Development and Decay of Public Administration in Bangladesh

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A Three Generational Study

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PREFACE

Public administration is a very diverse discipline of social science and has been studied in a variety of political and administrative settings. What does it mean exactly, and how rapidly has public administration been changing? These are serious questions for the present globalised and changing world. To these questions, theories of public administration offer diversified answers and suggestions. Irrespective of these answers and suggestions, the analyses of theoretical arguments suggest that public administration is a public bureaucracy and has to perform some mandatory functions of the government or state regardless of its political ideology. Therefore, the principal concerns of public administration as an academic discipline are the government structure and the behavioural patterns of bureaucracy. This means that the study of public administration is the study of public bureaucracies. As a result, bureaucracy has become a prerequisite for the modernisation of every society, and it is an integral part of all modern states. As a post-colonial state, Bangladesh has a long-standing tradition of bureaucratic organisation. Historically, Bangladesh has experienced both the patrimonial and Weberian forms of bureaucracy. During the ancient and medieval periods, it experienced patrimonial bureaucracy, where the king, or *raja,* was the focal point of the administration. During the colonial period, a Weberian model of bureaucracy was established by the imperial rulers, along with elitism, training, confidentiality, policy parochialism, power, prestige and political adventurism which were treated as the steel frame of the bureaucratic structure. However, in the last three or four decades, it appears from discourses that the public administration of Bangladesh has lost its bureaucratic tradition. Therefore, this book is about the public administration and the civil bureaucracy of Bangladesh. It deals with the development and decay of public administration in Bangladesh, focusing on three generations: British India, Pakistan and present-day Bangladesh. This book explores to what extent the public administration, or public bureaucracies, have changed themselves and their service delivery across these three generations. An analytical framework has been used to examine the development and decay of public administration in Bangladesh. We believe the study makes a theoretical contribution to the literature on bureaucratic management in Bangladesh and South Asia. In the writing of this book, we have greatly

benefited from the works of many scholars and writers of public administration and political science. We owe deep gratitude to all of them. This book is a result of the enlightened contribution of many individuals. For that, we would like to acknowledge our heartiest thanks and gratitude, and we are indebted to them for their invaluable contribution to this book. Finally, we are grateful to Cambridge Scholars Publishing for publishing this book.

LIST OF ABBREVIATIONS

ACR   Annual Confidential Report

AL   Awami League

ASRC   Administrative and Service Reorganisation Committee

BCS   Bangladesh Civil Service

BNP   Bangladesh Nationalist Party

BPATC   Bangladesh Public Administration Training Centre

BPSC   Bangladesh Public Service Commission

CARR   Committee for Administrative Reorganisation/Reform

CSS   Central Superior Service

CSP   Civil Service of Pakistan

DC   District commissioner

DO   District Officer

DM   District Magistrate

DMU   Decision-Making Unit

EPCS   East Pakistan Civil Service

EIC   East India Company

GOB   Government of Bangladesh

HDR   Human Development Report

HSC   Higher Secondary Certificate

IAS   Indian Administrative Service

ICS   Indian Civil Service

IGS	Institute of Governance Studies
IPS	Indian Police Service
MP	Member of Parliament
MOPA	Ministry of Public Administration
NGO	Non-Governmental Organisation
NIPA	National Institution of Public Administration
NPM	New Public Management
OSD	Officer on Special Duty
PAR	Public Administration Review
PARC	Public Administration Reform Commission
PBES	Performance-Based Evaluation System
PO	President's Order
PSC	Public Service Commission
PSP	Public Service of Pakistan
SSC	Secondary School Certificate
SSP	Senior Service Pool
TIB	Transparency International Bangladesh
UISC	Union Information Service Unit
UK	United Kingdom
UNO	Upazila Nirbahi Officer
USA	United States of America
UP	Union Parishad
WB	World Bank

CHAPTER 1

INTRODUCTION

1.1. Background of the Study

Bangladesh is a country in South Asia with a total area of 148,460 square kilometres, and a population of approximately 162 million (The World Factbook 2019). For almost 200 years, current Bangladesh was part of the British Empire, and from 1947 to 1971 it was part of Pakistan. On the 16th of December 1971, Bangladesh became an independent state from Pakistan, and the country has continued to take shape ever since. Even after independence, the entire system of public administration in Bangladesh retains a colonial legacy. The British were very technical in running the government in the then Indian subcontinent. They used bureaucracy as a crucial and useful instrument for governing the Indian subcontinent. After the partition of India and Pakistan in 1947, Pakistan also used bureaucracy as a model of power politics (Jahan 2006).

