could be considered significant.

It is also very interesting that in office situation 56.3 percent of the bureaucrats read more files and documents and 20.8 percent read more newspaper.

Except Bangla and English, only 8.2 percent of the respondents know a few other languages including French, Arabic, Urdu, Sanskrit and Japanese.

9.1.5 Influence of Information and Communication Technology (ICT)

Information and Communication Technology (ICT) has created a new wave around the world and has brought a revolutionary change in the field of communication. So it is believed that introduction of ICT to bureaucratic communication could make positive impact on it. The analysis demonstrates that generally the bureaucrats support office automation efforts and believe that IT improves their communication behavior. But the anxieties of the elderly employees of losing job and escapetic mentality in using computer found significant as hindrance in introducing IT in administration.

It is very interesting to note that (from investigation it became clear) not the number of computers per office, but its uneven distribution is a great problem for introducing ICT facilities in the bureaucracy. It is found that about 56.5 percent of the offices located in Upazilas and Districts, the remote tires of administration, do not have a single computer.

¹⁴ Table 7.5.3: Average use of communication tools

Therefore, computer use vis-à-vis application of modern communication technology is very limited in Bangladesh Bureaucracy.

9.1.6 Dealing with Internal and External Publics (DIEP)

How do the bureaucrats deal with the external and internal publics in the process of their communication with people is a very crucial and delicate query in this regard. It is found that the bureaucrats contact with the internal publics¹⁵ mostly through Face-to-Face or Interpersonal type of communication (61.0%) followed by Top-Down or Vertical Communication (26.3%).

It is learnt that the information inflow from external sources stands above the average line (mean score 4.05) and the major inflow of the bureaucrats' communication comes from official and unofficial letters, circulars, orders, and messages etc.

It is also found that the level of the bureaucrats' contact with internal publics¹⁶ is poor (mean score 3.83) and that with the external publics¹⁷ is poorer (mean score 3.42).

Observation: It is observed that even at the time of face-to-face or other type of communication the bureaucrats' communication pattern takes the shape and nature of top-down or vertical communication. Within the own periphery the top bureaucrats usually speak almost all the time and the juniors listen or pretend to listen to those carefully and consider these verbal conversation as orders to them. The seniors or the top bureaucrats also expect such behavior from them. Even in external situation the bureaucrats expect the other people to behave like their subordinates. So communication in bureaucracy for obvious reasons could be termed as Top-Down or Vertical Communication.

It is also observed that the top-down or the vertical communication, either in verbal or written modes, nothing happen in straight cut way in the bureaucratic situation. For example information never travel straight through bureaucratic channels, rather at every step and level of bureaucracy the flow has to face a lot of problems and barriers due to twisting of fact, dilatoriness, corruption, red tapes, etc. Moreover in bureaucracy in Bangladesh information moves mostly along a spiral and zigzag way from the top to the bottom and from the bottom to top of bureaucracy rather than a few exceptions.

¹⁵ Table 7.7.2: Type of communication used most in the offices.

¹⁶ Table 7.7.1: Contact with colleagues (internal publics).

¹⁷ Table 7.7.4: Intensity of the methods in communicating with external publics.

From discussion it becomes evident that the flow of communication in bureaucracy is characterized by vertical as well as by spiral nature of communication flow. So the nature of bureaucratic communication could be termed as *Spiro-Vertical (Top-Down) Pattern of Communication*.

9.1.7 Barriers and Conflicts (BAC)

Generally it is believed that physical barriers, poor logistic support, crisis of fund etc. are the major issues to be addressed to make the bureaucrats' communication with people smooth. But it is a matter of utter surprise that the bureaucrats' expressed their opinion that even not the poor allocation of fund or shortage of logistic support rather inner conflicts in bureaucracy create much major barriers to its communication with people¹⁸.

It is found from the analysis that *showing causes for maintaining secrecy in the offices*¹⁹ is a great barrier to the bureaucrats' communication with people. Also there exists an acute problem of coordination in the bureaucracy in Bangladesh.

9.1.8 Working Environment and Job-Satisfaction (WEJS)

The bureaucrats in Bangladesh enjoy job security and they also express their satisfaction about the environment of workplace and the level of job-satisfaction²⁰. It indicates that the position of the bureaucrats in Bangladesh is deep rooted in the existing power structure of the country.

But the bureaucrats are miserably paid²¹ and that might create plea for them to indulge in corruption. The respondents expressed their frustration that their promotion scope is very limited.

9.1.9 Feedback and Inspection (FDBK)²²

The bureaucrats in the process of their communication with people receive the average level of feedback. The respondents consider submitting opinion to the authority after getting feedback important.

¹⁸ Table 7.8.1: Degree of barriers in communicating with people

¹⁹ Table 7.8.2: Degree of causes shown for maintaining secrecy

²⁰ For details please see section 7.9 Working Environment and Job-Satisfaction (WEJS)

²¹ Table 7.9.4: Expected lowest monthly salary for an entry-level Class I government servant.

²² For details please see ch-7, section 7.10 Feedback and Inspection (FDBK).

9.1.10 Policy Culture and Coordination (PCC)

It is learnt from the analysis that transparency in office activities influences greatly the *Policy, culture and coordination of bureaucracy*²³. The respondents' are in favor of independent anticorruption commission, decentralization of power in administration and conducting annual audit on income and expenditure of both civil and military bureaucrats.

Playing Card is the most popular game among the bureaucrats, which indicates their tendency of avoiding games and sports those involve much physical movement. It was observed that in most of the cases they play cards and also earn or lose money out of this.

About 98.5% of bureaucrats feel that countryside visit help increase their efficiency and they should be given an annual chance for that officially.

9.1.11 Recruitment and Efficiency (RAE)²⁴

The bureaucrats prefer merit be ensured through competitive examination. It would be the criteria for recruitment in administration. They always consider their subordinates obedient, regular, cooperative, honest and dutiful. The bureaucrats always try to make their bosses happy.

9.2 THE ESTIMATION OF REGRESSION ANALYSIS

The outcome of the regression analysis presented in Chapter Eight suggests that the best-fit estimation could be best explained (table 9.1) by a set of one dependent variable: *Bureaucrat's Communication With People (BCWP)* and 11 (eleven) independent variables: including *Information received from external sources (IRES)*, *Information supplied by bureaucrats (ISB)*, *Using communication tools (UCT)*, *Level of education (LED)*, *Ready to accept request (RAR)*, *Barriers in communicating with people (BCOM)*, *Solving disciplinary problems (SLDP)*, *Attitude towards gender issue (ATGI)*, *Participation in household work (PHW)*, *Salary index (SI)*, and *Causes shown for maintaining secrecy (CSS)*. It indicates that out of 27 (twenty seven) these are the eleven independent variables

²³ For details please see ch-7, section 7.11 Policy Culture and Coordination (PCC).

²⁴ For details please see ch-7, 7.12 Recruitment and Efficiency (RAE).

found significant²⁵ and the remaining sixteen independent variables found insignificant while running regression²⁶.

Table 9.1
List of dependent and significant independent variables

Variables	Abbreviation	Title of the variables
Y	BCWP	Bureaucrats' communication with people
X ₁	ISB	Information supplied by bureaucrats
X ₃	RAR	Ready to accept request
X ₅	ATGI	Attitude towards gender issue
X ₆	UCT	Using communication tools
X ₁₀	IRES	Information received from external sources
X ₁₂	BCOM	Barriers in communicating with people
X ₁₃	CSS	Causes shown for secrecy
X ₂₁	SLDP	Solving disciplinary problems
X ₂₅	SI	Salary index
X ₂₆	LED	Level of education
X ₂₇	PHW	Participation in household work

After selection of the final estimation and through running regression the hypotheses of the study are tested and the outcomes follow.

9.2.1 Findings of testing Hypothesis-I²⁷

- 1) Around thirty (30.1) percent variation of dependent variable, BCWP, could be explained by the independent variables included in the estimation.
- 2) Eleven independent variables entered in the regression found significant.
- 3) F statistics strongly rejects the null hypothesis that implies that the over all BCWP is unsatisfactory.
- 4) It is to be mentioned here that in the restricted model the dependent variable BCWP and the eleven significant independent variables are closely interrelated. The strengths of association between them are measured through regression analysis. For example for every unit change in an independent variable causes a certain change in the dependent variable and it might be either positive or negative. Here the individual impacts of eleven significant independent variables on the dependent variable BCWP in the restrictive model estimation are provide and those follow:
 - a) The value of the coefficient for ISB (Information supplied by bureaucrats) is 0.123. The positive sign for ISB indicates that a 1 percent increase of ISB is expected to increase 0.123 percent increase of BCWP (Bureaucrats' communication with people).
 - b) The coefficient value 0.08 for RAR (Ready to accept request) indicates 1 percent increase in RAR leads to 0.08 percent increase in BCWP.

²⁵ The full list of constants and significant independent variables with values for their coefficients, t-statistics, significance for all of the 11 competing models could be found in the appendix-6.

²⁶ The full list of insignificant independent variables with the values for their coefficients, t-statistics, significance for all the 11 competing models could be found in the appendix-7.

²⁷ Hypothesis-I: H₀ = Bureaucrats' communication with people is not unsatisfactory, and H₁ = Bureaucrats' communication with people is unsatisfactory.

- c) The negative sign of ATGI (Attitude towards gender issue) coefficient means 1 percent increase in AGTI reduce 0.07 percent BCWP. The negative sign of the coefficient for AGTI also express the general nature of the bureaucrats' attitude towards gender issue.
- d) The coefficient of UCT (Using communication tools) is positive, which is reflecting the fact that 1 unit change in UCT leads to an increase of only 0.05 percent increase in BCWP.
- e) IRES (Information received from external sources) has the greatest positive effect on the dependent variable in this regression showing that 1 unit change in IRES will create a 0.186 percent positive effect on BCWP. It also leads to reach a conclusion that more effort should be given on collecting information from external sources for improving bureaucrats' communication with people.
- f) The independent variable BCOM (Barriers in communicating with people), as its partial coefficient is -0.107 , has a negative impact on the dependent variable BCWP. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level.
- g) The independent variable, CSS (Causes shown for secrecy) cause 0.071 percent effect for its unit change on bureaucrats' communication.
- h) The partial coefficient 0.116 of SLDP (Solving disciplinary problems) indicates its positive impact on BCWP.
- i) The coefficient of SI (Salary index), 0.0289 reflects the facts that for increase of salary Tk.1000 per month may bring a positive change of 0.02 percent in BCWP.
- j) The independent variable, LED (Level of education) with partial coefficient 0.116, shows an ability to change BCWP by 0.116 percent for its own unitary change.
- k) PHW (Participation in household work) has a positive impact on BCWP, as value of its partial coefficient is 0.064.

9.2.2 Findings of testing Hypothesis-II²⁸

At the time of individual testing of the second hypothesis for four separate tires of administration the researcher made four general observations and those follow:

- 1) There are differences in bureaucrats' communication with people among the tires of administration. The individual regressions run for different tires of administration produced different results²⁹ (containing different sets of independent variables) though the same mathematical estimation was used in each of the cases.
- 2) The percent variation of dependent variable³⁰, the Bureaucrats' Communication With People (BCWP), explained by the independent variables included in each of the model estimations constructed for different tires of administration are not identical.

²⁸ Hypothesis-II: H_0 : There is no difference in bureaucrats' communication with people among the four tires of administration, and H_1 : There are differences in bureaucrats' communication with people among the four tires of administration.

²⁹ See Table 8.22: Comparison of independent variables found significant among best-fit models.

³⁰ The value of R^2 .

- 3) Priorities of the variables are not the same among the clusters for determining the level of BCWP.
- 4) The F-statistics strongly reject the null hypotheses for all of the four tiers of administration, which implies that BCWP is unsatisfactory at all the four tiers.

