

**Relationship between Media and Bureaucracy
in Bangladesh:**

A study on the effect of administrative culture

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Dedicated To

My Daughter

Asma Ul Husna

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Content

	Page No.
Dedication	ii
Acknowledgement	iii
Table of Content	iv
List of Figures	vi
List of Tables	vii
List of Abbreviations	viii
Abstract	ix
CHAPTER 1: INTRODUCTION	1
1.1 Background	3
1.2 Statement of the problem	4
1.3 Illustration of the problem	5
1.4 Scope of the study	6
1.5 Objective of the study	6
1.6 Research Problem	6
1.7 Hypothesis	7
1.8 Justification of the study	7
1.9 Methodology	8
1.10 Source of data	9
1.11 Data processing analyzing plan	9
1.12 Organization of the study	9
CHAPTER 2: LITERATURE REVIEW AND ANALYTICAL FRAMEWORK	11-28
2.1 Defining Culture	
2.2 Administrative culture in Bangladeshi context	11
2.3 Culture and organizational behavior	11
2.4 Bureaucrats' relations with citizen	12
2.5 External and internal context of culture	13
2.5.1 Culture of secrecy	13

2.5.2	Information leak	14
2.5.3	Hofstede's study on organizational culture	14
2.5.4	Power and authority relations	15
2.5.5	Uncertainty avoidance	16
2.5.6	Collectivism/Individualism	17
2.6	Fourth Estate concept of media	18
2.7	Role of media	19
2.7.1	Watchdog role	20
2.7.2	Agenda setting role	21
2.7.3	Gate keeping role of media	23
2.8	Media and government	24
2.10	Analytical framework	24
2.11	Dependent and Independent variables	25
		27
CHAPTER 3: FINDINGS AND DATA ANALYSIS		30-48
3.1.	Respondents of the study in a brief	30
3.2.	Relationship between media and bureaucracy	31
3.3.	Power distance and behavioral traits of bureaucrats	35
3.4.	Uncertainty avoidance and its effect on the behavior of bureaucrats	43
3.5.	Impact of collectivism on bureaucratic behavior	45
3.6.	Administrative culture and relationship between bureaucracy and media	46
3.7.	Combined impact of cultural variables on media-bureaucracy relationship	47
3.8.	Findings at a glance	48
CHAPTER 4: SUMMARY AND CONCLUSION		49-52
4.1.	Summary of the findings	49
4.2.	Policy Implication	51
4.3.	Space for future development	52

REFERENCES	63
Appendix 1: Questionnaire for civil servant (in English)	67
Appendix 2: Questionnaire for media personnel (in English)	70
Appendix 3: Questionnaire for media personnel (in Bengali)	74
Appendix 4: Interview checklist	77
Appendix 5: Correlations table for the indicators of relationship perceived by the bureaucrats	78
Appendix 6: Number of sampled journalists and their corresponding organization	79
Appendix 7: Correlations table between Administrative Culture and relationship between media and bureaucracy	80

List of Tables

	Page No	
Table 2.1	Bangladeshi culture according to Hofstede (2001)	16
Table 2.2	Dependent and Independent Variables	29
Table 3.1	Descriptive statistics of the variables related to relationship between media and bureaucracy perceived by the bureaucrats	32
Table 3.2	Descriptive statistics of the variables related to relationship between media and bureaucracy perceived by journalists	34
Table 3.3	Relationship between media and bureaucracy	35
Table 3.4	Descriptive statistics of the variables related to power distance of bureaucracy	37
Table 3.5	Descriptive statistics for variables related to uncertainty avoidance	44
Table 3.6	Descriptive statistics of the variables related to collectivism (with media) in civil bureaucracy	45
Table 3.7	Correlations Between Cultural Variable of Bureaucracy and Relationship with media	46

List of Figures and Boxes

	Page No.	
Figure 2.1:	Analytical Framework of the study	27
Figure 3.1:	Bar diagram of the frequency of the respondent in public sector	31
Box 1 :	Points to be considered for selecting indicators of Power distance	36

List of Abbreviations

ADB	Asian Development Bank
ATI	Access To Information
BCS	Bangladesh Civil Service
BPATC	Bangladesh Public Administration Training Center
DC	Deputy Commissioner
DS	Deputy Secretary
HPD	High Power Distance
IBM	International Business Machines
PARC	Public Administration Reform Commission
PDI	Power Distance Index
PIO	Principal Information Officer
RTI	Right To Information
SPSS	Statistical Package for Social Sciences
UN	United Nations
UNO	Upazila Nirbahi Officer
WB	World Bank

Abstract

The bureaucracy in Bangladesh is partly characterized by the strained relationship with the external environment including media. This study examines the existing relationship between media and bureaucracy and tries to find out the effect of administrative culture on this relationship. Bureaucracy as an institution is responsible to run the government machinery and to provide services for the people. And one of the major roles of media in democratic society is to act as a liaison between the government and people. From the government's point of view, public relations play a key role to enhance the image of the government organization to the public while media relation is a vital part of public relations. Thus the effectiveness of the bureaucracy will be enhanced if this relationship is managed properly.

The administrative culture of the bureaucracy in Bangladesh was highly influenced by the traditional *samaj* and British colonial administration system. The interplay of such diverse norms developed certain values among bureaucrats which shaped the administrative culture of Bangladesh. Based on the existing literature, the study determines the traits of the administrative culture such as: elitism, paternalistic attitude, too much emphasis on rules and regulation, adherence to the structured environment, clientelism, etc. The behavior of bureaucrats in dealing with the media is largely influenced by the administrative culture prevalent in the bureaucracy of Bangladesh.

While playing the role of watchdog, media needs to be critical on the government affairs and this creates tension between bureaucrats and media personnel. In this context, the theory of administrative culture can be used to explain the dynamics of the relationship between media and bureaucracy.