Public administration is mostly a matter of human relationships; it concerns people rather than things. Public administration is concerned with what is attainable with the existing resources and within the policies' scope. Public administration is concerned with the 'what' and the 'how' of government. The 'what' refers to the subject and the 'how' refers to the principles and techniques of management (Dimock 1937). Public administration is concerned with governmental administration and with the means of implementing public policies. If there was no administration, then the government would be treated as a discussion club, or there may be no government (Appleby 1949). It is a subject we can learn a lot from and decide where we might be headed when implementing new laws. Over time, many iconic figures such as Plato and Adam Smith showed and taught people how to embrace power. Public administration is the art of implementing laws that serve the public interest. By studying public administration history, we may look beyond the present-day administrative behaviour and systems and investigate the roots and branches of contemporary government.

The body of public administrators is usually called the civil service, or the bureaucrats. Public administration can be regarded as the

idealism of bureaucracy. Bureaucracy has endured many generations as one of the most persistent establishments of governance and administration (Farazmand 2010). In the governance of great empires and civilisations, particularly the Persian, Egyptian, Chinese, Roman, Prussian and Indian, the presence of ancient bureaucracy can be identified (Beyer 1959; Farazmand 2009). We can say that the bureaucrats are the appointed officials who are a part of the administration or labour force. Being an integral part of the modern state machine, bureaucracy is a system of running the administration properly. Bureaucracy remains in every aspect of an organisation, whether it is public or private. The significance of bureaucracy cannot be described adequately in words as it remains at the core of government maintenance. In the developing world, bureaucracy plays an important role in both policy construction and policy execution. Bureaucracy works in line with the politicians who decide the laws and regulations in parliament and actively executes the determined results. Since independence, Bangladesh remains an administrative government and, in an administrative government, bureaucracy plays a vital role (Mahmud 2004). Bangladesh's political structure has endured a series of transformations. In the case of Bangladesh, there have been major transformations in the political structure from independence until now. Just after independence, Bangladesh experienced democracy. Meanwhile in 1975, after the assassination of the father of the nation, (Sheikjz Mujibur Rahman) the country was ruled by the military until 1990. Finally, in 1990, a movement caused the defeat of military rule and Bangladesh again marched towards democracy. From the beginning of the 1990s:

> The government's role has changed from an intervener to a referee; instead of playing the game, its main duty is to make sure that a fair game is being played. This reinvented role of the government necessitates redefining the role of the bureaucracy (Jahan 2006, 2).

After independence, bureaucracy's role continued similarly to before independence, except for expansions in ministries, divisions, departments, and statutory bodies (Ahmed 2002).

> In Bangladesh, a second-generation development challenge is to achieve 'good enough governance'. No matter how much a government tries, success will not be attained if it lacks competent institutions to implement policies. Public

administration is the key institution for policy implementation (Jahan 2006, 1).

Bangladesh's civil service structure is a legacy of the British Empire. The structure has experienced numerous modifications throughout three distinct periods: the British era (1757–1947), the Pakistan era (1947–1971), and, finally, the Bangladesh era (1971–present). There has been a considerable change in public administration following the independence of Bangladesh. At the same time, there are examples that the many systems and structures have been kept the same as those laid down during colonial rule. Many scholars and stakeholders favoured stepping down from the strict elitism of the British in the public service of Bangladesh (Ali 1993). In 1947, the British period came to an end and Bangladesh became part of Pakistan. The Pakistan period was spent mostly under military rule.