Now the category wise test results of hypothesis-ii and the individual findings are provided here and those follow:

a. Upazila

The six independent variables found significant, their impact on the dependent variable follow:

- 1) The value of the coefficient for Information received from external sources (IRES) is 0.353. The positive sign for IRES indicates that a 1 percent increase of it is expected to increase 0.353 percent increase of BCWP (Bureaucrats' communication with people).
- 2) The coefficient value 0.0944 for Using Communication Tools (UCT) indicates 1 percent increase in UCT leads to 0.0944 percent increase in BCWP.
- 3) The coefficient of Information supplied by bureaucrats (ISB) is positive, which is reflecting the fact that 1 unit change in ISB leads to an increase of 0.190 percent increase in BCWP.
- 4) The independent variable Level of Efficiency of the Subordinates (LES), as its partial coefficient is -0.176 , has a negative impact on the dependent variable BCWP at Upazila level. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level.
- 5) The value of partial coefficient 0.213 of Solving Disciplinary Problems (SLDP) indicates its proportionate positive impact on BCWP.
- 6) Level of Education (LED) found significant (value 0.170) indicating that transparency in official activities could increase the bureaucrats' communication with people at this level substantively.

b. District

For this cluster four independent variables found significant and their impact on the dependent variable follow:

- 1) The value of the coefficient for Information received from external sources (IRES) is 0.396. The positive sign for IRES indicates that a 1 percent increase of it is expected to increase 0.396 percent increase of BCWP (Bureaucrats' communication with people).
- 2) The coefficient of Information supplied by bureaucrats (ISB) is positive, which reflects that 1 unit change in ISB leads to an increase of 0.178 percent increase in BCWP.
- 3) PHW Participation in household work (PHW) has a positive impact on BCWP, as value of its partial coefficient is $+0.163$.
- 4) The independent variable, Ready to accept request (RAR), has a positive impact (value of coefficient 0.132) on the dependent variable

c. Departmental Head Quarter

For Departmental Head Quarter cluster eight independent variables found significant and their impact on the dependent variable follow:

- 1) Level of Education (LED) has a positive influence (value of coefficient 0.152) on the bureaucrats' communication with people at the Departmental Head Quarter level.
- 2) The independent variable, Impression About Visitors (IAV), in this cluster creates impact of 0.231 percent change in the dependent variable BCWP for 1 unit change in IAV.
- 3) The coefficient of Information supplied by the bureaucrats (ISB) is positive, which reflects that 1 unit change in ISB leads to an increase of 0.158 percent increase in BCWP.
- 4) The value of the coefficient of the independent variable, Contact with internal publics (CWIP), is 0.157, which indicates that 1 percent increase in CWIP leads to 0.157 percent increase in BCWP.
- 5) The independent variable, Barriers in communicating with people (BCOM) has a negative impact (value of coefficient -0.127) on the dependent variable BCWP. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level.
- 6) Hindrance in introducing ICT (HICT) creates positive impact on bureaucrats' communication and the value of its coefficient is 0.119. It could be guessed that there are sufficient IT facilities in this tier of administration.
- 7) The independent variable, Ready to accept request (RAR), has a positive impact (value of coefficient 0.101) on the dependent variable.
- 8) The value of partial coefficient 0.111 of Solving Disciplinary Problems (SLDP) indicates its proportionate positive impact on BCWP.

d. Secretariat

For Secretariat level six independent variables found significant and their impact on the dependent variable follow:

The independent variable, Impression About Visitors (IAV), in this cluster creates impact of 1.32 percent change in the dependent variable BCWP for 1 unit change in IAV.

9.3 REVIEWING THE FINDINGS OF REGRESSION ANALYSIS

From regression analysis for testing hypothesis-I, the best one among the competitive models suggests that eleven independent variables, out of twenty-seven taken into consideration for the study found significant (table 9.1). Those independent variables influence the dependent variable, *Bureaucrats' Communication With People (BCWP)*. Also it is learnt from the findings of testing hypothesis-I that the regression analysis rejects

null³¹ hypothesis, which automatically implies that the alternative hypothesis³² of the study stands and it means the study result proves the fact that BCWP is unsatisfactory.

From regression analysis for testing hypothesis-II also we learn that for each time of running individual regressions for individual tiers of administration the null hypothesis found rejected indicating that BCWP is individually unsatisfactory in all the four tiers. The additional information received from the efforts in testing hypothesis-II are that level of BCWP are not the same in all the four levels. It is learnt that inclusion of independent variables in the restrictive models for the four tiers also are not the same and each of the regression models has unique different options and priorities in selecting significant independent variables of its own (table 9.2). Also it is observed that the sets of significant independent variables for testing hypothesis-I and those for testing hypothesis-II differ.

Table 9.2
Comparison of independent variables found significant among best-fit models for Individual tiers of administration

Cluster	Predictors	Title of significant Independent Variables included in the best-fit models	Abbreviation
Upazila N = 133	(Constant)		
	MS6 3IRE	x ₁₀ : Information received from external sources	IRES
	MS4 4UCT	x ₆ : Using communication tools	UCT
	MS1 4SI	x ₁ : Information supplied by bureaucrats	ISB
	MS11 2LE	x ₂₃ : Level of efficiency of the subordinates	LES
	MS10 5SD	x ₂₁ : Solving disciplinary problems	SLDP
District N = 90	MPSEB 9E	x ₂₆ : Level of education	LED
	(Constant)		
	MS6 3IRE	x ₁₀ : Information received from external sources	IRES
	MS1 4SI	x ₁ : Information supplied by bureaucrats	ISB
Dept. HQ N = 159	PSEB 16	x ₂₇ : Participation in household work	PHW
	MS2 2REQ	x ₃ : Ready to accept request	RAR
	(Constant)		
Dept. HQ N = 159	MPSEB 9E	x ₂₆ : Level of education	LED
	MS3 4IMP	x ₄ : Impression about visitors	IAV
	MS1 4SI	x ₁ : Information supplied by bureaucrats	ISB
	MS6 1CNI	x ₉ : Contact with internal publics	CWIP
	MS7 1BCO	x ₁₂ : Barriers in communicating with people	BCOM
	MS5 2HIC	x ₉ : Hindrance in introducing ICT	HICT
	MS2 2REQ	x ₃ : Ready to accept request	RAR
	MS4 5SLP	x ₇ : Solving official problems	SOP
Secretariat N = 18	(Constant)		
	MS3 4IMP	x ₄ : Impression about visitors	IAV

Dependent Variable: Bureaucrats' Communication With People (BCWP)

³¹ Hypothesis-II: The Null hypothesis is **H₀**: There is no difference in bureaucrats' communication with people among the four tiers of administration.

³² Hypothesis-II: The Alternative hypothesis is **H₁**: There are differences in bureaucrats' communication with people among the four tiers of administration.

For setting example it could be mentioned (table 9.2) that in case of Upazila, other than the common choices the regression model includes three unique independent variables - *Using Communication Tools (UCT)*, *Level of Efficiency of The Subordinates (LES)* and *Solving Disciplinary Problems (SLDP)*. These independent variables found significant in the regression model estimated for the Upazila level of administration that indicates those variables need to be given special attention.

Similarly the regression estimation for District level includes the independent variable - *Participation in Household Work (PHW)*. The regression model for the level of Departmental Head Quarter includes - *Contact with internal publics (CWIP)*, *Barriers in communicating with people (BCOM)*, *Hindrance in introducing ICT (HICT)* and *Solving official problems (SOP)*. For Secretariat level the regression model includes the single independent variable - *Impression about visitors (IAV)*.

It is very interesting to note that most of these variables are not included in the restrictive model for testing hypothesis-I. Also in some cases we find one or more variables common among different levels.

9.3.1 Limitation of the test-results

One important question about the study is that to what extent the study-result covers the whole gamut of the communication behavior of bureaucracy in Bangladesh? It is learnt from summary of the finalized restrictive model³³ that the eleven independent variables found significant in study-result can explain 30.1 per cent variation of the dependent variable. It implies that approximately about 70 per cent area of the study may remain uncovered by the study result, which is crucial for this study.

For searching the possible reasons behind these drawbacks of the study it could be said that there might be other independent variables those could better explain the dependent variable (BCWP) were not taken into consideration of the study. For example the adverse and sensitive socio-political and administrative situation existing now in Bangladesh for which it is too difficult for the bureaucrats to exercise freedom of expression at a minimum level - is not well addressed in this study. There could be a lot of other factors

³³ Restrictive model - The model finalized through running regression and that includes 11 significant independent variables to the dependent variable BCWP.

those might curve BCWP significantly and all those probable reasons should be taken in to consideration in the way to design a more comprehensive model for communication pattern of the bureaucracy in Bangladesh.

We know that running administration is an orchestrated effort and the bureaucrats' communication with people is an integral part of that. Interdependence, mutual cooperation, and understanding are the basic ingredients those bring the core components of the bureaucracy together to march forward for achieving a worthy and effective communication process. Keeping these in mind, all concerned should continue and accommodate efforts for establishing people-friendly and planned communication mechanism within and around the bureaucracy.

9.3.2 Experience about Bureaucratic Communication

It is experienced that *Spiro-vertical* (top-down) communication dominates the traditional bureaucracy in Bangladesh. In the bureaucratic pattern, information flows in a complex and spiral way from top to bottom of an organization. The top most bureaucrats pass orders and instructions and a little of that trickle down to the juniors at the bottom through a complex bureaucratic system of communication and the juniors to follow those gently. Raising question, expressing frustration, further views and differences of opinions are not well received; rather it is often considered as offence on the part of a subordinate or junior or any other else. Though existence of *vertical bottom-top* and *horizontal or parallel* types of communication are visible, it is assumed that those are not so prominent in constituting the main stream of the bureaucratic communication. Keeping this in mind the prevailing pattern of bureaucratic communication in Bangladesh is drawn in a model form, which is termed as '*Spiro-Vertical (Top-Down) Model*' - for communication (Figure 9.1).

The proposed model displays the direction of inward and outward flow of messages, information and feedback into, within and outside the existing bureaucratic structure of the country. It also helps understand the sensitivity and complexities prevailing in bureaucrats' dealings with internal and the external publics and analyze the inertia, dynamics and strength of association and causal relations among the predictors of the Bureaucrats' Communication With People (BCWP).

9.3.3 An Spiro-Vertical outline for Bureaucratic Communication in Bangladesh

So far the major findings of the study are discussed those help identify the characteristics and the pattern of bureaucratic communication in Bangladesh. However the analysis and findings of the previous two chapters³⁴ lead the researcher to outline or draw a model for bureaucratic communication in Bangladesh that would expectedly be able to portray interlinks of communication between the bureaucrats' and the people, detect the trend of the bureaucrats' communication with people and be devoted to identify the characteristics of the pattern of bureaucratic communication. For the purpose, discussion on reviewing the findings of regression analysis of hypothesis-I and hypothesis-II, critical appreciation of the test-results, characteristics of Bureaucratic Communication, newly designed *Spiro-Vertical (Top-Down)* shape for Communication Pattern of Bureaucracy in Bangladesh and characteristics of bureaucratic communication displayed in the model are presented in this segment of the chapter.

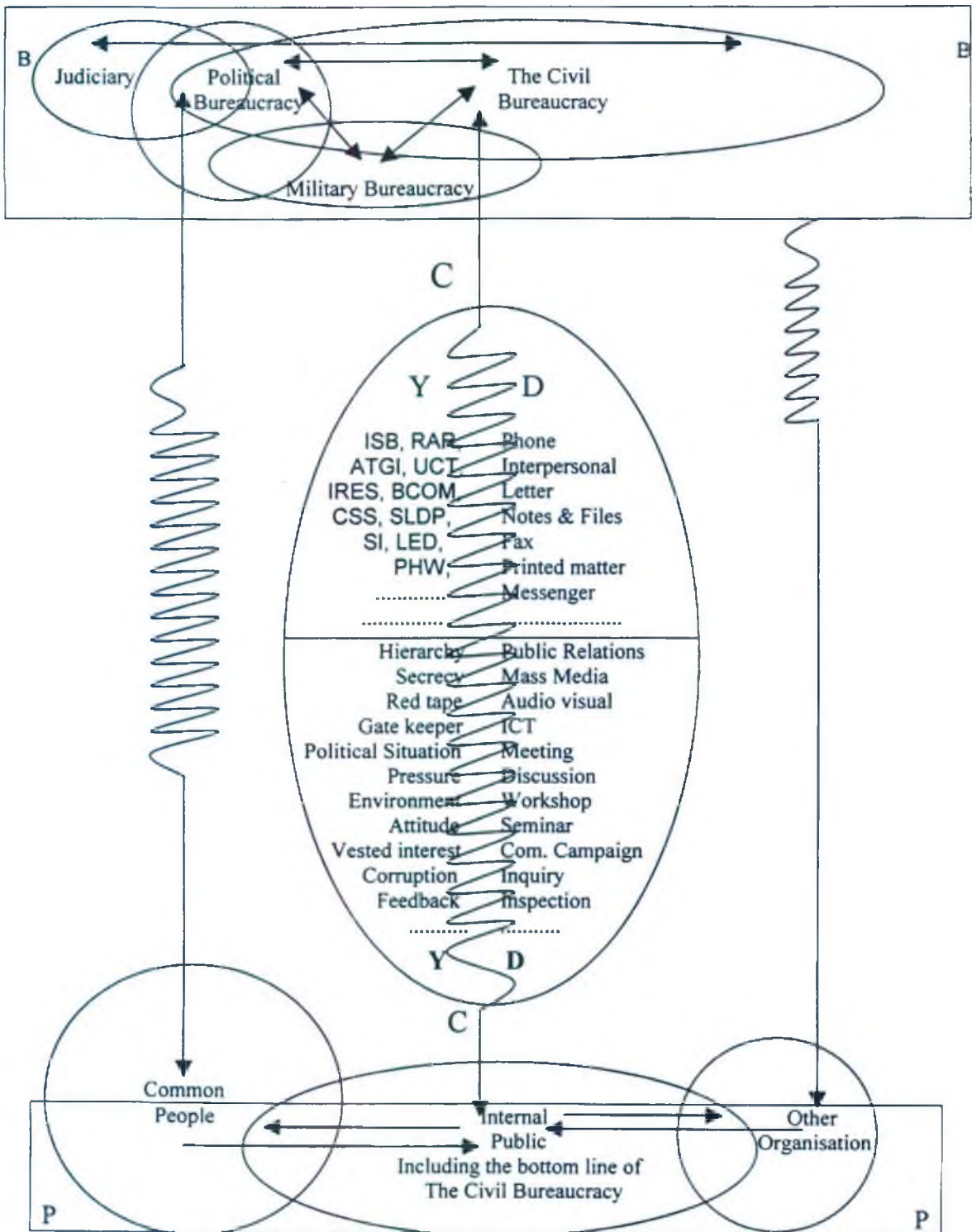
9.3.4 The Spiro-Vertical (Top-Down) Model

In the diagram of the proposed model (Fig 9.1) B stands for the whole gamut of bureaucracy - a comprehensive totality including Judicial, Political, Civil, and Military - the four major segments of the traditional bureaucracy in Bangladesh; Here P symbolizes the internal and external publics together, shown at the receiver's end of the bureaucratic communication process. We see here that the Internal Publics including the bottom line of the civil bureaucracy, Publics from other organizations and Common people those have business with the bureaucrats constitute the logical frame of P representing the publics for this model that also play major roles of sender of message.