This study uses Hofstede's model to identify the disintegrated variables of administrative culture which include power distance, uncertainty avoidance and collectivism and tried to find out how these variables exerted impact on the relationship between media and bureaucracy. Qualitative and quantitative approaches were used to explore and understand the opinions of the respondents on social problem. This study is primarily

based on quantitative data but the qualitative data and evidence were gathered in order to substantiate the findings of the former. For questionnaire survey, two separate sets of question were framed and administered among the bureaucrats and media personnel.

Findings of the study revealed that the relationship between media and bureaucracy was not one of cooperation. Cultural variables of this study had impacts on the relationship. Power distance had the highest impact and followed by uncertainty avoidance and the collectivism did not exert any significant impact on the relationship between media and bureaucracy.

To improve the effectiveness of the bureaucracy, its relationship with the external environment needs to be managed properly. Public relation of the government organization is very useful to improve the image of the government organization and well-managed media relations are considered as the vital part of public relations management. So there is a need to incorporate a module of media relations management with the existing training programs for the bureaucrats.

CHAPTER 1

INTRODUCTION

This study examines the effect of administrative culture on the relationship between media and bureaucracy in the context of Bangladesh based on the cultural theory. It is often perceived that the public administration in Bangladesh maintains a strained relationship with the external environment including media (Jamil 2001). Media, on one hand, supposed to inform citizens about what is happening in the government; on the other hand, government learns what is happening in the public sphere from the media (Linsky 1986). Thus the relationship with media could help to enhance the effectiveness of bureaucracy as a tool to development if this relationship has been managed properly.

Administrative culture refers to norms and values that shape and influence the bureaucratic attitude, interpersonal relationships and performance. The administrative culture of Bangladesh is predominantly influenced by the traditional samaj¹ and British colonial administrative system (Jamil 2007: 2). Bureaucracies in Bangladesh are likely to inherit a conservative paternalistic orientation from its pre-independence days where the order of the society was maintained through establishing and maintaining a hierarchic administrative system (Rodman 1968).

The Bangladesh civil service can be characterized as over centralized, unaccountable, inefficient, underpaid, coercive, and non-transparent. One of the checkered features of the Bangladesh civil service is that it is inherently a closed system² (Monem et. al. 2008). On the other hand, the media is in a position to dig out and expose corruption. They can keep a check on public policy by throwing a spotlight on government action. In many cases media is found to be critical on the government actions such as inefficiencies, misallocation of fund or misuse of power. Again the bureaucrats often seem to question about the integrity and the ethical practice of the media and media personnel. Moreover, it is common in Bangladesh that the institutions, in a paternalistic culture of Bangladeshi

¹ Literally samaj means society, It reflects the dominant cultural and societal norms and values accepted and agreed upon by majority of citizens.

² The determination of whether a system is open or closed is a reflection of the manner in which the system interacts with its environment (Dudley et. al 1981)

society, trying to establish one's undue authority over others causes tension and struggle for power and this ultimately leads to a tussle between the two entities - one is the bureaucracy - having enormous amount of clout inherited from colonial legacy and the other is the media - the emerging powerhouse, given the democratic polity and globalization.

In most countries the freedom and independence of the media are guaranteed not solely by laws, but by the culture of accepted-mores of the society. Thus, while the United Kingdom has had a rather restrictive Official Secrets Act (until 1989 even the type of biscuit served to the prime minister was a secret), the British media rank highly on any measure of freedom. Freedom House gives the United Kingdom a score of 80 out of 100 on its index of press freedom (Islam 2002). It is because of culture which is the underpinning factor of the actions of all the actors involved in political interactions of a society.

Though the outcome of media coverage involves the business of the government i.e. government organization such as a ministry or a directorate, the interface actually involves a news-maker who may be a young journalist with an official in the Ministry or a Directorate. Their attitudes toward each other, level of cooperation, release of information, accuracy and sensitivity of information provided may influence the relationships between media and bureaucracy at an individual level. This study makes an assessment in the context of Bangladesh by looking at the interface at the individual level to examine the extent to which the administrative culture contributes to the shaping of the role between the media representatives and the bureaucrats.

1.1. Background

Freedom of expression is a core aspiration of the United Nations' 1948 Universal Declaration of Human Rights and is widely seen as underpinning democratic freedoms, such as the right to form political parties, the exchange of political ideas, the questioning

of public officials, and so on³. Freedom of the press is a fundamental right of all citizens as guaranteed in the Constitution of the People's Republic of Bangladesh. Article 39 of the Constitution of Bangladesh has recognized the 'freedom of thought and conscience' and the 'freedom of expression' as fundamental rights to the citizens.

Media outlets are crucial to the exercise of freedom of expression because they provide the public platform through which this right is effectively exercised. One of the fundamental roles of the media in a liberal democracy is to scrutinize governmental affairs: to act as the 'Fourth Estate' of government to ensure that the government is accountable by the public.

The mass media occupies a role of liaison between citizens and governments (Siebert et. al. 1956). Hilary Clinton, the US secretary of state, has rightly said that when a free media is in jeopardy, all other human rights are also threatened. The media must not be seen as an opponent but as a prerequisite to vibrant democracy⁴ (Haque 2011). Conceiving the importance of the free flow of information, the right to Information (RTI) Act 2009 was adopted in the first session of the Ninth Parliament on March 29, 2009 by the Government of Bangladesh⁵. The provisions of the law became effective on July 1, 2009, while on the next day the Government formed the Bangladesh Information Commission as provided by the law.