After independence, the administration of Bangladesh experienced different ruling styles, including military rule. Up to the present day the administration has been reformed as necessary; public administration is an ever-evolving area. An effective and efficient administration is a must to ensure a prosperous and developed nation. Thus, bureaucracy acts as a proper mechanism. But, after independence, it is seen that Bangladesh could not precisely follow the British style of bureaucracy due to various instabilities. Instead, bureaucracy's politicisation is widespread, and bureaucracy has been seen as a political mechanism.

These generational periods often saw various ups and downs. Sometimes initiatives brought out the best of the civil service, and sometimes the authority intuitively made the civil service inactive. The government of Bangladesh has generally been formed from the mainstream political parties, but in recent years there have been several coalition governments. Mostly, bureaucratic politicisation was introduced to implement political ideologies in running the administration. This study has been divided into three generations: the British period (1757-1947), the Pakistan period (1947 -1971) and the Bangladesh period (1971 to 2020).

The British era played the most vital role in shaping the civil service structure and bureaucratic process in Bangladesh, and most of the current systems are borrowed from that era (Ferdous 2016). The era is divided into two phases; the first from 1757 to 1857 when the East India Company (EIC) ruled the Indian subcontinent, and the second from 1857 to 1947 when responsibility passed to the hands of the British Crown (Hussain 1994). The administration in the British period performed two fundamental functions: revenue administration and corrective operations.

During the first phase of the British period, any nominations were patronage-based in the civil service. The selected people were known as "writers" (Ali 1993). But in 1833, the right to patronage by the EIC was taken away (Choudhury 1963). These steps were taken by the British government to increase the efficiency level of the bureaucracy of the Indian subcontinent. Apart from these, various initiatives were undertaken to strengthen the bureaucracy throughout the British period. The Pakistan period witnessed severe political turmoil and saw a long period of military rule. Pakistan followed the traditional Indian civil service system, although it was outdated. Numerous commissions and committees were established, and reform initiatives were introduced, after independence, to make Bangladesh's bureaucracy effective and robust. It can be said that the nature and the position of the government duly changed after independence in 1971. This change was obvious and the nation did fight against the coercive Pakistanis to prevent this change from happening. The exception was with bureaucracy as the nature and functions did not change significantly. As the new government's focus changed, it was necessary to rethink the existing roles of bureaucracy too (Welch and Wong 2001). The bureaucracy in Bangladesh has a mix of characteristics but mostly it is usual that the bureaucracy works to please the politicians as this characteristic plays the most crucial role in the policy execution process. Theoretically, Bangladesh still follows the Woodrow Wilson style of an administrative system, but with some significant principles of new public management. The government has been focusing on the efficiency and effectiveness of the activities carried out by public officials. The concern is noteworthy as the public officials' capability reflects the nation's standard of living.

From the above discussion, it can be seen how vital administration is for the efficient and effective running of a country. Thus, it is necessary to understand how the present administration is performing compared to the past. Using performance graphs for the prescribed periods, this study also intends to determine the reasons behind the administration's current situation. It also specifies some recommendations on how it can be improved further.

1.2. Statement of the Problem

"Bureaucracy in any developing country may have two critical roles" (Obaidullah 1999). The roles may be too positive or too negative. Bureaucracy in British India has been a very positive mechanism for India's fast-growing development. This means that if bureaucracy in a

country sees itself as similar to a pressure group, it may tend to enjoy an influential role in the state mechanism and do little for the nation's overall development. The decisive role played by bureaucracy is in acting as a proper mechanism; it should be seen as an instrument to support the legislature in policy drafting and should take a direct role in policy execution, as was the suggestion of Woodrow Wilson. In Bangladesh, bureaucracy started taking shape during the British colonial period, and this is still being developed today. Various commissions and committees provided reports for the further development of the bureaucracy at that time. The merit-based civil service system was started during the British era. Lots of traditions and reforms introduced by the British are still being followed. These traditions and reforms were not ineffective, but following the departure of the British in 1947, Pakistan took responsibility for Bangladesh and bureaucracy at that time was severely politicised and it also bowed to the military bureaucracy; bureaucrats worked to implement the agenda of the military rulers. Following this, Bangladesh's bureaucracy is sometimes portrayed as a negative rather than a positive catalyst to development (Rahman 2002).