The vertical bureaucratic communication between B and P occurs through C, the symbol used to denote the mechanism of the communication. C is constituted by two factors Y and D where Y represents Bureaucrats' Communication With People (BCWP). The dependent variable Y is the resultant effect of eleven independent variables (found significant and entered in the restrictive regression model) of this study as because those independent variables strongly influence the dependent variable.

³⁴ Ch-7: Data Analysis and General Findings and Ch-8: Testing Hypothesis and Result.

Figure 9.1
Spiro-vertical (top-down) model for Communication Pattern of Bureaucracy



B = Bureaucrats, C = Communication, P = People / Publics, Y = Independent Variables those influence Bureaucrats Communication With People (BCWP), D = Device for communication, ICT = Information and Communication Technology, ISB = Information supplied by bureaucrats, RAR = Ready to accept request, ATGI = Attitude towards gender issue, UCT = Using communication tools, IRES = Information received from external sources, BCOM = Barriers in communicating with people, CSS = Causes shown for secrecy, SLDP = Solving disciplinary problems, SI = Salary index, LED = Level of education, and PHW = Participation in household work (Full list of variables is available in table 9.1).

The other probable independent variables i.e. Hierarchy, Secrecy, Red tape, Gate keeper, Political Situation, Pressure, Environment, Attitude, Vested interest, Corruption, Feedback etc. (those not included in the restrictive model) could have pseudo-influence on the dependent variable are also taken into consideration for this model.

The communication devices, symbolized by D, include the physical communication devices and the systematic methods for communication. Here the physical communication devices include tool, technology and techniques used in the bureaucracy for the purpose of communication i.e., Phone, Letter, Notes & Files, Fax, Printed matter, Messenger, Audio-visual materials, Information and Communication Technology etc. On the other hand the systematic or methodical process for communication includes Interpersonal communication, Public Relations, Mass Media, Meeting, Discussion, Workshop, Seminar, Communication Campaign, Inquiry, Inspection etc. are also taken into consideration.

It is noticeable that the ovals, representing the four major segments of the bureaucracy intercept each other. It reflects the fact that in Bangladesh-context one segment of the bureaucracy often dominates and overlaps the other segments. It depends on the favorable situation by using of which one segment dominates the others.

9.3.5 Characteristics of bureaucratic communication portrayed in the model

It is observed in the model that the ovals, representing the major four components³⁵ of the bureaucratic setup B, intercept one another, which reflects the interactive situation that prevails in the bureaucracy in Bangladesh. For example, both the civil and military bureaucracy has occupied some places of each other and vice versa. Similar relations exist between Civil Bureaucracy and Judiciary, Civil and Political Bureaucracy and Political Bureaucracy and Judiciary.

The ovals represent that the Political Bureaucracy and the Civil Bureaucracy intercepts all the rest three ovals and the oval representing Military Bureaucracy intercept the Civil and Political Bureaucracy and vice versa. The arrows indicate the direction of the flow of information and it indicates a clear sign that there exists close contact among the Political, Civil and Military Bureaucracy in Bangladesh.

³⁵ The four components of the bureaucratic setup - the Judicial, the Political, the Civil and the Military Bureaucracy.

It becomes very evident from the model that the Civil Bureaucracy occupies common dominant share over the rest of the components of bureaucracy. Particularly the Political Bureaucracy has lost most of its places to the Civil and Military Bureaucracy and the Judiciary and now through the process the Political Bureaucracy has turned into its feeble shadow. So it can be assumed that the over all communication pattern of the bureaucracy bears mainly the characteristics of the civil bureaucracy's communication.

The information flow between the components of the bureaucratic communication in this model is drawn in spiral lines as it is learnt from shared experience that information never travel straight through bureaucratic channels rather at every step and level of bureaucracy the flow has to come across a lot of hurdles due to twisting of fact, dilatoriness, corruption, red tapes etc. Moreover in Bangladesh bureaucracy information flow mostly along a zigzag and downward-vertical way from the top to the bottom rather than a few exceptions of straight, parallel or upward flow of information.

From discussion it becomes evident that the flow of communication in bureaucracy is characterized by vertical as well as spiral nature of communication behavior and this is why this model of bureaucratic communication is named as *Spiro-Vertical (Top-Down) Model* for Communication Pattern of Bureaucracy in Bangladesh.

9.4 CONCLUSION

The analysis proves that the null hypothesis³⁶ of the study is rejected, which implies that the situation in regards to the Bureaucrats' Communication With People (BCWP) is overall unsatisfactory. It is observed that supply of information to the people increase BCWP and also use of communication tools enhances it. Information received from external sources has a great influence on the dependent variable.

Causes shown for secrecy create major barriers in the bureaucrats' communication and increase of salary may bring a positive change in BCWP. Change in BCWP could be achieved through upgrading the level of education and the bureaucrats' participation in household work might have a positive impact on BCWP.

The study result proves that there are differences in BCWP among different tires of administration. The per cent variation of dependent variable BCWP, explained by the

³⁶ Null hypothesis: H_1 = Bureaucrats' communication with people is unsatisfactory.

independent variables included in each of the model estimations are not identical and also the priorities of the variables are not the same among the different tiers of administration in determining the level of BCWP. The F-statistics strongly rejects the null hypotheses for all of the four tiers of administration, which implies that BCWP is also unsatisfactory at all the tiers of administration.

The model designed for a clear understanding of bureaucratic communication in Bangladesh portrays interlinks, trends and characteristics of bureaucratic communication. It is found that *Spiro-vertical* (top-down) communication dominates the traditional bureaucracy in Bangladesh. In the bureaucratic situation, information flows in a complex and spiral way from the top to the bottom of an organization. The top most bureaucrats pass orders and instructions and a little of that trickle down to the juniors at the bottom through the complex bureaucratic system of communication and the juniors to follow those.

CHAPTER TEN

Conclusion

From the long journey of this study it is learnt and understood that the bureaucrats' practice of communication with people is an integral part of running administration and it is also an orchestrated effort of interdependence, mutual cooperation and understanding. These basic ingredients bring the core components of the bureaucracy together to achieve a worthy and development-friendly process of communication for its own.

Actually the study were conducted to continue efforts for searching the characteristics of a mechanism that ensures people's friendly and planned communication within and around the bureaucracy. The present chapter throws light on this particular issue.

For convenience of discussion and analysis the whole thesis is divided into ten chapters, which includes - 1) Introduction, 2) Methodology, Data Collection and analysis Approaches, 3) Bureaucracy: Organizational Perspective, Characteristics and Criticism, 4) Communication: Concepts, Elements, Types and Nature, 5) Bureaucracy, Communication and Administrative Culture, 6) Internal and Public Dealings: A Functional Approach of Bureaucratic Communication and Some Other Issues, 7) Data Analysis and General Findings, 8) Testing Hypotheses and Interpretations, 9) Findings of the Study and 10) Conclusion.

In the *First Chapter* efforts are made to introduce the work. It includes introductory statement, rationale for the research, hypothesis and scope of the study, time frame, and a brief discussion on the configuration of the thesis. The methodology of the study is described in the *Second Chapter*. Sampling design, Data source and Data collection procedure, Data analysis techniques and Limitations etc. are dealt in this chapter.

In *Chapter Three* we have tried to make an understanding over bureaucracy from it's past to present. Organizational perspective, characteristics and criticisms and other different concepts of bureaucracy have been defined, discussed and analyzed here. A theoretical perspective is presented in this chapter that has a substantive relevance to the topic of the thesis. Also the organizational perspective, characteristics and criticism to bureaucracy are

provided through the discussion. The conceptual framework of communication, functional approach of the Bureaucracy and importance of communication in administrative culture are discussed in *Chapter Four* and *Chapter Five*. Theoretical aspects of bureaucracy, communication and the relevant issues including people's participation in communication process, bureaucrats' right to communicate, culture of official secrecy, red tape, bureaucratic language, organizational environment and its effect on communication are elaborately discussed and analyzed in these chapters. The discussions presented in these chapters mainly help understand the evolution process and the concepts of bureaucracy, communication in the region and the functional interrelation between the two.

Chapter Six in this work is the core of this study. It deals with the internal and public dealings, functional approach and some other issues of bureaucratic communication. The chapter is divided into two parts. The first portion, **Part A** of the chapter, illustrates an introduction to the concept of Internal and Public Dealing factor of Bureaucratic communication. Particularly, perceptions about Internal and Public Dealings are made clear, its various forms and techniques are discussed and empirical examples are set. Models for both Internal and External Communication and an account of formats used for the purpose of Internal and Public Dealings are presented in a tabular form. The second portion **Part B** deals with influence of contemporary issues on Bureaucratic Communication. The discussion in this chapter highlights interdependence among democracy, bureaucrats' behavior, development, corruption in administration, good governance, transparency and accountability, freedom of expression, official secrecy, ombudsman, rule of law, scientific and technological advancement and their impacts on bureaucratic communication.

Efforts are made to analyze data and to get the general findings of the study through *Chapter Seven*. Tables, graphs, charts and illustrations are displayed to support the analytical discussion and procedures. The chapter highlights the reflection of different communication traits of the bureaucrats. It also examines real communication behaviour of the bureaucrats with the public.

Testing two hypotheses, accomplished for this study, is again a major and main aspect of this work. Statement of the problem, estimation of regression model, verification of the data-nature, running regression, detecting the significant variables, constructing restrictive models, identifying the best-fit model, verifying and comparing levels of the bureaucrats'

communication with people at the four tiers of administration¹ and selecting individual best fitting restrictive models out of a number of models suggested for each of the levels are the main points covered in the discussion of the *Eighth Chapter*.

The general data analysis presented in the study reveals that the bureaucrats in Bangladesh are more loyal and submissive to their controlling authorities, but reluctant in supplying information to the people. They feel comfort to communicate with the internal publics rather than with the external publics.

The bureaucrats in Bangladesh suffer from negative attitude, vested attitude and other vices related to the colonial characteristics. *Maintaining secrecy in the offices* is a great barrier to their communication with people and also there exists an acute problem of coordination in their workplaces.

With a poor family education-background and lower degree of participation in household work the bureaucrats are choosy in participating work and avoid doing laborious and less-prestigious things. In family situation they show a strong dominance over other members of their own family. It might have significance over their communication in the work places.

Over all use of communication tools by the bureaucrats is poor. Uneven distribution is a great problem in introducing ICT in the bureaucracy. Bureaucrats in Bangladesh are generally ill paid. These might have created negative impact on the bureaucrats' communication with people.

Through regression analysis and testing hypotheses it is learnt that the level of the Bureaucrats' Communication With People (BCWP) is unsatisfactory. Also it is learnt that the levels of BCWP are not the same in all the tiers of administration taken under consideration for this study.

An attempt is made to outline a model on the Communication Pattern of Bureaucracy in Bangladesh in *Chapter Nine*. It was found that the communication pattern that prevails in Bangladesh Bureaucracy is not that straight and it is rooted in four major segments² i.e. the Judicial, the Political, the Civil and the Military parts of the bureaucracy. It also reflects

¹ The four tiers of administration are Upazila, District, Departmental Head Quarter, and Secretariat.

² The Judicial, Political, civil and Military bureaucracy are the four major segments of the Bangladesh bureaucracy.

the fact that one segment of the bureaucracy often dominates and overlaps the others. We have identified the pattern or shape of the Bureaucratic Communication in Bangladesh as ‘Spiro-Vertical’ one. And thus we called it – *Spiro-Vertical Model of Communication*.

In chapters through one to nine of this work attempts are made to clarify the concepts used, define the new terms, review literature, discuss related issues, analyze collected data, test hypothesis, present findings and recommendations for achieving the set objectives and *Chapter Ten* concludes the thesis that contains the overall review of the study.

10.1 VARIABLES THAT INFLUENCE BUREAUCRATS’ COMMUNICATION WITH PEOPLE

For conducting investigation of testing hypothesis of the study (Chapter Eight), *Bureaucrats’ Communication With People* (BCWP) is taken as the dependent variable and as many as 27 (twenty seven) independent variables³ are considered for the purpose.

After running regression for assessment of the overall strength of associations of the predictors of the Bureaucrats’ Communication With People (BCWP), 11 (eleven)⁴ of 27 (twenty seven) independent variables found significant in the selected best fit model of estimation of the study.

But it is very important to note that Bureaucrats’ Communication With People (BCWP) is not homogeneous at all the tires of administration i.e., Upazila, District, Departmental Head Quarter and the Bangladesh Secretariat.

Even the set of predictors (independent variables) to the same dependent variable (BCWP) considered in the study for different tires varies even in individual cases. The fact is discovered after running individual regressions with the same set of dependent and independent variables for each of the four tires considered for this study.

³ The detailed list of the dependent and independent variables could be seen in the table 8.3 in Chapter 8.

⁴ The eleven independent variables found significant in the selected best fit model: 1) *Information Supplied by the Bureaucrats (ISB)*, 2) *Ready to Accept Request (RAR)*, 3) *Attitude Towards Gender Issue (ATGI)*, 4) *Using of Communication Tools (UCT)*, 5) *Information Received From External Sources (IRES)*, 6) *Barriers In Communication With People (BCOM)*, 7) *Causes Shown for Secrecy (CSS)*, 8) *Solving Disciplinary Problems (SLDP)*, 9) *Salary Index (SI)*, 10) *Level of Education (LED)* and 11) *Participation in Household Work (PHW)*.