Sound public and media relationship with government fosters an environment of trust and support among citizens for government activities (Gaziyan 2007). The capacity of the civil servants on implementing effective media relations is considered as one of the most important determinants in today's public management affair. In total public administrative affair of the government, media relations constitute the significant part. If media relations are not maintained properly, the whole public relation system of the government may fail.

³ United Nations, Universal Declaration of Human Rights, (UN, accessed on 10 January 2008); available from <http://www.un.org/Overview/rights.html>, Internet.

⁴ Haque, N 2011, '21st century media and Bangladesh', The Daily Sun, 6th May

⁵ Government of Bangladesh, The Bangladesh Gazette - The Right to Information Act, April 6, 2009 Preamble

1.2. Statement of the problem

Culture in one hand can be viewed as the composition of norms, values and beliefs and these factors constitute the ideational view of culture. On the other hand, culture can be viewed as the complete way of life and this constitutes the behavioral view of culture (Aminuzzaman 1993). Thus the culture has its impact on the behavior of an individual. Organization is composed of individuals and organizational culture is the generalized characteristics of individuals that shape the commonness of a particular organization.

If we analyze the title of the research work we will find the following terminology: the effect of the organizational culture and the relationship between bureaucracy and media. Organizational culture of the bureaucracy has its impact on the bureaucratic behavior. Since the organization is part of a particular society, the organization culture will be conditioned by the cultural aspect of the community or the society.

It is often seen that media balances the power-relations between the policy-makers and the people - for whom the policy is formulated. This balancing role of media challenges the stability of the conventional power structure of the bureaucrats having traditional mindset. In other way, media, while playing a criticizing role, may create tensions with the government. In such a situation, culture could be termed as the underpinning factor of the bureaucratic behavior having its effect on the relationship between media and bureaucracy.

1.3. Illustration of the problem

Administrative culture creates such norms that influence bureaucracy's relationships to politics and society in general. In Bangladesh the bureaucracy has long history and has been subject to influence from highly disparate sources, indigenous as well as foreign (Jamil 2007), that put a conflicting impression on the norms and culture of the bureaucrats.

In administrative literature, the bureaucracy of Bangladesh is characterized as sluggish, irresponsible, inefficient and corrupt although there are some diverse views on it (Jahan

2006). Media on the other hand is regarded as the agent of ensuring transparency and accountability. While a group of commentators in Bangladesh are also found critical about the role of media when they see media being deviated from the task of upholding the democratic aspiration of the citizens and conserving the interests of certain business and political elites (Riaz 1998).

Bureaucracy is considered as the agent of development and primarily responsible for the formulation and implementation of the policies and programs. It is the normal tendency of the media, on the other hand, to be critical to the activities of the government which is primarily run by the bureaucrats. Thus there is a natural clash between the two conflicting entities. Sometimes this conflict is benevolent to protect national interest to certain extent. Again too much criticism all the time and no praise for what-so-ever hampers the relationship between the two groups to such an extent that eventually leads to deceleration of the development.

Therefore the current study attempts to explore the real scenario of the relationship between media and bureaucracy and further evaluate the relationship between the two entities in the light of socio-economic conditions of Bangladesh. The study focuses on issues relating to the aspect of administrative culture. As it is difficult to identify the ideal scenario of the complex relationship between the bureaucrats and the journalists, there must be some studies to comprehend this complicated relationship.

1.4. Scope of the study

The scope of the study is limited to the analysis of the effect of administrative culture on the relationship between media and bureaucracy. It is to be noted that the current study focuses only on public organizations⁶ and its relationship with only print media. Culture may have the external factors⁷ such as tolerance to criticism, secrecy, pro-activeness /re-

⁶ The public 'organization' include, as stipulated in the law, 'any ministry, division, or offices created under the provision of the constitution of the state. Besides, the head office, divisional office, regional office, district-level offices and upazila offices of the government are also included.

⁷ External factors of organizational culture refer to the traits those developed to deal with the outside environment of the organization.

activeness, and also internal factors⁸ : power and authority relations, risk taking attitude and collectivism or individualism. This study concentrates on the internal aspects of organizational culture of the public organization and tries to find out the effect of the factors on the relationship with the media and press.

The study uses the Hofstede's four dimensional approaches of organizational culture. These four dimensions of organizational culture includes: Power distance, uncertainty avoidance, individualism/collectivism and masculinity/femininity. But in the context of the present study, the first three dimensions are used. Masculinity/femininity dimension is excluded deliberately as the previous study did not find decisive evidence that characterizes Bangladeshi society as well as administration (Aminuzzaman 1993)

1.5. Objective of the study

- The objective of the study is to assess the effect of organizational culture (conditioned by factors internal to the organization includes: Power and authority relations, uncertainty avoidance, Individualism) on the relationship between media and bureaucracy.
- The study also explores the behavior of the bureaucrats as a cultural output and how they deal or interact with external entities like media.
- Another objective of this study is to find out the nature of relationship that exists between media and bureaucracy.

1.6. Research question

- How is the relationship between media and bureaucrats?
- To what extent the organizational culture of public administration affect the relationship between media and bureaucracy?

⁸ Internal factors of organization culture are closely related to the national culture where the traits are developed through long-held value system in a society.

1.7. Hypothesis

- Organizational culture of public administration has significant impact on the relationship of the two groups.
- The relationship that exists between media and bureaucracy is not cooperative.

1.8. Justification of the study

In Bangladesh, there is a scarcity of studies linking organizational behavior to social norms and values. The interpersonal and inter-institutional relationship, as one of the variable of organizational behavior, between bureaucrats and media has its impact on the policy formulation. Media works as the feedback channel and plays a crucial role to fine-tune the policy to maximize benefit to the people. Moreover the well-managed relationship with media can enhance the image of the government organization to the public.