The kind of role that bureaucracy plays in any particular country can be studied by its bureaucratic history. This study aims to address the historical development of Bangladesh's bureaucracy; identify whether it is seeing development or decay from the past and provide recommendations to improve it.

1.3. Research Objectives

- To determine the scope of Bangladesh's bureaucracy, whether it is in a state of development or decay and provide appropriate key recommendations to improve it.
- To identify the most influential regimes regarding the bureaucratic structures and processes in Bangladesh.

1.4. Literature Review: Approaching the Problem in the State of the Art

There are many books and articles related to bureaucracy and the history of bureaucracy. Looking into the extant collected information is a fundamental early step in the research (Neuman 2000). The incessant reforms and steps to upgrade the civil service are available in a variety of literature. It is rare to find the specific development and decay of the civil

service based on performance in the subcontinent. However, the following pieces of literature have been reviewed.

Mahmud (2004) examines how the EIC gradually took over the administrative authority of the Indian Sub-continent. In the Indian subcontinent different types of social, political and economic development reform initiatives have been taken to make the ICS one of the most excellent civil services in the world. It offered well-paid job security in the Indian subcontinent. It was referred to as elite service as being a member of the ICS allowed autonomous behaviour and decision making; the strategy of the British was to hold strict control over the native population (Mahmud 2004).

The battle of Plessey in 1757 was considered the beginning of the British East India Company. From 1757 to 1892 British rule was divided into three phases 1757 to 1833, 1834 to 1855 and 1855 to 1892. During the first and second phases, the EIC was mostly under the control of the British government. Different control mechanisms were implemented using legislation. During the third stage, the British Crown took over responsibility for India. Many argued that the transference of power from the company to the Crown did not affect the civil service's position significantly, however. In 1947, after partition, the civil service was finally divided between Pakistan and India (Ali 1993; Choudhury 1963).

The territory of Bangladesh before 1971 was administered by British rulers and Pakistani principles respectively. The influence of different Hindu Rajas, Muslim rulers, Zamindars of the Indian subcontinent and British masters can still be seen even after independence and Bangladesh still bears the legacy of British colonial rule. The bureaucracy of present-day Bangladesh also shows the power strategies that they inherited from Pakistan. The effect of bureaucracy is the same before and after independence. However, Bangladesh is no more under their control; it is at present a free nation. Bangladesh could not however maintain the former standards of bureaucracy and has been experiencing difficulties in this area since its independence (Ferdous 2016; Jahan and Shahan 2008a).

Khan (2015) claims that the types of administration in the British and Pakistan periods were different. In the case of ICS, the main focus was on serving the British interest. Various commissions and committees formed during this time had the same interest. And this system continued for a long time up to 1947. But from 1947 the culture of the CSP has changed completely. The CSP was committed to serving the trust of its people and pursuing the democratic value of the new nation.

Waseem (1989) noted that in Pakistan in the early days the bureaucrats were the active force, but then gradually political actors

emerged. Although Pakistan took a long time to create its constitution, after its formation its legitimacy was continually questioned due to the politicians of Pakistan using it for their own gain.

There is a need for administrative reform in the civil service of Bangladesh. Bangladesh has been using the tools and techniques that the British government had used in its civil administration, but Bangladesh needs to create its own tools and policies. There should be a sharp break from the past; although many strategies were used to make the civil service people-centred, it still lacks some key features. When Bangladesh achieved its independence under the leadership of Bangabandhu Sheikh Mujibur Rahman, he was more focused on administrative reforms. On the 1st of February 1972, while addressing a discussion of administrators, Bangabandhu said,

> My dear government employees, you will have to dedicate yourselves to the service of people and place national interest on top of everything else. From now on, you will have to change your past bureaucratic mindset and consider yourselves as service providers to the country's citizens (Khan 2017).

Khan notices that for any developing country where democracy is at a crucial stage, administrative reform is a must. The roles of the state, the private sector and civil society are essential to facilitate the functioning mode of government in such developing countries. But in Bangladesh, the public service delivery system has reached an unparalleled degree of incompetence. To improve customer satisfaction better approaches are required such as more active and significant participation by the senior bureaucrats. The reform projects that have been initiated so far seek to establish an administrative structure that will guarantee effectiveness, professionalism, meritocracy, liability, responsiveness and democratic control of administration by chosen officials (Khan 1998).