10.2 THE SIGNIFICANT POINTS TO BE NOTICED

If we look into the outcome of the model of estimation, we find that the independent variable - *Information Received from External Sources* (IRES) has the greatest⁵ positive effect on the dependent variable - *Bureaucrats' Communication With People* (BCWP). This means that BCWP will be more effective if the amount of IRES increases, actually which demands greater transaction of information between the bureaucrats and people.

Table 8.19
Coefficients, t-statistics, level of significance

Constant and independent variables		Unstandardized Coefficients		Standardized Coefficients Beta	t	Sig.
Code	Abbreviation	B	Std. Error			
(Constant)	(Constant)	1.351	.328		4.117	.000
MS1 4SI	ISB	.123	.028	.188	4.338	.000
MS2 2REQ	RAR	8.704E-02	.030	.125	2.870	.004
MS3 5AGS	ATGI	-7.122E-02	.025	-.123	-2.831	.005
MS4 4UCT	UCT	5.223E-02	.023	.104	2.247	.025
MS6 3IRE	IRES	.186	.037	.223	4.990	.000
MS7 1BCO	BCOM	-.107	.026	-.192	-4.197	.000
MS7 2DCS	CSS	7.116E-02	.032	.099	2.255	.025
MS10 5SD	SLDP	.116	.042	.119	2.761	.006
MPSEB 2S	SI	2.895E-02	.012	.112	2.461	.014
MPSEB 9E	LED	.116	.040	.131	2.917	.004
MPSEB 16	PHW	6.347E-02	.025	.112	2.545	.011

Dependent Variable: Bureaucrats' Communication With People (BCWP)

Information Supplied by Bureaucrats (ISB) on requisition of cross section of people found significant (value of partial coefficient is 0.188), which is suggestive that increase of ISB could bring positive change for BCWP.

It is learnt that discriminatory attitude towards gender issues hampers BCWP. Particularly *Attitude Towards Gender Issues* (ATGI) has serious negative impact on the dependent variable BCWP (value of partial coefficient is - 0.123).

Using of Communication Tools (UCT) has significant positive impact in increasing BCWP. *Solving Disciplinary Problems* (SLDP) has positive impact on BCWP.

The positive value of partial coefficient (+ 0.02895) of the independent variable *Salary Index* (SI) indicates that increase of salary may bring a positive change in BCWP. Also the

⁵ As the independent variable IRES has the greatest value (0.223) of partial coefficient (see table 8.19).

positive value of partial coefficient (+ 0.116) of the independent variable *Level of education* (LED) of the Bureaucrats' family including the bureaucrat himself shows an ability to bring positive change in BCWP. The bureaucrats' *Participation in Household Work* (PHW) too shows to have an ability to create positive impact on BCWP.

According to the opinion provided by the bureaucrats the *Level of Efficiency of the Subordinates* (LES) has a significant negative impact on the dependent variable BCWP at Upazila level. *Transparency in Administration* (TIA) found significant for BCWP in the Upazila level.

In the District and the Departmental Head Quarter level of *Hindrance in introducing ICT* (HICT) found negatively significant on BCWP. Mainly ignorance of the potential, lacking skill, negative attitude and fear of losing job create major barriers in introducing ICT. Also discrimination of IT facilities among different tires of administration creates barriers in this regard. *Level of Education* (LED) has a positive influence on BCWP at the Departmental Head Quarter level.

10.2.1 Some other important issues

Besides the issues discussed regarding the Bureaucrats' Communication With People (BCWP) so far there were few more concurrent issues to be addressed for the purpose of a clear understanding about the communication pattern of bureaucracy in Bangladesh. At last these issues are discussed here briefly.

It is very important to notice that Decentralization of Administration, Reducing manpower of Ministries and Divisions, To void Official Secrets Act, Increasing age limit for retirement, Abolishing contractual service, Abolishing quota system for appointment and promotion, Creating scope for appointment and promotion through competition etc. are the current issues those dictate the bureaucrats' communication behavior and interaction among themselves and the people.

It is learnt that reckless exercise of power, abuse of authority and expansion of corruption are increasing under a centralized administration in Bangladesh. According to *Secretariat Instruction (1976)* the usual process of decision-making is to be completed with in 3 (three) steps. But now in Secretariat and other general offices it requires to go across 5 (five) steps and in the Prime Minister's Office (PMO) it requires 10 (ten) steps. Besides these, the matters disposable in the Upazila, District and Division level are being sent to

the level of District, Divisional and Ministry levels respectively. It shows that for misuse of time and harassment of people due to this, the process of the Bureaucrats' Communication With People (BCWP) is being delayed.

It is learnt that recent unification of some of the Ministries and Divisions together reduces the volume and size of the Government⁶, which may create a positive impact on BCWP. It is also learnt that Supply and Inspection Divisions under Commerce Ministry are abolished following the precedence, but rehabilitation of its manpower is yet to be done (*Prothom Alo, Sunday, 27th March, 2005*), which creates a remote negative impact on BCWP as because it creates a sense of uncertainty and insecurity among the employees about their fate.

In the ministries and divisions, 3 (three) supporting staffs work to assist an officer against the recommendation of keeping only one computer operator with an officer - which might make the bureaucrats' communication smarter. But the manpower reduction decision does not come into being for not taking any effective actions by the government to materialize it due to some practical and political grounds.

Increasing the retiring age from Government service from 57 to 60 years and reducing the scope of contractual service is a burning issue in the administration. It was proposed that the retiring age from the service should be fixed at 62 years in the Public Service Commission (PSC), 67 years in the Supreme Court (SC) to ensure equity everywhere in this regard. A proposal of Ministry of Establishment (MOE) including the matter of re-fixing of retiring age is pending for long time, which makes the government's mentality of dilatoriness explicit (*Prothom Alo, Sunday, 27th March, 2005*). The indecision in this regard also indirectly affects the pace of the bureaucrats' communication.

Due to existence of *Official Secrets Act 1923* and *Government employees (conduct) Rules 1979* a Government employee cannot be transparent in his dealings with people. So enforcement of the proposed '*Freedom to Information Rule*' by ruling out the '*Official Secrets Act*' a solution to make the bureaucrats' communication more dynamic could be achieved.

⁶ Recently Jute and Textile, and Relief and Food ministries are merged together.

Portraying the list of services on a board hanged in an explicit place of every section of a Government office, so that people could understand easily which section is to contact for which business, can make a significant progress in establishing effective communication between the bureaucrats and the people.

It is also recommended to introduce a system for monitoring and inspection of activities of every branch office of the Government on a regular basis. It could help the bureaucrats' get direct feedback from the remote offices under their control, which further helps establish effective communication in the offices.

It is learnt that ensuring more use of ICT (information and communication technology), creating congenial working environment, proper use of training and introducing newly prescribed official forms instead of traditional and old ones enhance the bureaucrats' communication.

Though for many reasons quick implementation of decisions is not so easy as it is thought initially, still it is a common allegation is raised that the government functioning runs very slow. For improving BCWP this issue should be addressed with due importance.

10.3 SUPPLEMENTARY SUGGESTIONS FOR IMPROVING BCWP AT DIFFERENT LEVELS OF ADMINISTRATION

On the basis of the findings of analysis five sets of supplementary recommendations are formulated for different tires of administration for improving the Bureaucrats' Communication With People (BCWP) and those follow:

10.3.1 For overall bureaucratic setup

- 1) More efforts should be given on collecting information from external sources.
- 2) The bureaucrats should be liberal in supplying information to the cross section of people.
- 3) Existing barriers and discriminatory attitude towards gender issues should be reduced to a minimum level.
- 4) More modern communication tools should be used.
- 5) Existing barriers regarding BCWP are to be eliminated or at least reduced to a minimum level.
- 6) The disciplinary problems should not be kept pending.

- 7) The increase of the bureaucrats' salary is recommended.
- 8) The bureaucrats should be encouraged to increase their participation in household work.

10.3.2 For Upazila Level

- 1) More effort should be given on collecting information from external sources.
- 2) Use of modern communication tools like telephone, intercom, wireless, fax, computer network etc., should be increased.
- 3) Supply of information on requisition of cross section of people should be increased at an accelerated rate.
- 4) It is learnt that the *Level of Efficiency of the Subordinates* has a negative impact on the dependent variable BCWP at Upazila level. It suggests that existing barriers regarding the bureaucrats' communication with people are to be eliminated or at least reduced to a minimum level by providing better training and motivation.
- 5) The bureaucrats should put due importance in *Solving Disciplinary Problems* and be logical in this regard.
- 6) More importance should be given to raise the *Level of Education* for increase the bureaucrats' communication with people at this level.

10.3.3 For District Level

- 1) More effort should be given on collecting information from external sources.
- 2) Supplying of information to the cross section of people should be increased.
- 3) The bureaucrats should increase their participation in the household work.

10.3.4 For Departmental Head Quarter Level

- 1) More emphasis on Level of Education should be given in case of recruitment of bureaucrats for this level.
- 2) The Bureaucrats working at this level should be more positive in attitude in entertaining visitors and give more attention in solving the peoples' problems.
- 3) Increase of supplying information on requisition of cross section of people should be ensured.
- 4) More emphasis should be given on contact with internal publics.

- 5) Existing barriers regarding BCWP are to be eliminated or at least reduced to a minimum level.
- 6) IT facilities in this tier of administration should be further extended.
- 7) More emphasis should be given in Solving Disciplinary Problems.

10.3.5 For Secretariat Level

The impression about visitors is the most crucial issue in raising the level of the Bureaucrats' communication with people. It indicates that the bureaucrats at work in the Secretariat level should be more positive in entertaining visitors, give them patience hearing and be cooperative in solving their genuine problems.

10.4 SPIRO-VERTICAL MODEL OF BUREAUCRATIC COMMUNICATION

Incorporating the findings of the regression analysis and all other possible factors a *Spiro-Vertical Model* for Bureaucratic Communication is designed in the last part of the study.

It is observed that in the traditional bureaucracy in Bangladesh information flows in a complex and spiral way from the top to the bottom of an organization. The top most bureaucrats pass orders and instructions, a little of that trickle down to the juniors at the bottom through the complex bureaucratic system and the juniors to follow those gently. Raising question and expressing frustration, further views and differences of opinions are not well received. This is why a Spiro-vertical (top-down) model for communication pattern of bureaucracy in Bangladesh is designed to reflect the prevailing situation in this regard.

The model displays the direction of inward and outward flow of messages, information and feedback into, within and outside the existing bureaucratic structure of the country. It helps understand the sensitivity and complexities prevailing in bureaucrats' dealings with internal and the external publics, analyze the inertia, dynamics and strength of association and causal relations among the predictors of the Bureaucrats' Communication With People (BCWP).

It is observed in the model that the major components of the bureaucratic setup, intercept one another, which reflects the interactive situation prevailing in the bureaucracy of Bangladesh. For example, there exists a close contact among the Political, Civil and Military Bureaucracy in Bangladesh. The Civil Bureaucracy in Bangladesh occupies

common dominant share over the rest of the components of bureaucracy. Particularly the Political Bureaucracy has lost the most of its places to the Civil and Military Bureaucracy and to some extent to the Judiciary.

The model tells that the over all communication pattern of bureaucracy bears the characteristics of the civil bureaucracy's communication role. Information never travel straight through bureaucratic channels, rather at every step the flow has to encounter a lot of problems and come across huge barriers due to twisting of fact, dilatoriness, corruption, red tapes, etc. In bureaucracy information move along spiral and downward vertical way from the top to the bottom of bureaucratic structure.

10.5 RECOMMENDATIONS

Considering all the agendas discussed, the following specific measures are recommended for improving the Bureaucrats' Communication With People (BCWP):

- 1) More efforts should be given on collecting information from external sources.
- 2) More emphasis should be given on *Communication With Internal Publics*
- 3) The bureaucrats should be liberal in supplying information to the cross section of people.
- 4) Regular practice of feedback should be introduced.
- 5) Discriminatory attitude towards gender issues should be eliminated.
- 6) Negative attitude towards people should be changed to a positive one through motivation.
- 7) Use of modern communication tools like telephone, intercom, wireless, fax, computer network etc., should be made available to all levels of administration.
- 8) Existing barriers regarding the Bureaucrat's communication with people (BCWP) should be eliminated.
- 9) Disciplinary problems must not be kept pending and the bureaucrats should be logical in solving those.
- 10) Increase of salary is recommended for the government officers' and employees.
- 11) Providing better training and motivation the bureaucrats' inefficiency regarding communication should be eliminated.
- 12) Transparency in official activities must be ensured.
- 13) Hindrance in introducing Information and Communication Technology must be eliminated.
- 14) The bureaucrats should be encouraged to increase their participation in household work.

CONCLUDING REMARKS

From analysis we have seen that the bureaucrats of Bangladesh have failed to play their role as pro-people communicator. The bureaucracy has proved itself to be inefficient and ineffective in ensuring people's participation in development and social progress through communication. Though they claim to be the catalytic agents for pursuing development communication for social change, the bureaucracy has completely failed in its tasks.