Some researchers have conducted studies on the relationship between the media and the people. But the relationship between media and bureaucracy remains an untold story. Leslie H. Gelb, national security correspondent of the New York Times, states that:

"There is no more important relationship in public policymaking than that between the press and government (Linsky et. al. 1988)."

These fields are intimately connected and the investigation about their interrelationship can provide us a more realistic picture of the political interactions in a society. And the present research only focuses on the administrative culture of the bureaucrats and its effect on a functioning media.

Media works as an intermediary between government and the citizen, as it is difficult for a common individual to gather information. Thus there is a need to assess the existing relationship between these counterparts. Professional roles of bureaucrats and media personnel will lead to the development of the nation through improving the governance indicators like accountability and transparency.

1.9. Methodology

As stated earlier, the study has been designed to analyze the effect of organizational culture on the relationship between media and bureaucracy. Hofstede's model is used as the conceptual guidance to understand the effect of culture on the organizational behavior.

The study is based on both secondary and primary data. Secondary data are largely obtained from various sources of published statistics, journals and publications. In-depth interview with semi-structured questionnaire has been conducted with two groups of respondents: media personnel and bureaucrats (in-service/retired).

Questionnaire survey among the stake holder was conducted which includes the media personnel and the members from the civil service. Qualitative and quantitative approaches were used to explore and understand the opinions of the respondents on social problem which is called mixed method approach. It is an approach to enquiry that combines or associates both quantitative and qualitative approach. This method involves philosophical assumptions, the use of quantitative and qualitative approaches and mixing of both approaches in the study to examine the relations among the variables, used in research (Creswell 2009: 4). This study is primarily based on quantitative data but the qualitative data and evidence are gathered in order to substantiate the findings of the former.

For questionnaire survey, two separate sets of question were framed and administered among the bureaucrats and media personnel. Pre-test of the questionnaires was carried out before conducting the actual interview. During pretesting it was found that the English version of the questionnaire seems bit difficult for the respondents of media. Then the questionnaire was translated into Bengali for the journalists and for the bureaucrats no significant change was required. Questionnaire survey method has been conducted to find out new insights into the pattern, structure and peculiarities in the data and the number of respondents for quantitative research was thirty from each type of respondents.

Convenient sampling technique has been used to retrieve the data from the respondent of civil bureaucracy. Generally the bureaucrats above Deputy Secretary⁹ interact more with the media. It was primarily thought that the bureaucrats with position equivalent to or above Deputy Secretary would be taken as one of the units of the study. But due to time constraint civil servant below the rank of deputy secretary was also taken as the respondent of this study. In this context those civil servants were taken who had the tenure of service more than 10 years and had the experience of working as UNO¹⁰ (Upazila Nirbahi Officer) at the field. The study area was Dhaka and its surrounding. For questionnaire survey of the other group: the media, convenient sampling was used and journalists who do reporting on the public affair and secretariat correspondents were selected as the respondents of the study.

1.10. Sources of data:

- Primary source: Questionnaire Survey and interview.
- Secondary Source: Relevant publications, books, articles, news paper, published and unpublished documents of related interest.

1. 11. Data processing and analyzing plan

The collected data has been processed and analyzed using statistical techniques and instruments. Statistical Package for the Social Sciences (SPSS) was used to analyze the data.

⁹ The Upazila Nirbahi Officer is assumed to be coordinating officer of the Upazila and he/she belongs to BCS (administration) cadre of Bangladesh Civil Service. An officer with the rank of senior assistant secretary from BCS (administration) cadre is posted as UNO (Sarker 2011).

¹⁰ Deputy Secretary is a cadre official of Bangladesh civil service positioned in third layer in the organogram.

1.12. Organization of the study

Chapter One: Introduction - This chapter consists of introductory discussion and it covers an overview of the discussion on the subsections as: background, research problem, illustration of the research problem, significance of the study, research questions, hypothesis, research objectives, scope of the study, method of enquiry and structure of the thesis.

Chapter Two: Literature review and analytical framework - This chapter deals with the discussion on review of relevant literature. Broadly, national culture and its implication on the organizational culture, the bureaucratic behavioral traits those emanating from the cultural orientation of the individual and theories related to the role of media are covered. Analytical framework with relation to dependent and independent variable and corresponding indicators are presented in this chapter.

Chapter Three: Finding and analysis-The main findings of the study have been presented in this chapter. Corresponding analysis also has been shown. To analyze the data of the quantitative survey, the findings of qualitative study and secondary literature have been used. All the findings have been substantiated using the findings of qualitative part of data collection of the research and secondary literature.

Chapter Four: Conclusion - Concluding remark has been manifested in this chapter. Here, the findings of the study have been summarized. The study also presents some hints on the importance of policy intervention needed to manage media for enhancing the development. Finally some drawbacks of the study and scope of future improvement in this field have been presented.

CHAPTER 2

LITERATURE REVIEW AND ANALYTICAL FRAMEWORK

The objective of this chapter is to discuss relevant literature on administrative culture and theories related to the roles of media and try to correlate the findings in the context of Bangladeshi society. The chapter also deals with the bureaucratic behavioral traits those emanating from the cultural orientation of an individual to show how these traits affect the relationship with external environment including media. Hofstede's theory of culture is used to disintegrate the administrative culture of bureaucracy to show how each component exert its effect on the relationship between media and bureaucracy. Based on the existing literature of administrative culture and role of media, an analytical framework is developed to demonstrate the relationship between dependent and independent variables.

2.1. Defining culture

Culture is the collective programming of the mind which distinguishes the members of one group or category of people from another. It is a collective phenomenon, because it is at least partly shared with people who live or lived within the same social environment, which is where it was learned (Hofstede et. al. 1995).