Potter noticed that the ICS Collectors were placed all over the districts, in the provinces as well as in central government. This was done to exert control over the scarce resources in British India. Secretaries were centrally involved in framing and executing policy, at the same time they could access the viceroy if needed. ICS individuals were unique and belonged to a service class. Those who were the faithful servants of the imperial government were placed in a higher position and sometimes were gifted with automatic promotions. Civil servants with ambitions but no political backup were not rewarded in this way, however. Senior civil servants' location and their movement within the British government system gave them a dominating power. Their positions throughout the

whole of British India created a framework of rule and the political leadership had the utmost trust in them. At the same time, substantial autonomy and staff benefits allowed them to act appropriately on behalf of those they served and so there was a close relationship between the bureaucrats and political leaders during that time. A good connection between the ICS staff and zamindars (Indian aristocrats) was perpetuated to ensure favourable tax concessions (Potter 1996).

Sarker (2004) emphasises the need for new public management style reforms. Looking at the developed nations, it can be seen that they have sound administrative systems that can implement new public management successfully. After independence, various international donor agencies influenced different administrative reform committees and commissions in Bangladesh. The government's incapacity however is a constant factor and it is exacerbated by the clientele characteristics of Bangladesh politics. The dearth of essentials in the Bangladesh administrative structure, the lack of democratic rule, factional conflict in the public division, administrative politicisation and endemic corruption prevail everywhere in the public area. The maintenance of order, restoring the rule of law in the governing structure and providing essential services to Bangladeshi citizens must also be prioritised. However, until today, no noteworthy outcomes have been accomplished. So, improving the productivity, responsibility and accountability of the administration system is a must. And at the same time, political leaders should take a strong stand to implement any reform that brings positive change.

Ahmed (2014) examines both the retrospect and current prospects of the public administration in Bangladesh and concluded that although several changes were made in the government system the quality of governance remains the same. Heroic attempts were made but a significant commitment to those attempts was not seen. Their main focus remains on survival rather than state development. Party politics has influenced the bureaucratic institution so adversely that they are mostly busy fulfilling the personal political demands of politicians. This became a traditional behaviour pattern of the senior civil servants of Bangladesh. Institutional capacity has been reducing day by day. Bangladesh failed to create a balance between bureaucracy and democracy. The country has focused more on the top-down hierarchy rather than a bottom-up hierarchy. Reluctance has been seen in the case of response to new directives. Irresponsible party behaviour and the lack of the decentralisation of power are the main reasons for mal-governance in Bangladesh.

The literature reviews, which are discussed above, show that almost all of the researchers made their analysis on the history or structure

of public administration. A few researchers talked about its functions, importance and different types of problems. However, they have not paid attention to the concept of a comparative analysis of the history of the three generations of public administration in Bangladesh. Consequently, there were fewer studies based on a generational survey of the Bangladesh public administration.

1.5. Rationale and Value of the Study

Studying the history of public administration is vital. Moreover, public administration is at the core of the authority of national development. The government's function has altered during the period of Bangladesh's evolution, and bureaucracy has become a prerequisite for the modernisation of every society worldwide (Panday 2012). After independence, its focal point was the fulfilment of advancement in all aspects of life, through interference and by positively utilising the administration. However, it can be contended that development cannot be achieved and maintained without an efficient civil service if it is viewed as a multifaceted idea. The administration can be competently run if an appropriate bureaucratic procedure can be followed. This study evaluates the current bureaucratic situation, based on performance and gradual development. A generational study is usually comparative, and the comparisons are based on the development and decays of historical incidents. Different regimes have had their characteristics and their influence on the bureaucracy of Bangladesh. This comparative study will be the source for evaluating whether the bureaucracy's efficiency has deteriorated or developed over time. Another indispensable area of this study is finding out how much change has been applied to the current civil service from the earlier period; this would ensure the modern adaptability of the civil service which should be normative and nomothetic. This study will add additional information about Bangladesh's bureaucratic history and put forward some recommendations to ameliorate the current situation. This generational study will also help to understand the period-based development of the bureaucratic history of Bangladesh.