In order to break this vicious circle of bureaucratic culture of maintaining secrecy, two broad and complimentary strategies appear to be in order. One is the curtailment of bureaucratic structure and functions confining its role in the social sector and allowing other countervailing socio-political institutions to grow and take foothold on the soil. The other way is genuine reform within bureaucracy itself, its structure, functions, traits and traditional attitude of alienation from the common mass.

We know development of countervailing, strong and popular socio-political institutions is a must if people-oriented communication is to be succeeded in meeting demands of time and people. Only popular will, sincere political commitment, the overall practice of accountability and transparency, a subservient bureaucracy and genuine people's-participation may lead to progress and emancipation of the masses.

It is believed that the efforts made throughout the study, the findings of the analysis, recommendations and the model designed for the purpose may bring out some thoughts for improvement in respect of the Communication Pattern of Bureaucracy now prevailing in Bangladesh; but definitely these are not enough to address and ensure an effective and harmonious communication among the huge and heterogeneous composition of the bureaucracy in the country. We look forward to the efforts by the future researchers for a comprehensive and focused and articulated research for the purpose.

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List of Abbreviations

ACCI	: Agreement with Comments about Colonial Influence
AD	: Anno Domini
ADUST	: Atish Dipankar University of Science and Technology
AGM	: Annual General Meeting
AIDS	: Acquired Immune Deficiency Syndrome
AILG	: Absence of Independent Local Government
AM	: Ante Meridian
ANOVA	: Analysis of Variance
ATGI	: Attitude Towards Gender Issue
AVI	: Attitude and Vested Interest
BAC	: Barriers and Conflicts
BC	: Before Christ
BCC	: Bangladesh Computer Council
BCS	: Bangladesh Civil Service
BCWP	: Bureaucrats' Communication With People
BCOM	: Barriers in Communicating With People
BDR	: Bangladesh Rifles
BJP	: Bharotio Janata Party
BPATC	: Bangladesh Public Administration Training Centre
BRAC	: Bangladesh Rural Advancement Committee
BTTB	: Bangladesh Telephone and Telegram Board
BTB	: Bangladesh Television
BUET	: Bangladesh University of Engineering and Technology
CD	: Compact Disk
CHT	: Chittagong Hill Tract
CI	: Colonial Influence
CKH	: Communication Know-How
CRB	: Criteria for Recruitment of the Bureaucrats
CSS	: Causes Shown for Secrecy
CV	: Curriculum Vitae
CWIP	: Contact With Internal Publics
CWEP	: Communication With External Publics
DC	: Deputy Commissioner
DC	: Developing Countries
DC	: Development Communication
DFP	: Department of Film and Publication
DG	: Director General
DIEP	: Dealing with Internal and External Publics
DMCJ	: Department of Mass Communication and Journalism
DOC	: Department of Cooperatives
DOF	: Degrees of Feedback
DSS	: Department of Social Services
DVD	: Dense Video Disk
DU	: The University of Dhaka
ECO	: Evaluating Controlling Officer
ERD	: Economic Relations Division

FDBK	: Feedback and Inspection
FIAF	: Federation of International Film Archives
FPC	: Finite Population Correction
G	: Grade
GF	: General Findings
GOB	: Government of Bangladesh
GPRB	: Government of the People's Republic of Bangladesh
G2G	: Government to Government
G2E	: Government to employee
G2C	: Government to customer
HICT	: Hindrance in Introducing ICT
HQ	: Head Quarter
HIV	: Human Immune-deficiency Virus
HRGG	: Human Rights and Good Governance
HSC	: Higher Secondary Certificate
IAV	: Impression about visitors
ICT	: Information and Communication Technology
IICT	: Influence of Information and Communication Technology
ISB	: Information supplied by bureaucrats
IT	: Information Technology
IRES	: Information Received from External Sources
ISD	: International Subscribers' Dialing
ISO	: International Standardization Organization
ISP	: Intent Service Provider
JSAT	: Job Satisfaction
JU	: Jahangirnagar University
LAN	: Local Area Network
LED	: Level of Education
LES	: Level of Efficiency of the Subordinates
LGD	: Local Government Division
LOWE	: Level of Working Environment
MC	: Mass Communication
MIS	: Management Information System
MLSS	: Member of the Lower Subordinate Staff
MMC	: Mass line Media Centre
MMP	: Multimedia Projector
MOA	: Ministry of Agriculture
MOC	: Ministry of Communication
MOCA	: Ministry of Cultural Affairs
MOCHTA	: Ministry of Chittagong Hill Tracts Affairs
MODMR	: Ministry of Disaster Management and Relief
MOE	: Ministry of Establishment
MOF	: Ministry of Finance
MOHA	: Ministry of Home Affairs
MOHFW	: Ministry of Health and Family Welfare
MOWCA	: Ministry of Women and Children Affairs
MP	: Member of Parliament
M.Phil	: Master of philosophy
MSST	: Multi Stage Sampling Technique
MST	: Multivariate statistical techniques
NGO	: Non-Government Organization

NPS	: National Pay Scale
NU	: Napier University
NWD	: Nation Wide Dialing
O&MW	: Organization and Management Wing
OB	: Organizational Behavior
OHP	: Overhead Projector
OJT	: On the Job Training
PABX	: Private Automatic Branch Exchange
PC	: Personal Computer
PCC	: Policy Culture and Coordination
PCO	: Public Call office
Ph.D.	: Doctor in philosophy
PHW	: Participation in household work
PID	: Press Information Department
PO	: Personal Officer
POC	: Problems of Coordination
PLC	: Planning Commission
PR	: Public Relations
PRB	: People's Republic of Bangladesh
PSEB	: Personal and Socio-Economic Background
PSU	: Program Support Unit
QUANGOs	: Quasi Non-Governmental Organizations
RAE	: Recruitment and Efficiency
RAJUK	: Rajdhani Unnayan Kartripakkho
RAR	: Ready to accept request
SI	: Salary Index
SLDP	: Solving Disciplinary Problems
SOP	: Solving Official Problems
SPFI	: Supporting Policies Related to Flow of Information
SPSS	: Statistical Package for Social Science
SRC	: Statistical Research Cell
SSRC	: Social Science Research Council
STD	: Sexually Transmitted Disease
TIA	: Transparency in Administration
TIB	: Transparency International Bangladesh
TQM	: Total Quality Management
TNO	: Thana Nirbahi Officer
TV	: Television
UCT	: Using Communication Tools
UDHR	: Universal Declaration of Human Rights
UK	: United Kingdom
UN	: United Nations
UNO	: Upazila Nirbahi Officer
UO	: Un-Official
US	: United States
USA	: United States of America
VCD	: Video Compact Disk
WEJS	: Working Environment and Job-Satisfaction
WWW	: World Wide Wave

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Section-1: Bureaucrat's communication with people (bcwp)**1. Please indicate degree of your communication with: (Scale-2)**

- (a) People outside your office (external publics)
- | | | | | | | | |
|---|---|---|---|---|---|---|---|
| Police and legal professionals | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Ministers, politicians and public representatives | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Businessmen / industrialists | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Media personnel | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Diplomats | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Personal friends | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| People from other offices | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Farmers and rural people | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Visitors who come to get their work done | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| People who visit with urgent and public business | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
- (b) People inside your own office / ministry / department (internal publics)
- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| Colleagues | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Technical staff | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Aids/ MLSS/ Sweeper | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Persons, work in subordinate office(s) | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

- 2. How much of your office time you spend to communicate:**
- | | | | | | | |
|-------------------------------------|-----|-----|-----|-----|-----|------|
| With internal Publics: (< or =) 20% | 30% | 40% | 50% | 60% | 70% | 80%+ |
| With external publics: (< or =) 20% | 30% | 40% | 50% | 60% | 70% | 80%+ |

- 3. Do you allow visitors to meet you at your house or other places? Yes / No**

- 4. Degree of information supplied by a bureaucrat on requisition of: (Scale-1)**
- | | | | | | | | |
|-----------------------------------|---|---|---|---|---|---|---|
| A journalist | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Police and law enforcing agencies | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Defense personnel | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Courts | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Accused persons | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Businessmen / industrialists | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Other departments | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Ministry / higher authority | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| The Common people | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

Section-2: Colonial influence (ci)**1. Level of your satisfaction with the following statements: Scale-2**

- | | | | | | | | |
|---|---|---|---|---|---|---|---|
| Donor's support with pre-conditions should be accepted without hesitation | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Punishment is the basis and symbol of colonial administration | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Disclosure of information is not always good for administration | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| To be a good administrator one should maintain distance with people | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Still prevail colonial rule to restrict bureaucrat's communication behavior | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| There are disparity among different cadre-groups in bureaucracy | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| There are gender, religious and racial discriminations in bureaucracy | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Bureaucrats should be allowed to comment on public issues | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

2. How much you are ready to consider or carry out: (scale-1)

- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| Undue order from boss | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Request from juniors | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Request from ordinary people | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Request or threat from influential comer | 1 | 2 | 3 | 4 | 5 | 6 | 7 |

3. How do senior officers express their annoyance at you?

- | | | |
|--|---|---------------------------------------|
| <input type="checkbox"/> Shouts | <input type="checkbox"/> Remains silent, | <input type="checkbox"/> Do not share |
| <input type="checkbox"/> Does anything | <input type="checkbox"/> Take revenge other way | <input type="checkbox"/> others..... |

4. How do they express their satisfaction?

- | | | | |
|--|---|--|--------------------------------------|
| <input type="checkbox"/> Praise (by words) | <input type="checkbox"/> Declare financial incentives | <input type="checkbox"/> provide material incentives | |
| <input type="checkbox"/> Remain silent | <input type="checkbox"/> shows no reaction | <input type="checkbox"/> Becomes out of bound | <input type="checkbox"/> Others..... |

Section-3: Attitude and vested interest (avi)

1. How much average time you may require to solve an official business?
 __ Immediately, __ 1 day, __ 2 days, __ 1 week, __ 2 weeks+
2. Focal point of development of the country, in your own judgment:
 Gram Parishad Union Council Upazila Offices District offices
 Divisional offices Departmental offices Bangladesh Secretariat
3. What do you do when you are in a meeting?
 Do you ever argue with controlling officer? Yes / No
 Do you listen to others carefully? Yes / No
 Does your boss listen to you carefully? Yes / No
4. What is your impression about those? (Scale-2)
 People who come to create pressure 1 2 3 4 5 6 7
 Colleagues who come to gossip or chat 1 2 3 4 5 6 7
 Persons who comes to make tadbirs or illegal requests 1 2 3 4 5 6 7
 People who visit you and want to get their work done readily 1 2 3 4 5 6 7
 Visitors who come for curtsey calls 1 2 3 4 5 6 7
 People who come for personal purpose 1 2 3 4 5 6 7
5. Please check, how much you agree with the following statements: (Scale-1)
 Male employees enjoys extra facilities all through 1 2 3 4 5 6 7
 A female employee is always more sincere than her male colleague 1 2 3 4 5 6 7
 Male employees are more engaged in various forms of corruptions 1 2 3 4 5 6 7
 Female employees always get extra benefits from the top bosses 1 2 3 4 5 6 7
 Male employees always remain engaged in other ways 1 2 3 4 5 6 7
 Female employees are more efficient than the males 1 2 3 4 5 6 7

Section-4: Communication know-how (ckh)

1. Other than Bangla which other language(s) do you know? (Please put tick ✓ mark)
 English / French / Japanese/ Urdu / Arabic / Sanskrit / Others.....
2. Do you have any academic background or training in communication? Yes / No
3. Does training on communication help increase efficiency of the bureaucrats? Yes / No
4. To what extent you use the following communication tools in office? (Scale-1)
 Hand phone 1 2 3 4 5 6 7
 Mobile phone 1 2 3 4 5 6 7
 Computer 1 2 3 4 5 6 7
 Fax 1 2 3 4 5 6 7
 E-mail 1 2 3 4 5 6 7
 Type writer 1 2 3 4 5 6 7
5. The way you solve official problems in practical situation: (Scale-3)
 Discussing with all concerned 1 2 3 4 5 6 7
 Taking decision in the meetings 1 2 3 4 5 6 7
 Taking instruction from the controlling officer 1 2 3 4 5 6 7
 Processing files 1 2 3 4 5 6 7
 Discussing with selected expert groups 1 2 3 4 5 6 7
 Discussing with the junior groups 1 2 3 4 5 6 7
6. What you read more in office? Newspaper/ Official reports/ Files and documents/ Books/
 Literature/ Others (Pl. specify)

Section-5: Influence of Information and Communication Technology (iict)

1. How many PCs are there in your office?
- Is there Internet connection? Yes / No
- Did you undergo any study program / training program on IT? Yes / No
- Do you support office automation efforts? Yes / No
- Is your office connected with others through computers? Yes / No
- Does IT improve communication behaviour of the bureaucrats? Yes / No

2. Degree of hindrance in implementing ICT / Computerization in your office: (Scale-3)

Anxiety of the elderly employees of loosing job	1	2	3	4	5	6	7
Mental barrier / negative mentality in using computer	1	2	3	4	5	6	7
Inadequate training facilities in the field of ICT	1	2	3	4	5	6	7
Inadequate maintenance facilities in the field of ICT	1	2	3	4	5	6	7
Inadequate telecommunication facilities	1	2	3	4	5	6	7
Inadequacy of uninterrupted power supply	1	2	3	4	5	6	7
Inadequacy of rules and laws in the new field of ICT	1	2	3	4	5	6	7
Shortage of computers and its accessories	1	2	3	4	5	6	7
Ignorance of the employees about abilities of ICT	1	2	3	4	5	6	7
Problems of standardization of Bangla in ICT	1	2	3	4	5	6	7

Section-6: Dealing with internal and external publics (dwiep)

1. How do you contact your own office people?

(Scale-1)

I call him/her to my office and discuss face to face	1	2	3	4	5	6	7
I go to his/her place and contact	1	2	3	4	5	6	7
I talk over telephone / intercom	1	2	3	4	5	6	7

2. The type of communication used most in your office: ___ Face to face / ___ interpersonal / ___ Top-down or vertical / ___ Horizontal / ___ Informal relation / ___ Strictly formal / others.....