2.2. Administrative culture of Bangladesh

Administrative culture creates such norms that influence bureaucracy's relationships to politics and society in general. In Bangladesh, the administrative culture of the bureaucracy is highly influenced by the traditional samaj and colonial administration system. One of the characteristics of samaj can be explained by its propensity to maintain stability in the society by defining the role of all the individuals who are supposed to abide by the norms of the samaj. The objective of the colonial administration was to maintain law and order for collecting taxes smoothly made the administrative leader at that time to establish an administration which was distant from common people. The interplay of these indigenous and foreign norms developed conflicting impression on the

values among bureaucrats which are still prevailed in the bureaucracy of the independent country and shapes the administrative culture of Bangladesh.

Ishtiaq Jamil in his book named “Administrative Culture in Bangladesh” pointed out several factors those affect the interpersonal relationship of bureaucrats. Based on the orientation of the bureaucrats with the colonial administration system and traditional *samaj*, Jamil (2007) figured out several features of the bureaucrats and termed them as the classical orientation of the bureaucratic behavior. Classical bureaucrats are rule and procedure oriented; having more negative attitude to politics and one of the remarkable characteristics of the classical orientation of the bureaucracy is its emphasis on the stability and balances in the society.

On the other hand, the political bureaucrats are more result oriented. They are more likely to adopt public choices approach. Politically oriented bureaucrats rely more on the public demand to accomplish the managerial activities, and they are more inclined to innovate and to change. Administrative reform measure and community transformation programme has the resemblance to the political orientation of the bureaucracy. But the bureaucracy of Bangladesh is more influenced by the British colonial administration and ‘samaj’. Thus Classical orientation of the bureaucracy is prevailed in the administrative system in Bangladesh.

2.3. Culture and organizational behavior

The concept of culture has become a tool in the study of organizations. In the context of organization, culture is used to explain organization’s events and human behavior that are beyond the explanation based on rational and economic theories. The first major link between culture and organization presumes that there exists in a real and tangible sense a collective organizational culture that can be created, measured and manipulated in order to enhance organizational effectiveness. One group of the researcher of organizational culture termed this view as “culture is what organization has” (Smircich 1983; Schien 1985; Meek 1988 cited in Jamil 2007).

Other group theorizes that the culture is the product of the negotiated and shared symbol of meaning which emerge from social interaction. In this regard shared values, beliefs and interpersonal relations are the core component of culture which shapes the organizational behavior. Thus from the two concepts, it could be possible to figure out the two extreme component of culture. In one hand, culture is seen as a given entity embodied in a society that cannot be manipulated and regulated. On the other hand culture is a regarded as the depended variable that could be modulated through socialization process.

Administrative structure and behavioral pattern of the bureaucrats of public organizations are largely shaped by the dominant culture and values of the society concerned. Administrative culture makes it easier for the expert of organizational culture to figure out the area where strategic intervention is needed to ensure optimum productivity and organizational balance (Aminuzzaman 1993). In a wider horizon, culture can be viewed from two perspectives; While one group of scholar view culture as “composed of values, beliefs, norms, rationalization, symbols and ideologies, all of these are epitomized as the byproduct of mental aspects. The other group notes culture as the total way of the people, their interpersonal relations as well as attitude (Widavasky et. al. 1990 cited in Aminuzzaman 1993). But in practice the mental or ideational aspect of culture has its effects on the behavior of the individual working in an organization of particular society.

To sum up, it can be inferred from the above discussion that culture in one hand can be viewed as the composition of norms, values and beliefs and these factors constitute the ideational view of culture, on the other hand, culture can be viewed as the complete way of life and this constitute the behavioral view of culture. Thus the culture has its impact on the behavior of an individual. Bureaucratic behavior is the generalized characteristics of the bureaucracy emanated from the administrative culture. Thus the theory of administrative culture can be used to explain the dynamics of the behavioral pattern of the bureaucracy.

2.4. Bureaucrats' relations with citizen

The elitist nature of the bureaucrats always tends to maintain a distance from citizens where the common citizens are perceived as inferior. The mass media occupy the function of liaison between citizens and governments (Siebert et. al. 1956). The role of media is primarily based on the characteristic of working as link between the citizens and government through providing the information to the citizens needed to counter-balance the concentration of information of the government. The media disseminate stories, ideas, and information and act as a corrective to the “natural asymmetry of information” between governors and governed and between competing private agents. This liaising character of media collides with the traditional equilibrium of power of the elitist bureaucracy and creates a sort of chaos and conflict in bureaucracy. The father-like attitude of the public official, a feature of traditional and colonial administrative structure, expects to be respected and the attitude of treating citizens as less informed child holds-back to consider the citizens as the partners of development and as the associates for policy formulation.

2.5. External and internal context of culture

The behavioral characteristics of the public official those emanated from the culture could be of either internal or external. Internal factors are those which are ingrained to the individuals through the socialization process from the traditional societal norms, values and practices. On the other hand the External factors are those which are applied to deal with the external environment. In fact the external factors of cultural aspect could be attributed as the applied part of deeply-rooted internal component of the culture of a society. In this context cultural feature in external context are as follows:

2.5.1. Culture of secrecy

The existence of a normative culture where there is an emphasis placed on withholding information rather than providing information means that even when the government is legally bound to make the information publicly available regarding the country's economic performance, legislation, and so forth, the information is typically inaccessible

and difficult to track down. There is an allegation against the bureaucrats that the tendency of concealing the information nurtures culture of embezzlement of tax-payer money and helpful to do the corrupt practice.