1.6. Limitations of the Study

This is a comparative study where we can look at the generation-based development or decay of bureaucracy in Bangladesh. No research can be carried out and completed without facing some difficulty. In social science, these inadequacies or constraints impact and influence the study

(Rahman 2015). Among the problems that were faced whilst completing the study were:

- A vast amount of literature can be found on the public administration history of Bangladesh, but there is a limited amount of literature on the generational study of Bangladesh.
- This book covers a broad area, so it was very challenging for the authors to conduct an in-depth analysis in every individual area.

1.7. Structure of the Book

The book has been divided into seven chapters:

Chapter 1 gives an overview of the discussion that deals with the background, research problem, the study's significance, research objectives, literature review, the limitation of the study and the structure of the book.

Chapter 2 provides the theoretical framework, conceptualisation, and operationalisation of the variables regarding the development and decay of Bangladesh's public administration and research methodology, and variable identification.

Chapter 3 illustrates the British period of the history of the Bangladesh Civil Service, how the British shaped India's civil service and the development and reform initiatives are analysed here. The British period is the most critical period for developing the public administration in Bangladesh as it still follows that system more or less.

Chapter 4 presents the history of Bangladesh's public administration during the Pakistan period. From 1947 to 1971, Bangladesh was a part of the then Pakistan. During this period, Pakistan was primarily dominated by the army, resulting in public administration formation within this civil-military structure.

Chapter 5 describes the current situation of the public administration in Bangladesh after its independence in 1971. Various reform initiatives have been adapted to the modern state. Many recommendations have been taken into account, but many have not and some decisions were successful and some failed.

Chapter 6 discusses the comparative analysis of the above mentioned three periods and the research findings.

Chapter 7 provides a conclusion and some much needed and essential recommendations for further developing Bangladesh's public administration. The recommendations on reducing the decay and flaws of the public administration are also given in this chapter.

CHAPTER 2

THE THEORETICAL AND CONCEPTUAL FRAMEWORK

2.1. Introduction

This chapter provides an analysis of the decay and development of public administration from theoretical and conceptual perspectives. Thus, the fundamental aim of this chapter is to develop an analytical and theoretical framework to analyse the development and decay of public administration in Bangladesh. The chapter articulates the conceptualisation and then the operationalisation of crucial terms to establish a theoretical model compatible with conceptualisation (Demir and Nyhan 2008). Finally, this chapter deals with the study's methodology, which includes the research method, sources of data collection, variable specification and its analysis.

2.2. Conceptual Definition of Variables

2.2.1. Public Administration

Public administration is a study of how government policies are executed. It also trains civil servants for this job (Frederickson 2011). Some of the various definitions which have been offered for the term public administration are mentioned here. According to Woodrow Wilson, public administration is how the law is executed systematically, and that how the law is executed is the art of administration. He says further that the administrative systems are the most noticeable side of a government. When public administration is being described or defined, what is being thus described or defined is the government. Administration defines the activities by which a government performs and is part of the executive body (Wilson 1887). The executive part of the government is one of the most crucial and significant parts as it ensures the implementation of chosen operations.

Kernaghan claims that public administration does not have a widely accepted definition because its scale is so broad. It is better to describe the term public administration rather than define it. Public administration still suffers from an identity crisis. The argument on whether public administration itself is a discipline is still a matter under debate. Public administration has many similarities with political science and consequently, many people view it as a subgroup of political science. There is another discipline, administrative science, from which public administration developed and therefore public administration could be seen as part of administrative science too (Kernaghan 2015).

2.2.2. Development

The word 'develop' comes from the Italian word '*voluper*' which means to unwrap or unfold. The definition of "development" has always been controversial over time (Utkal University n.d.):

> Although development has been a constant concern of governments, policymakers, economists and other social scientists–and has touched the lives of more people than ever before–there has been little agreement on what constitutes development, how it is best measured and how it is best achieved. One reason for this lack of agreement is that dissatisfaction with the pace and character of economic and social change has instilled a desire to redefine the aims and measures of development (HDR 1990, 104).