3. Degree of information inflow from external sources to update your message yourself?

(Scale-1)

Social leaders	1	2	3	4	5	6	7
Electronic mass media	1	2	3	4	5	6	7
Socio-cultural programs and festivals	1	2	3	4	5	6	7
Extra-official sources	1	2	3	4	5	6	7
Public places and public gathering	1	2	3	4	5	6	7
Meeting, discussion, seminar, workshop	1	2	3	4	5	6	7
Printed mass media	1	2	3	4	5	6	7
Computer, Internet and websites	1	2	3	4	5	6	7
Letters, circulars, orders, messages	1	2	3	4	5	6	7
Books and literature	1	2	3	4	5	6	7
Telephonic conversations	1	2	3	4	5	6	7
Visiting field offices	1	2	3	4	5	6	7
In-country and overseas tours and travels	1	2	3	4	5	6	7
Interpersonal sources	1	2	3	4	5	6	7
Others.....	1	2	3	4	5	6	7

4. How do you communicate with target people (external publics):

(Scale-1)

Sending letters	1	2	3	4	5	6	7
E-mail/internet/web sites	1	2	3	4	5	6	7
Interpersonally when he/she comes to my place	1	2	3	4	5	6	7
Interpersonally going to his/her place	1	2	3	4	5	6	7
Giving notice in board and public places	1	2	3	4	5	6	7
Through official visits	1	2	3	4	5	6	7
Organizing meeting, workshop or seminar	1	2	3	4	5	6	7
Issuing orders and circulars	1	2	3	4	5	6	7
Briefing press and publishing news	1	2	3	4	5	6	7
Disseminating news in Folk media	1	2	3	4	5	6	7
Through advertisement and publicity material	1	2	3	4	5	6	7
Organizing communication campaign	1	2	3	4	5	6	7
Using multidimensional communication network	1	2	3	4	5	6	7

Section-7: Barriers and conflict (bac)

1. Degree of barriers you face in communicating with people:	(Scale-1)						
Political unrest and interest	1	2	3	4	5	6	7
Inter and intra cadre conflict	1	2	3	4	5	6	7
Conflict inside office	1	2	3	4	5	6	7
Existing rules in this regard	1	2	3	4	5	6	7
Negative attitude of the fellow colleagues	1	2	3	4	5	6	7
People's non-cooperation	1	2	3	4	5	6	7
Inadequate logistic support	1	2	3	4	5	6	7
Undermining attitude of the bureaucrats	1	2	3	4	5	6	7
Corruption and vested interest	1	2	3	4	5	6	7
Ignorance of duties	1	2	3	4	5	6	7
Red tape and bureaucratic mentality	1	2	3	4	5	6	7
Inadequate allocation of fund	1	2	3	4	5	6	7
Apprehension of harassment	1	2	3	4	5	6	7
Ill motif of vested interest groups	1	2	3	4	5	6	7

2. Degree of causes shown for maintaining secrecy in your office:	(Scale-1)						
To suppress fact and weaknesses	1	2	3	4	5	6	7
To divert people's attention	1	2	3	4	5	6	7
To serve own / vested interest	1	2	3	4	5	6	7
To avoid doing something	1	2	3	4	5	6	7
For controlling flow of information	1	2	3	4	5	6	7
For the shake of security of nation	1	2	3	4	5	6	7
To avoid undue pressure	1	2	3	4	5	6	7
Due to legal and administrative purpose	1	2	3	4	5	6	7

3. Intensity of problems of co-ordination situation in your office:	(Scale-1)						
Interpersonal jealousy	1	2	3	4	5	6	7
Political prejudice	1	2	3	4	5	6	7
Personal ego	1	2	3	4	5	6	7
Conflicts of interests	1	2	3	4	5	6	7
Lacking of sense of responsibilities	1	2	3	4	5	6	7
Lack of clarity about organizational goal	1	2	3	4	5	6	7
Authoritarian attitude of authority	1	2	3	4	5	6	7

- 4. Do you think that there is conflict of interests between public representatives and the bureaucrats?** Yes / No
- 5. Do you have any frustration as a bureaucrat?** Yes / No

Section- 8: Working environment and job-satisfaction (wejs)

1. Level of working environment in your office:	(Scale-2)						
Colleague's intimacy and liveliness	1	2	3	4	5	6	7
Colleague's cooperation in work	1	2	3	4	5	6	7
Level of coordination	1	2	3	4	5	6	7
Understanding and mutual respect among colleagues	1	2	3	4	5	6	7
Feeling of safety and comfort	1	2	3	4	5	6	7
Hygiene and ventilation	1	2	3	4	5	6	7
Space and sitting arrangement	1	2	3	4	5	6	7
Logistic support	1	2	3	4	5	6	7
Allocation of budget	1	2	3	4	5	6	7

2. Degree of job-satisfaction	(Scale-2)
Liberty to choose own work style	1 2 3 4 5 6 7
Job befitting to your academic career	1 2 3 4 5 6 7
Recognition for good work	1 2 3 4 5 6 7
Behavior of the senior Officers	1 2 3 4 5 6 7
Work load	1 2 3 4 5 6 7
Scope of promotion	1 2 3 4 5 6 7
Importance given to your suggestion	1 2 3 4 5 6 7
Time schedule of your job	1 2 3 4 5 6 7
Diversity of work	1 2 3 4 5 6 7
Job security	1 2 3 4 5 6 7
3. How many promotions did you get during service life?	
4. What should be Reasonable lowest monthly salary (in taka) for a class-1 Govt. Servant?	
Tk. <u> </u> 5,000 <u> </u> 10,000 <u> </u> 15,000 <u> </u> 20,000 <u> </u> 25,000 <u> </u> 30,000 <u> </u> 35,000+	

Section-9: Feedback and Inspection (fai)

1. The degree of feedback you get through:	(Scale-3)
Letters and petitions	1 2 3 4 5 6 7
Interpersonal contacts	1 2 3 4 5 6 7
Messengers and visitors	1 2 3 4 5 6 7
Reviewing public opinion and reaction	1 2 3 4 5 6 7
Newspapers, journals and periodicals	1 2 3 4 5 6 7
Reviewing employees reaction	1 2 3 4 5 6 7
Inspecting subordinate and field offices	1 2 3 4 5 6 7
Reviewing inquiry reports	1 2 3 4 5 6 7
Discussion in public place	1 2 3 4 5 6 7
Others.....	1 2 3 4 5 6 7
2. Do you have opportunity to submit opinion to the authority after getting feedback? Yes / No	
a) Do your office publishes annual reports?	Yes / No
b) Is there any follow up system regarding feedback?	Yes / No

Section-10: Policy, culture and coordination (pcc)

1. How much you support the following policies relating to flow of information?	(Scale-1)
All sorts of information should be open to all	1 2 3 4 5 6 7
People should know only necessary information	1 2 3 4 5 6 7
There should be limited restrictions	1 2 3 4 5 6 7
Only selected information people should know	1 2 3 4 5 6 7
Strict restrictions should be imposed	1 2 3 4 5 6 7
Office activity should be transparent to all	1 2 3 4 5 6 7
2. To what extent transparency in administration be ensured through:	(Scale-3)
Private ownership of media (both print and electronic) should be ensured	1 2 3 4 5 6 7
Autonomy of Betar and Television should be ensured	1 2 3 4 5 6 7
Separation of judiciary from administration should be ensured	1 2 3 4 5 6 7
Inter ministerial posting and transfer should be restricted	1 2 3 4 5 6 7
Annual audit on income and expenditure of	
Civil and military bureaucrats should be ensured	1 2 3 4 5 6 7
Decentralization of power in administration must be established	1 2 3 4 5 6 7
Posts in the ministries and of common interests should be filled up only by the members of the elite cadres like BCS (admin)	1 2 3 4 5 6 7

3. Degree of responsibility for absence of independent local government in our country:

(Scale-3)

Peoples themselves are unaware of their right	1	2	3	4	5	6	7
Absence of democratic practices	1	2	3	4	5	6	7
Government does not believe in people's empowerment	1	2	3	4	5	6	7
Concentric administrative system of the state or the country	1	2	3	4	5	6	7
The head of state or government behave like monarch of a country	1	2	3	4	5	6	7
We had never been democratic, colonialism was our fate	1	2	3	4	5	6	7

4. a) Do you play games and sports?

Yes / No

b) If yes, where? Official clubs Other clubs Own residence
 Friend's residence Playground Others

c) What games are those? Cards / Cricket / badminton / Football / Gambling /
 Lon tennis / Table tennis / Chess / Carom / Others

5. How do you prefer to solve disciplinary problems?

(Scale-1)

Take firm decision and make other to follow	1	2	3	4	5	6	7
Take drastic punitive measures against wrong doers	1	2	3	4	5	6	7
Remain prepare to face worse situation	1	2	3	4	5	6	7
Take sufficient precautionary measures	1	2	3	4	5	6	7
Follow steps of departmental proceedings	1	2	3	4	5	6	7
Others	1	2	3	4	5	6	7

6. Do you think, field / countryside visit help increase efficiency in administration? Yes / No

What should be the frequency of the visit?.....

What should be the duration? One week 2 weeks One month 2 months 3 months +

Section-11: Recruitment and efficiency (rae)

1. What should be recruitment criteria for the bureaucrats?

(Scale-1)

Merit through competitive examination should be followed	1	2	3	4	5	6	7
Family and social background should be considered	1	2	3	4	5	6	7
Quota system should be maintained strictly	1	2	3	4	5	6	7
Political affiliation should not be taken into consideration	1	2	3	4	5	6	7
Physical ability should be looked into	1	2	3	4	5	6	7
Others	1	2	3	4	5	6	7

2. Level of efficiency of your subordinates:

(Scale-2)

Presence in the office	1	2	3	4	5	6	7
Obedience to the higher authority	1	2	3	4	5	6	7
Dutifulness	1	2	3	4	5	6	7
Honesty and morality	1	2	3	4	5	6	7
Cooperation	1	2	3	4	5	6	7

3. You are given a chance, now evaluate your controlling officer, how efficient he is?

(Scale-2)

(a) Assessing juniors	1	2	3	4	5	6	7
(b) Courage	1	2	3	4	5	6	7
(c) Honesty	1	2	3	4	5	6	7
(d) Ability to get work done	1	2	3	4	5	6	7
(e) Intellectual ability	1	2	3	4	5	6	7
(f) Punctuality	1	2	3	4	5	6	7
(g) Ability to take decision	1	2	3	4	5	6	7
(h) Speed and volume of works	1	2	3	4	5	6	7
(i) Integrity	1	2	3	4	5	6	7
(j) Skill in using language	1	2	3	4	5	6	7

Schedule of Group Discussion

Place, time and date	Topic	Participants
a. Dirai 11 AM (27.12.2003)	Communication Behavior of the Bureaucrats	10 Officers at work in Dirai Upazila
b. Damurhuda 10 AM (18.01.2004)	Use of Technology in Administrative Communication	16 Officers, People's Representatives, UP chairmen
c. Bhanga 11.30 AM (24.01.2004)	Objectives of Communication in Administration	15 officers at work in Bhanga Upazila
d. Kawnia 11 AM (28.06.2004)	Influence of Official Secrets Act in Bureaucratic Communication	11 Officers at work in Kawnia Upazila
e. Hathazari 11 AM (20.06.2004)	Working Environment and Job-satisfaction and their Effects on Bureaucratic Communication.	14 Local reported Journalists and officers
f. Department of Cooperatives 3 PM (11.03.2004)	Establishing Effective Communication in Official Activities of Cooperative Department and barriers to it.	12 Officers of cooperative Department.