2.5.2. Information leak

Because of the absence of formal channel of having information from the legitimate source the journalists try to get the information through their personal contact which establishes a symbiotic relationship between bureaucrats and journalists. This symbiotic relationship, entailing active collaboration between journalists and bureaucrats to determine policymaking agendas, has been described as “coalition journalism” (Molotch et. al. 1987) and would seem to stand in total opposition to the commonly perceived adversarial nature of investigative journalism. Both parties gain by participating in “coalition journalism”; journalists obtain credentialed information and recognition by providing an ‘important’ legitimate story, while policymakers or bureaucrats manage to have a sort of unhealthy relationship with the particular journalist which eventually leads to establish an obligatory relationship. (World Bank 2002: 35)

Also counterchecking is very difficult in case of leaked information. Thus there is a possibility that the information might be distorted that could be benefiting to those who leaked the information. Leak, thus, become a two-edged sword: they are an important way for getting information that would otherwise be secret into the public domain or it can be an important way for government officials to shape coverage in ways that advance their own interest and cause. Leaks may lead to more information but also to more distorted information (Stiglitz 1999).

2.6. Hofstede’s study on organizational culture

Administrative and political leaders are part of a society. If we want to understand their behavior, we have to understand their societies, the external environment in which they operate their activities, the socialization process of the people and the common national character of the people of a particular country. Hofstede’s development of four dimensional approaches through cross-cultural study on national culture provides a major

breakthrough in the area of cultural study. Hofstede’s study also helps to extend the theory of national culture at organizational level. Hofstede’s concept could be used to describe the characteristics of organizational culture through the internal context of the society. Hofstede’s four dimensional model of organizational culture includes: Power Distance, Uncertainty avoidance, individualism and masculinity.

According to Hofstede’s cross-cultural study (2005), Bangladesh predominantly belongs to the hierarchical society. In short, according to Hofstede’s features of national culture, Bangladesh tends to be a collective, somewhat masculine society with high power distance and uncertainty avoidance which is shown in the following table.

Table: 2.1: Bangladeshi culture according to Hofstede (2001)

Cultural Dimension	Bangladesh	Index (Score)		
		Highest	Lowest	Mean
Power Distance	80	104	11	58
Individualism	20	91	06	48
Masculinity-Femininity	55	95	05	50
Uncertainty Avoidance	60	112	08	60

Although religiously, ethnically and linguistically homogenous, the dominant cultural pattern in Bangladesh appears to be hierarchical (Kochanek 1993; Bertocci 1996; Hussain et. al. 1998 cited in Taiabur 2005). The homogeneity of the ethnic characteristics among the inhabitants who shares a common cultural trait has made it straightforward to extend the Hofstede’s model of national culture to address the issue of administrative culture of the public bureaucracies (Taiabur 2005).

2.6.1. Power distance

Jamil (2007) defined power distance as the extent to which relationships between superiors and subordinates are egalitarian or hierarchic. Here a rather confined definition has been presented where the term power distance is limited within the organization. But this study takes power distance from a wider perspective where power distance at the level of community is seen as basis for the analysis. In this context, the definition provided by Hofstede (2005) is considered as the benchmark for proceeding discussion where power distance is defined as “the extent to which the less powerful members of institutions and organization within a country expect and accept that power is distributed unequally” (Hofstede 2005: 46). In the above definition, in addition to the organization, the term “institutions” is incorporated. It describes institutions as the basic elements of society where community is presented as an example of institution. Here organization is defined as the place where people work.

Hofstede extends the term “power distance” beyond the realm of organization and found the effect of power distance in the relationships like parent-child, teacher-students and finally pointed out that power distance had its implications on the authority-citizen relationship (Hofstede et. al. 2005: 58). Derived from the definition of Hofstede, Liu and Lee considered power distance as the extent of tolerance of a society for social hierarchy and power structures. Power distance is used to measure the equality or inequality among people in a society (Liu et. al. 2012).

Although power distance is described based on the value system of less powerful members, the way power is distributed usually explained from the behavior of more powerful members (Hofstede et. al. 2005: 46). Thus whether a society is egalitarian or elitist and the extent of egalitarianism or elitism can be explained from the behavior of more powerful members.

The national culture of Bangladesh is characterized high power distance which is also attributes the characteristics of the civil servants. The traditional Samaj and British Colonial administration have the close resemblance to this very aspect of cultural trait. A

high power distance society accepts wide differences in power and titles; here rank and status carry a lot of weight. The variables which do not have the direct linkage with the organizational set-up like: age, lineage and wealth have the ability to make differences among the people of the country based on power distance. In such high PDI society the social context is such that the junior/powerless members respect and obey the senior/powerful members and the seniors take care of and nurture the juniors. Thus a paternalistic attitude is developed among the powerful members of the society.

In high power distance administration, the concentration of authority is highly centralized, that is the notion of concentration of authority suggests that a high Power Distance Index (PDI) country would prefer centralization and there exists a greater number of hierarchical levels. Too much centralization builds up authoritarian attitude among the bureaucrats of senior level. The tolerance for high PDI has led to a tradition of sycophancy throughout the administration (Islam 2004).

There is a common perception among the people of the country about the fact that the bureaucrats are people who are running the country, they are treated as the intelligence working behind the government machinery. This notion also permeates to the bureaucracy and helps to build a sense of elitism among the bureaucrats which impede the involvement of the other stakeholders to participate in the decision making process. In high power distance society the power and authority relations is such that the person with higher status and rank tries to express his/her superiority and has the tendency to establish the fact that it is them who are the custodian of the national interest and treating other inferior and solely tiring to keep their own self-interest.

Media in Bangladesh is rather an emerging profession and it has gained considerable growth during the democratic era after 90s. Journalists who do the reporting are generally younger in age. In performing the role of watchdog he or she needs to interrogate to the public officials at the highest tier. Thus, when a senior government official has been questioned by young journalist then the traditional elitism of high power distance society subject to undergo stern challenges.