Thomas (2000) discusses three ways of using the word 'development'. These are:

- Development as a vision: an image or definition of how ideal a community should be
- Development as a historical process: societal transition which takes place due to inescapable processes over long periods of time. It has been argued, for instance, that the shift from an agricultural to an industrial society is an inevitable consequence of development.
- Development as an action: conscious attempts to fundamentally improve things. For example, offering food assistance to relieve hunger (Thomas 2000, 1).

One of the most frequently cited definitions of 'development' comes from Richard Beckhard, an early leader in the field of development who defined it as:

> an effort (1) planned, (2) organisation-wide, (3) managed from the top to (4) increase organisation effectiveness and health through (5) planned interventions in the organisation's 'processes,' using behavioural-science knowledge (Beckhard 1969, 9).

2.2.3. Efficiency

An efficient public administration is key to the smooth running and development processes of a country. As public administration in a country is given the responsibility to provide public goods and services to its citizens, it can be said that the efficiency level depends on this service delivery. The more public administration delivers the services and public goods to the citizens in a proper way, the more the public administration become efficient (Manzoor 2014). This productivity rate or service is the goal of any government.

Trace the origins of efficiency back to Aristotle's work on the nature of knowledge, specifically "four aspects of causation" from which his followers derive the notion of efficiency. They further assert that Aristotle's efficiency was directed toward the achievement of some goals or objectives as in a "substantive sense of efficiency". A common definition of efficiency is embedded in more technical terms whereby it is a measure of the ratio of output to input. This is also known as technical efficiency (Rutgers and Meer 2010, 2).

Mandl, Dierx, and Ilzkovitz (2008) pointed out efficiency and effectiveness. They focused on three specific factors to determine efficiency and effectivity, and these are inputs, outputs and results. Proper input or output resources can bring successful results as results are always needed to measure a situation. Typically the governments consider the policy objectives as the results, which also depend on proper inputs. The terms efficiency and effectivity are often used interchangeably. Meanwhile, both efficiency and effectivity are highly responsive to environmental impacts.

Efficiency is essentially a comparison between inputs used in a certain activity and produced outputs. When, with a given number of inputs or resources, a decision-making unit (DMU) – be it a company, a government body or a country – attains that level of output or outputs that is the maximum attainable under the existing technology, that DMU is

said to be efficient, i.e. it operates at the 'production possibility frontier'. When it produces less than what can possibly be attained, the DMU is considered to be inefficient (Yahia and Essid 2019, 5).

2.2.4. Effectiveness

The term 'effectiveness' produces many different meanings. Organisational theorists defined the term differently between 1950 and the present time. Interestingly the term has been defined at different levels, such as individual and organisational levels (Mitchell 2012).

'Effectiveness' is derived from the Latin *effectivus* which has multiple meanings such as creative, productive and effective. This word has been used in the English language since approximately 1300 to 1400 CE. Effectiveness indicates the capacity of doing something which brings out the desired results or outcomes (Yuchtman and Seashore 1967). The Cambridge Dictionary (n.d.) defines the concept as "the ability to be successful and produce the intended results." Effectiveness is defined as "the capacity to persuade, the power to produce the desired result and the quality of an utterance that provokes interest and produces an effect" (Merriam-Webster Dictionary, n.d.). Effectiveness is when someone is doing the right things along with accuracy to accomplish any goal. Lexico (n.d.) described the word effectiveness as the degree of measuring the success in bringing some desired output. So, we can say something effective when it is accurate and capable of bringing the desired result (Bourne 2006).

The levels of analysis of organisational effectiveness are as follows:

Table 2-1 Level of Analysis for Measuring Organisational Effectiveness

Researchers	Level of Analysis
Scott et al. (1978) Cummings (1980)	Individual level
Pennings and Goodman (1977) Van de Van and Ferry (1980)	Subunit level
Yuchtman and Seashore (1967) Price (1968)	Organisational level
Hirsch (1977) Pfeffer and Salancik (1978)	Organisational-environment level

Source: Adapted from Cameron and Whetten (1981, 525).