Appendix-3

Residuals Statistics of the 1st Regression Model Estimation

Statistics	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	3.5209	5.3662	4.4122	.2505	400
Std. Predicted Value	-3.558	3.809	.000	1.000	400
Standard Error of Predicted Value	3.443E-02	.1562	7.318E-02	2.042E-02	400
Adjusted Predicted Value	3.5108	5.4119	4.4122	.2518	400
Residual	-1.8428	1.5835	-2.2204E-18	.6164	400
Std. Residual	-2.971	2.553	.000	.994	400
Stud. Residual	-2.994	2.616	.000	1.001	400
Deleted Residual	-1.8713	1.6626	-5.2207E-05	.6261	400
Stud. Deleted Residual	-3.025	2.635	.000	1.004	400
Mahal. Distance	.232	24.307	4.987	3.537	400
Cook's Distance	.000	.057	.003	.005	400
Centered Leverage Value	.001	.061	.012	.009	400

Dependent Variable: Bureaucrats communication with people

Appendix-4

Residuals Statistics of the 2nd Regression Model Estimation

Statistics	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	10.1070	16.5790	13.2365	.9602	400
Std. Predicted Value	-3.259	3.481	.000	1.000	400
Standard Error of Predicted Value	.1080	.4237	.2427	5.861E-02	400
Adjusted Predicted Value	10.1833	16.7556	13.2364	.9625	400
Residual	-5.8622	5.0679	-1.1124E-14	1.7499	400
Std. Residual	-3.321	2.871	.000	.991	400
Stud. Residual	-3.351	2.890	.000	1.001	400
Deleted Residual	-5.9694	5.1365	6.184E-05	1.7851	400
Stud. Deleted Residual	-3.395	2.918	.000	1.004	400
Mahal. Distance	.497	21.981	6.982	3.806	400
Cook's Distance	.000	.026	.003	.004	400
Centered Leverage Value	.001	.055	.018	.010	400

Dependent Variable: Bureaucrats' Communication With People

Residuals Statistics of the 3rd Regression Model Estimation

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	2.9590	5.3553	4.1781	.3435	400
Std. Predicted Value	-3.549	3.427	.000	1.000	400
Standard Error of Predicted Value	4.054E-02	.1407	8.605E-02	1.760E-02	400
Adjusted Predicted Value	2.9055	5.4343	4.1785	.3451	400
Residual	-1.6417	1.3854	4.937E-15	.5000	400
Std. Residual	-3.238	2.732	.000	.986	400
Stud. Residual	-3.285	2.794	.000	1.002	400
Deleted Residual	-1.6904	1.4490	-4.5720E-04	.5163	400
Stud. Deleted Residual	-3.328	2.819	-.001	1.004	400
Mahal. Distance	1.553	29.714	10.973	4.892	400
Cook's Distance	.000	.031	.003	.004	400
Centered Leverage Value	.004	.074	.028	.012	400

Dependent Variable: A0S1_BCW

Descriptive Statistics

Dependent/Independent Variables		Mean	Std. Deviation	N
Code	Variable Name			
A0S1_BCW	Bureaucrats' Communication With People	4.1781	.6066	400
MS1_4SI	Information supplied by bureaucrats	4.4003	.9275	400
MS2_1AGR	Agreement with comments about colonial influence	4.2659	.7508	400
MS2_2REQ	Ready to accept request	4.5725	.8680	400
MS3_4IMP	Impression about visitors	4.8183	.5918	400
MS3_5AGS	Attitude towards gender issue	3.5075	1.0475	400
MS4_4UCT	Using communication tools	3.5900	1.2040	400
MS4_5SLP	Solving official problems	4.0771	.7322	400
MS5_2HIC	Hindrance in introducing ICT	4.0863	1.2032	400
MS6_1CNI	Contact with internal publics	3.8333	1.0988	400
MS6_3IRE	Information received from external sources	4.0534	.7280	400
MS6_4CME	Communication with external publics	3.4237	.9049	400
MS7_1BCO	Barriers in communicating with people	4.3755	1.0886	400
MS7_2DCS	Causes shown for secrecy	4.8494	.8474	400
MS7_3PRC	Problems of coordination	5.4387	1.5283	400
MS8_1WEN	Level of working environment	4.6547	.9012	400
MS8_2JSA	Job satisfaction	4.1288	.8358	400
MS9_1FDB	Degrees of feedback	4.0656	.9097	400
MS10_1SP	Supporting policies relate to flow of information	4.0738	1.0230	400
MS10_2TA	Transparency in administration	5.4638	.8870	400
MS10_3AL	Absence of independent local govt.	3.4525	1.3795	400
MS10_5SD	Solving disciplinary problems	4.2090	.6231	400
MS11_1CR	Criteria for recruitment of the bureaucrats	5.0885	.7134	400
MS11_2LE	Level of efficiency of the subordinates	5.0413	1.0116	400
MS11_3EC	Evaluating controlling officer	5.3589	1.0431	400
MPSEB_9E	Level of education	3.0875	.6861	400
MPSEB_16	Participation in household work	3.6356	1.0704	400
MPSEB_2S	Salary index	8.4759	2.3572	400

Correlations among the dependent and the significant independent variables

	A0S1_BCW	MS1_4SI	MS2_2REQ	MS3_5AGS	MS4_4UCT	MS6_3IRE
Pears on Correlation	A0S1 BCW	1.000	.278	.195	-.008	.243
	MS1 4SI	.278	1.000	.033	.057	.012
	MS2 2REQ	.195	.033	1.000	.072	.062
	MS3 5AGS	-.008	.057	.072	1.000	.013
	MS4 4UCT	.243	.012	.062	.013	1.000
	MS6 3IRE	.333	.157	.108	.142	.064
	MS7 1BCO	-.240	-.103	.016	-.103	-.158
	MS7 2DCS	.102	.114	.140	-.057	.040
	MS10 5SD	.175	.061	.041	.087	.098
	MPSEB 9E	.252	.039	.100	.138	.276
MPSEB 16	.137	.013	.173	.175	.008	
MPSEB 2S	.162	.106	-.053	-.002	.294	
Sig. (1-tailed)	A0S1 BCW	.000	.000	.433	.000	.000
	MS1 4SI	.000	.258	.129	.408	.001
	MS2 2REQ	.000	.258	.075	.108	.015
	MS3 5AGS	.433	.129	.075	.401	.002
	MS4 4UCT	.000	.408	.108	.401	.101
	MS6 3IRE	.000	.001	.015	.002	.101
	MS7 1BCO	.000	.020	.377	.019	.001
	MS7 2DCS	.021	.011	.002	.129	.212
	MS10 5SD	.000	.111	.206	.042	.025
	MPSEB 9E	.000	.221	.023	.003	.000
MPSEB 16	.003	.397	.000	.000	.436	
MPSEB 2S	.001	.017	.143	.486	.000	
N	400	400	400	400	400	

	MS7_1BCO	MS7_2DCS	MS10_5SD	MPSEB_9E	MPSEB_16	MPSEB_2S
Pearson Correlation	A0S1 BCW	-.240	.102	.175	.252	.137
	MS1 4SI	-.103	.114	.061	.039	.013
	MS2 2REQ	.016	.140	.041	.100	.173
	MS3 5AGS	-.103	-.057	.087	.138	.175
	MS4 4UCT	-.158	.040	.098	.276	.008
	MS6 3IRE	-.243	-.046	.123	.122	.063
	MS7 1BCO	1.000	.220	.083	-.065	-.009
	MS7 2DCS	.220	1.000	.013	.046	-.012
	MS10 5SD	.083	.013	1.000	.077	.057
	MPSEB 9E	-.065	.046	.077	1.000	.129
MPSEB 16	-.009	-.012	.057	.129	1.000	
MPSEB 2S	.049	-.009	.092	.193	-.151	
Sig. (1-tailed)	A0S1 BCW	.000	.021	.000	.000	.003
	MS1 4SI	.020	.011	.111	.221	.397
	MS2 2REQ	.377	.002	.206	.023	.000
	MS3 5AGS	.019	.129	.042	.003	.000
	MS4 4UCT	.001	.212	.025	.000	.436
	MS6 3IRE	.000	.178	.007	.007	.106
	MS7 1BCO	.000	.000	.048	.096	.427
	MS7 2DCS	.000	.000	.399	.181	.407
	MS10 5SD	.048	.398	.063	.063	.128
	MPSEB 9E	.096	.181	.063	1.000	.005
MPSEB 16	.427	.407	.128	.005	1.000	
MPSEB 2S	.162	.427	.033	.000	.001	
N	400	400	400	400	400	

Coefficients

Model	Constants and independent variables	Unstandardized Coefficients		Standardized Coefficients Beta	t	Sig.
		B	Std. Error			
1	(Constant)	3.053	.162		18.824	.000
	MS6 3IRE	.278	.039	.333	7.047	.000
2	(Constant)	2.510	.192		13.094	.000
	MS6 3IRE	.247	.039	.297	6.383	.000
	MS1 4SI	.151	.030	.232	4.981	.000
3	(Constant)	2.157	.199		10.825	.000
	MS6 3IRE	.235	.038	.283	6.244	.000
	MS1 4SI	.151	.030	.231	5.119	.000
	MS4 4UCT	.112	.023	.222	4.961	.000
4	(Constant)	1.859	.214		8.686	.000
	MS6 3IRE	.222	.037	.266	5.931	.000
	MS1 4SI	.149	.029	.228	5.120	.000
	MS4 4UCT	8.973E-02	.023	.178	3.890	.000
	MPSEB 9E	.143	.041	.162	3.517	.000
5	(Constant)	1.516	.240		6.319	.000
	MS6 3IRE	.211	.037	.254	5.686	.000
	MS1 4SI	.148	.029	.226	5.129	.000
	MS4 4UCT	8.743E-02	.023	.174	3.828	.000
	MPSEB 9E	.134	.040	.151	3.313	.001
	MS2 2REQ	9.362E-02	.031	.134	3.046	.002
6	(Constant)	1.975	.285		6.922	.000
	MS6 3IRE	.186	.038	.224	4.927	.000
	MS1 4SI	.142	.029	.217	4.964	.000
	MS4 4UCT	7.782E-02	.023	.154	3.403	.001
	MPSEB 9E	.134	.040	.151	3.344	.001
	MS2 2REQ	9.834E-02	.030	.141	3.225	.001
	MS7 1BCO	-7.307E-02	.025	-.131	-2.907	.004
7	(Constant)	1.644	.309		5.322	.000
	MS6 3IRE	.173	.038	.207	4.568	.000
	MS1 4SI	.138	.028	.211	4.859	.000
	MS4 4UCT	7.195E-02	.023	.143	3.156	.002
	MPSEB 9E	.130	.040	.147	3.268	.001
	MS2 2REQ	9.731E-02	.030	.139	3.216	.001
	MS7 1BCO	-8.221E-02	.025	-.148	-3.266	.001
	MS10 5SD	.114	.043	.117	2.680	.008
8	(Constant)	1.774	.311		5.709	.000
	MS6 3IRE	.181	.038	.218	4.811	.000
	MS1 4SI	.140	.028	.214	4.954	.000
	MS4 4UCT	6.901E-02	.023	.137	3.046	.002
	MPSEB 9E	.142	.040	.161	3.578	.000
	MS2 2REQ	.101	.030	.145	3.368	.001
	MS7 1BCO	-8.761E-02	.025	-.157	-3.494	.001
	MS10 5SD	.122	.042	.126	2.885	.004
	MS3 5AGS	-6.537E-02	.025	-.113	-2.591	.010
9	(Constant)	1.693	.312		5.426	.000
	MS6 3IRE	.180	.038	.216	4.803	.000
	MS1 4SI	.140	.028	.215	4.989	.000
	MS4 4UCT	7.056E-02	.023	.140	3.125	.002
	MPSEB 9E	.134	.040	.152	3.377	.001

	MS2 2REQ	9.171E-02	.030	.131	3.026	.003
	MS7 1BCO	-8.784E-02	.025	-.158	-3.518	.000
	MS10 5SD	.120	.042	.123	2.829	.005
	MS3 5AGS	-7.307E-02	.025	-.126	-2.877	.004
	MPSEB 16	5.129E-02	.025	.090	2.067	.039
10	(Constant)	1.574	.315		5.002	.000
	MS6 3IRE	.183	.037	.220	4.909	.000
	MS1 4SI	.133	.028	.203	4.704	.000
	MS4 4UCT	5.617E-02	.023	.111	2.410	.016
	MPSEB 9E	.121	.040	.136	3.015	.003
	MS2 2REQ	9.622E-02	.030	.138	3.185	.002
	MS7 1BCO	-9.378E-02	.025	-.168	-3.756	.000
	MS10 5SD	.114	.042	.117	2.707	.007
	MS3 5AGS	-7.382E-02	.025	-.127	-2.922	.004
	MPSEB 16	6.116E-02	.025	.108	2.442	.015
	MPSEB 2S	2.723E-02	.012	.106	2.308	.022
11	(Constant)	1.351	.328		4.117	.000
	MS6 3IRE	.186	.037	.223	4.990	.000
	MS1 4SI	.123	.028	.188	4.338	.000
	MS4 4UCT	5.223E-02	.023	.104	2.247	.025
	MPSEB 9E	.116	.040	.131	2.917	.004
	MS2 2REQ	8.704E-02	.030	.125	2.870	.004
	MS7 1BCO	-.107	.026	-.192	-4.197	.000
	MS10 5SD	.116	.042	.119	2.761	.006
	MS3 5AGS	-7.122E-02	.025	-.123	-2.831	.005
	MPSEB 16	6.347E-02	.025	.112	2.545	.011
	MPSEB 2S	2.895E-02	.012	.112	2.461	.014
	MS7 2DCS	7.116E-02	.032	.099	2.255	.025

Dependent Variable: A0S1_BCW Bureaucrat's communication with people

Appendix-9

Excluded Variables

Model	Independent variables	Beta In	t	Sig.	Partial Correlation	Co-linearity Statistics
						Tolerance
1	MS1 4SI	.232	4.981	.000	.243	.975
	MS2 1AGR	.025	.526	.599	.026	.992
	MS2 2REQ	.161	3.422	.001	.169	.988
	MS3 4IMP	.095	2.026	.043	.101	.997
	MS3 5AGS	-.057	-1.191	.234	-.060	.980
	MS4 4UCT	.222	4.819	.000	.235	.996
	MS4 5SLP	.061	1.289	.198	.065	.994
	MS5 2HIC	-.020	-.416	.677	-.021	.998
	MS6 1CNI	.083	1.748	.081	.087	.977
	MS6 4CME	-.028	-.479	.632	-.024	.676
	MS7 1BCO	-.169	-3.514	.000	-.174	.941
	MS7 2DCS	.118	2.503	.013	.125	.998
	MS7 3PRC	-.099	-2.066	.039	-.103	.964
	MS8 1WEN	-.037	-.787	.431	-.039	.987
	MS8 2JSA	.043	.912	.363	.046	.990
	MS9 1FDB	-.011	-.218	.827	-.011	.913
	MS10 1SP	.049	1.037	.300	.052	.981
	MS10 2TA	.091	1.896	.059	.095	.970
MS10 3AL	-.044	-.917	.360	-.046	.975	