Again owed from the famous aphorism of Lord Acton it has been quoted that "Power tends to corrupt, and absolute power corrupts absolutely" (Hofstede et. al. 2005: 63). It can be inferred from these quotation that high power distance society tend to be more corrupt and there could be more chance of abuse of power for personal gain. At the same time journalists, while performing the role of watchdog, try to unsettle the power structure. Thus in a high power distance society, the relationship between media and bureaucracy could be more antagonistic.

2.6.2. Uncertainty avoidance

Tolerance for uncertain and ambiguous situation may vary from one society to another. This affects the behavior of individuals in the face of uncertainty and the use of mechanisms to cope with this (Hofstede 1991). Thus a strong uncertainty avoidance and low tolerance to ambiguity indicates more rule and regulation oriented, formal, structured and the member of such society are less likely to take steps to innovate and always try to avoid taking risk.

In high uncertainty avoidance society, the uncertainty in life is felt as a continuous threat which must be fought and in low uncertainty avoidance society, uncertainty is considered as the normal feature of life and each day it is accepted as it comes. The members of the organization in strong uncertainty avoidance society are comfortable in structured learning situations and concerned with the right answers. In such society there is a common understanding that teachers supposed to have all the answers. Citizens bear negative attitude towards institutions and civil servants are negative towards political process and the older people are not very enthusiastic about the potential of the younger people. As the people are very concerned with the uncertainty they are always try to get ready for the future and trust among individual is generally low.

Low trust is a familiar feature of Bangladesh society. Low interpersonal trust leads to centralization of authority (Jamil1998: 59). Reliance on formal rules and regulations also results from low trustworthiness. Low trust is a manifestation of both high power distance and uncertainty avoidance. In general the Bangladeshis do possess a low and declining

degree of trust in their political and administrative institutions. All the political institutions including the bureaucracy, the army, political parties, media, the parliament, the police and the courts (to some extent) are politicized and hence their credibility and performance are held in low esteem by the common people. (Rahman 2005)

2.6.3. Collectivism/Individualism

This dimension of Hofstede study can be described by using continuum where on one extreme, high individualistic society indicates loosely knit social framework in which people are supposed to take care of themselves and their immediate families only. On the other end, in the highly collective society indicates a tight social framework where people distinguish between in-groups and out-groups and expect that the member or organization or institution of in-groups to look after them in exchange for the feeling that they owe the collective absolute loyalty.

In a highly individualistic society, the culture is largely transactional and contractual and work is controlled and organized with reference to individuals and assumed economic rationality and self interest of every individual be the motivating factor of every activity. On the other hand in a highly collective society, linkage with groups is based on family or social background, place of birth or residence or even the political affiliation. Collectivism has the significant impact on the behavioral pattern of every individual in a society. The same feature also exists in the organizational transactions where people belong to the same group in some way will get everything and those who belong to the opponent group will get nothing and strict rules and regulations will be applied to those who cannot able to show affiliation of such groups (Islam 2004).

The high collectivism feature of organizational culture might lead to develop the environment of clientelism, where those who have access to the bureaucracy are the ones who receive benefit from it. A clientelistic culture may lead to nepotism and favoritism where personal relationship is vital for winning favor from the bureaucracy. In such a relationship those within the group and with the right connection are favored and those

outside the group are passed-over. Thus there is a trend among the public official to make discrimination in dealing with the journalists.

The dimensions as described in the Hofstede's model are helpful to understand the organizational culture and measure its effect in establishing the relationship with other member within the society in rather systematic manner. Each of the determinants of the organizational culture can be employed to explore the relationship of bureaucracy with the other counterpart of the study: the media. From now on the theory related to the role of media will be discussed and also provides the implications those contributes on the relation between media and bureaucracy.

2.7. Fourth estate concepts of media

In the American perspective, for example, the media is termed as a “Fourth Estate” playing an adversarial role against government and serving as public watchdogs. So, this study applies the theories of press in emerging democracies in the context of country like Bangladesh. This study reveals how the Western liberal models and theories about press have been accepted as an ideal in many developing countries like Bangladesh (Austin 1995; Handelman 2004 cited in Ahmed 2009). But a few people have applied these theories to the South Asian context, particularly in Bangladesh. As Bangladesh continues on the path towards democracy, the fundamental argument is that an independent press is an essential component for democratic development. It has been realized that the growth of an independent press system relies on the development of effective democratic institutions and proper functioning of the government where bureaucracy's primary responsible is formulation and implementation of development activities.

2.8. Role of media

For Habermas, the ideal public sphere facilitated reasoned deliberation, critical discussion, and tolerance of alternative arguments and viewpoints. A modern public sphere that strengthens contemporary forms of democratic governance requires at least three minimal conditions: a constitutional and legal framework protecting civil liberties, widespread public access to multiple pluralistic sources of information and

communication, and equal opportunities for inclusive participation and voice within civil society. Countries with both widespread media access and an independent free press have been found to experience several beneficial consequences, including lower corruption, greater administrative efficiency, higher political stability and more effective rule of law, as well as better developmental outcomes, such as lower infant mortality rates and greater literacy (World Bank 2010).

In literature review of this study, some relevant media theories related to the role of media have been looked at. Watchdog theory of media has a very close link with two other theories of mass communication. These are gate-keeping theory and the agenda setting theory. All of these three theories are interlinked with each other. So, before navigating any further, this is important to have a look on the interplay of these three theories.

2.8.1. Watchdog role

As watchdogs, it is argued that news media should serve democracy by providing a check and balance on powerful sectors of society, including leaders within the public and private domains. The watchdog role of media demands that they are continually, analytic and vigilant in illustrating problems of government (Elliot 1987: 8). This represents the classic notion of the news media as the fourth estate, counterbalancing the power of the executive, legislative, and judiciary. According to this well-known idea, the news media should keep a skeptical eye on the powerful, guarding the public interest and protecting it from incompetence, corruption, and misinformation. The defining feature of watchdog journalism is not the political stance of the reporter, story, or media outlet, but rather the role of asking hard or probing questions of the powerful to maximize transparency and to serve the public interest.