	MS10 5SD	.136	2.871	.004	.143	.985
	MS11 1CR	.003	.067	.947	.003	.991
	MS11 2LE	-.063	-1.326	.186	-.066	.973
	MS11 3EC	-.009	-.191	.849	-.010	.993
	MPSEB 9E	.215	4.628	.000	.226	.985
	MPSEB 16	.116	2.470	.014	.123	.996
	MPSEB 2S	.167	3.587	.000	.177	1.000
2	MS2 1AGR	.005	.099	.921	.005	.984
	MS2 2REQ	.157	3.443	.001	.170	.988
	MS3 4IMP	.081	1.765	.078	.088	.993
	MS3 5AGS	-.065	-1.403	.161	-.070	.979
	MS4 4UCT	.222	4.961	.000	.242	.996
	MS4 5SLP	.077	1.676	.094	.084	.990
	MS5 2HIC	-.037	-.809	.419	-.041	.992
	MS6 1CNI	.116	2.499	.013	.125	.960
	MS6 4CME	-.063	-1.127	.260	-.057	.665
	MS7 1BCO	-.154	-3.278	.001	-.163	.937
	MS7 2DCS	.091	1.971	.049	.099	.983
	MS7 3PRC	-.069	-1.470	.142	-.074	.947
	MS8 1WEN	-.028	-.605	.545	-.030	.986
	MS8 2JSA	.057	1.227	.221	.062	.987
	MS9 1FDB	-.044	-.904	.366	-.045	.896
	MS10 1SP	.043	.937	.349	.047	.981
	MS10 2TA	.077	1.660	.098	.083	.967
	MS10 3AL	-.031	-.657	.511	-.033	.972
	MS10 5SD	.126	2.742	.006	.136	.983
	MS11 1CR	-.011	-.244	.808	-.012	.987
	MS11 2LE	-.069	-1.480	.140	-.074	.972
	MS11 3EC	-.018	-.380	.704	-.019	.991
	MPSEB 9E	.210	4.667	.000	.228	.985
	MPSEB 16	.115	2.527	.012	.126	.996
	MPSEB 2S	.144	3.148	.002	.156	.988
3	MS2 1AGR	-.004	-.085	.932	-.004	.983
	MS2 2REQ	.145	3.265	.001	.162	.985
	MS3 4IMP	.068	1.515	.131	.076	.989
	MS3 5AGS	-.066	-1.462	.145	-.073	.979
	MS4 5SLP	.036	.781	.435	.039	.953
	MS5 2HIC	-.013	-.280	.779	-.014	.980
	MS6 1CNI	.074	1.594	.112	.080	.921
	MS6 4CME	-.076	-1.381	.168	-.069	.664
	MS7 1BCO	-.123	-2.653	.008	-.132	.916
	MS7 2DCS	.081	1.814	.071	.091	.981
	MS7 3PRC	-.041	-.887	.376	-.045	.932
	MS8 1WEN	-.046	-1.019	.309	-.051	.979
	MS8 2JSA	.034	.744	.457	.037	.976
	MS9 1FDB	-.062	-1.304	.193	-.065	.891
	MS10 1SP	.035	.783	.434	.039	.979
	MS10 2TA	.084	1.848	.065	.093	.966
	MS10 3AL	-.042	-.917	.360	-.046	.970
	MS10 5SD	.106	2.371	.018	.118	.975
	MS11 1CR	.004	.095	.925	.005	.982
	MS11 2LE	-.069	-1.531	.127	-.077	.972
	MS11 3EC	-.026	-.573	.567	-.029	.990
	MPSEB 9E	.162	3.517	.000	.174	.912
	MPSEB 16	.115	2.581	.010	.129	.996
	MPSEB 2S	.085	1.817	.070	.091	.901
4	MS2 1AGR	-.006	-.131	.896	-.007	.983
	MS2 2REQ	.134	3.046	.002	.152	.979

	MS3 4IMP	.071	1.605	.109	.081	.989
	MS3 5AGS	-.087	-1.945	.053	-.098	.963
	MS4 5SLP	.047	1.043	.297	.052	.948
	MS5 2HIC	.001	.028	.978	.001	.972
	MS6 1CNI	.059	1.283	.200	.065	.912
	MS6 4CME	-.053	-.975	.330	-.049	.654
	MS7 1BCO	-.123	-2.707	.007	-.135	.916
	MS7 2DCS	.075	1.700	.090	.085	.979
	MS7 3PRC	-.030	-.658	.511	-.033	.927
	MS8 1WEN	-.028	-.636	.525	-.032	.967
	MS8 2JSA	.037	.830	.407	.042	.975
	MS9 1FDB	-.061	-1.316	.189	-.066	.891
	MS10 1SP	.027	.609	.543	.031	.977
	MS10 2TA	.062	1.365	.173	.069	.945
	MS10 3AL	-.034	-.753	.452	-.038	.967
	MS10 5SD	.101	2.268	.024	.114	.973
	MS11 1CR	.007	.152	.879	.008	.982
	MS11 2LE	-.058	-1.302	.194	-.065	.967
	MS11 3EC	-.030	-.670	.503	-.034	.989
	MPSEB 16	.097	2.184	.030	.109	.980
	MPSEB 2S	.066	1.412	.159	.071	.887
5	MS2 1AGR	-.030	-.677	.499	-.034	.953
	MS3 4IMP	.064	1.459	.145	.073	.986
	MS3 5AGS	-.094	-2.116	.035	-.106	.961
	MS4 5SLP	.041	.924	.356	.047	.947
	MS5 2HIC	.007	.158	.875	.008	.971
	MS6 1CNI	.054	1.175	.241	.059	.911
	MS6 4CME	-.040	-.737	.461	-.037	.649
	MS7 1BCO	-.131	-2.907	.004	-.145	.914
	MS7 2DCS	.058	1.298	.195	.065	.960
	MS7 3PRC	-.035	-.771	.441	-.039	.926
	MS8 1WEN	-.020	-.445	.657	-.022	.963
	MS8 2JSA	.034	.768	.443	.039	.975
	MS9 1FDB	-.061	-1.323	.187	-.067	.891
	MS10 1SP	.010	.227	.820	.011	.961
	MS10 2TA	.053	1.173	.241	.059	.940
	MS10 3AL	-.029	-.665	.506	-.034	.967
	MS10 5SD	.098	2.231	.026	.112	.973
	MS11 1CR	-.002	-.044	.965	-.002	.977
	MS11 2LE	-.054	-1.222	.223	-.062	.966
	MS11 3EC	-.022	-.508	.612	-.026	.986
	MPSEB 16	.077	1.737	.083	.087	.955
	MPSEB 2S	.078	1.692	.091	.085	.880
6	MS2 1AGR	-.059	-1.314	.190	-.066	.912
	MS3 4IMP	.078	1.791	.074	.090	.975
	MS3 5AGS	-.104	-2.360	.019	-.118	.956
	MS4 5SLP	.029	.654	.513	.033	.938
	MS5 2HIC	.030	.672	.502	.034	.941
	MS6 1CNI	.064	1.408	.160	.071	.906
	MS6 4CME	-.057	-1.060	.290	-.053	.642
	MS7 2DCS	.092	2.041	.042	.103	.909
	MS7 3PRC	.077	1.345	.179	.068	.561
	MS8 1WEN	-.001	-.029	.977	-.001	.942
	MS8 2JSA	.064	1.435	.152	.072	.930
	MS9 1FDB	-.071	-1.558	.120	-.078	.886
	MS10 1SP	.002	.037	.971	.002	.956
	MS10 2TA	.042	.933	.351	.047	.933
	MS10 3AL	-.019	-.442	.659	-.022	.960

	MS10 5SD	.117	2.680	.008	.134	.955	
	MS11 1CR	.012	.281	.779	.014	.965	
	MS11 2LE	-.029	-.651	.516	-.033	.926	
	MS11 3EC	.005	.123	.902	.006	.939	
	MPSEB 16	.077	1.748	.081	.088	.955	
	MPSEB 2S	.094	2.044	.042	.103	.870	
7	MS2 1AGR	-.052	-1.159	.247	-.058	.908	
	MS3 4IMP	.059	1.340	.181	.068	.944	
	MS3 5AGS	-.113	-2.591	.010	-.130	.950	
	MS4 5SLP	.013	.284	.777	.014	.919	
	MS5 2HIC	.032	.730	.466	.037	.941	
	MS6 1CNI	.058	1.285	.200	.065	.904	
	MS6 4CME	-.066	-1.236	.217	-.062	.639	
	MS7 2DCS	.095	2.131	.034	.107	.908	
	MS7 3PRC	.070	1.218	.224	.061	.560	
	MS8 1WEN	-.006	-.133	.894	-.007	.941	
	MS8 2JSA	.049	1.095	.274	.055	.913	
	MS9 1FDB	-.091	-1.996	.047	-.100	.867	
	MS10 1SP	.010	.235	.814	.012	.951	
	MS10 2TA	.028	.630	.529	.032	.920	
	MS10 3AL	-.001	-.023	.982	-.001	.936	
	MS11 1CR	.015	.344	.731	.017	.965	
	MS11 2LE	-.045	-.996	.320	-.050	.912	
	MS11 3EC	-.007	-.147	.883	-.007	.930	
	MPSEB 16	.072	1.647	.100	.083	.954	
	MPSEB 2S	.088	1.925	.055	.097	.867	
	8	MS2 1AGR	-.034	-.757	.450	-.038	.885
		MS3 4IMP	.062	1.419	.157	.072	.943
MS4 5SLP		.002	.052	.958	.003	.911	
MS5 2HIC		.032	.719	.472	.036	.941	
MS6 1CNI		.051	1.139	.256	.058	.900	
MS6 4CME		-.056	-1.055	.292	-.053	.636	
MS7 2DCS		.089	2.013	.045	.101	.906	
MS7 3PRC		.063	1.113	.267	.056	.559	
MS8 1WEN		-.002	-.053	.958	-.003	.940	
MS8 2JSA		.061	1.377	.169	.070	.903	
MS9 1FDB		-.093	-2.036	.042	-.103	.867	
MS10 1SP		.013	.287	.774	.015	.951	
MS10 2TA		.038	.846	.398	.043	.914	
MS10 3AL		-.027	-.598	.550	-.030	.892	
MS11 1CR		.008	.181	.856	.009	.961	
MS11 2LE		-.039	-.884	.377	-.045	.910	
MS11 3EC		.004	.088	.930	.004	.922	
MPSEB 16		.090	2.067	.039	.104	.933	
MPSEB 2S		.087	1.907	.057	.096	.867	
9		MS2 1AGR	-.060	-1.300	.194	-.066	.833
		MS3 4IMP	.063	1.459	.145	.074	.943
		MS4 5SLP	.001	.014	.989	.001	.911
	MS5 2HIC	.036	.823	.411	.042	.939	
	MS6 1CNI	.040	.885	.377	.045	.885	
	MS6 4CME	-.070	-1.310	.191	-.066	.627	
	MS7 2DCS	.092	2.086	.038	.105	.905	
	MS7 3PRC	.067	1.180	.239	.060	.558	
	MS8 1WEN	.006	.133	.894	.007	.932	
	MS8 2JSA	.064	1.448	.148	.073	.902	
	MS9 1FDB	-.097	-2.140	.033	-.108	.865	
	MS10 1SP	.011	.252	.801	.013	.951	
	MS10 2TA	.031	.697	.486	.035	.909	

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	MS10 3AL	-.018	-.403	.687	-.020	.884
	MS11 1CR	.005	.107	.915	.005	.960
	MS11 2LE	-.043	-.958	.339	-.049	.909
	MS11 3EC	.003	.060	.952	.003	.922
	MPSEB 2S	.106	2.308	.022	.116	.842
10	MS2 1AGR	-.050	-1.081	.281	-.055	.824
	MS3 4IMP	.067	1.546	.123	.078	.942
	MS4 5SLP	.008	.186	.853	.009	.906
	MS5 2HIC	.051	1.157	.248	.059	.921
	MS6 1CNI	.005	.115	.908	.006	.784
	MS6 4CME	-.048	-.895	.371	-.045	.605
	MS7 2DCS	.099	2.255	.025	.114	.901
	MS7 3PRC	.072	1.282	.201	.065	.557
	MS8 1WEN	.007	.153	.879	.008	.932
	MS8 2JSA	.053	1.177	.240	.060	.889
	MS9 1FDB	-.088	-1.952	.052	-.099	.858
	MS10 1SP	.001	.015	.988	.001	.940
	MS10 2TA	.040	.913	.362	.046	.902
	MS10 3AL	-.012	-.260	.795	-.013	.881
	MS11 1CR	-.003	-.064	.949	-.003	.954
	MS11 2LE	-.041	-.917	.359	-.047	.908
	MS11 3EC	.002	.055	.956	.003	.922
	MS2 1AGR	-.064	-1.370	.171	-.069	.812