Watchdog is one of the oldest basic principles of journalism, originated with Edmund Burke's 17th century announcement that the press had become a Third Estate in England's Parliament (Stone et al. 1997). Investigative reporting commonly highlights failures in government, especially those arising from cases of bribery, corruption, and

malfeasance; from abuse of power; or from incompetent management of public service delivery. Through this process, journalists should help to encourage and promote government transparency and accountability.

The notion of reporters as watchdogs is one widely subscribed to by journalists in many democratic states, as confirmed by surveys of journalists around the world. At the same time, it is also challenged by those who believe that too much exposed journalism undermines faith and trust in government institutions, promoting instability and undermining fragile states (World Bank 2010).

But there is also the diverse view on the watchdog role of the media which sometimes questioned the application of such role in the practice of journalism. This view, premised on the uniqueness of Asian societies, cast aside Western notions of a watchdog press as inappropriate for the region, where, it is asserted, citizens are willing to sacrifice individual freedoms in exchange for economic well being.

Some media scholars and critics argue that the adversarial nature of reporting erodes trust and support for government. Western scholars belonging to the “media malaise” school of media effects say that too much negative reporting undermines support for public officials, making it more difficult for them to govern effectively. They suggest that these practices also lead to rising dissatisfaction with governments and more broadly, with democratic institutions and democracy itself (Patterson 1996). Elsewhere, particularly in post-conflict societies, questions have been raised about whether adversarial media can endanger democratic consolidation and spark chaos.

The idea of the media working as a watchdog is more than 200 years old. Yet the notion of vigilant media monitoring the government and exposing its excesses has gained new footing in many parts of the world. Since the late 17th Century, classical liberal theorists had argued that publicity and openness provide the best protection from the excesses of power. The idea of the press as Fourth Estate, as an institution that exists primarily as a check on those in public office, is based on the premise that the powerful state machinery could overstep their bounds (Coronel 2002).

Watchdog reporting covers a wide range of different types of journalism. On a routine basis, the watchdog press monitors the day-to-day workings of government, thereby helping citizens assess the efficacy of its performance. They can be on small-scale wrongdoing involving petty officials like traffic policemen or clerks, but can just as well be on high-level political corruption involving millions, even billions.

A watchdog press ensures that individuals and institutions who are supposed to serve the public remain transparent and are held accountable. A vigilant press is, therefore, a key to good governance. By playing its watchdog role, the media help bring about reforms and in the long term, assist in creating a culture of civic discourse, transparency, and government accountability. Again essentially, meaningful participation in democratic processes requires informed participants. Secrecy reduces the information available to the citizen, hindering people's ability to participate meaningfully.

In the long term, its proponents argue, watchdog reporting help sets off a virtuous cycle of media and governance reforms. Carefully researched, high-impact investigative reports help build the media's credibility and support among the public. The press, as an institution, is strengthened if journalists have demonstrated that they serve the public interest by uncovering malfeasance and abuse. Investigative reporting is also seen as contributing to journalistic freedom. By constantly digging for information, by forcing government and the private sector to release documents, and by subjecting officials and other powerful individuals to rigorous questioning, investigative journalists expand the boundaries of what is possible to print or air. At the same time, they make accustomed the officials to an inquisitive press. In the long term, the constant give and take between journalists and officials helps develop a culture and a tradition of disclosure (Coronel 1999).

2.8.2. Agenda setting role

Although conceptually distinct, watchdog journalism is related to agenda setting. It functions when journalists are investigating previously obscure problems and thereby highlighting these issues in the news headlines. It is claimed that the news media, as an agenda setter, should function to raise awareness of social problems, especially calling attention to vital issues, such as major disasters, development challenges, or humanitarian crises that require urgent action. The term “agenda setting” originated with work by McCombs and Shaw during the early 1970s. The theory claims that the press should operate like a burglar alarm, sounding alarm warnings and rousing people to action when major challenges and crises arise (McCombs et. al. 1972).

Coverage of public agenda related issues in the news media can inform the general public and government officials, potentially making people more responsive to social needs, humanitarian crises, and development priorities (Belle et. al. 2004). This process is thought to be particularly important for ensuring that governments react swiftly and effectively. Hence, Sen made the famous claim that famines do not occur in functioning democracies because their leaders must be more responsive to the demands of the citizens or they face the risk of losing credentials (Sen1999).

In Bangladeshi context, some critics express their doubt on the agenda setting role of media by pointing out that the overly partisan media owned by political and business elites try to set the agenda to keep the interest of the political and business elites (Riaz 1998).

2.8.3. Gate-keeping role of media

Finally, as gatekeepers, or indeed as “gate openers,” the news media can serve as the “public sphere” where journalists and media personnel bring together a plurality of diverse interests, political parties, viewpoints, and social sectors to debate issues of public concern. The idea of gate-keeping was first applied to the news media by White in the early 1950s (White 1950).

2.9. Media and Government

In the early 1700s, the French political philosopher Montesquieu, raging against the secret accusations delivered by Palace courtiers to the French King, prescribed publicity as the cure for the abuse of power. English and American thinkers later in that century would agree with Montesquieu, recognizing the importance of the press in making officials aware of the public's discontents and allowing governments to rectify their errors (Holmes 1991).

There is a natural asymmetry between those who govern and those for whom they are supposed to serve. Such asymmetries give civil servants the discretion to pursue policies that are more in their own interests than in the interest of citizens. Improvements in information and the rules governing its dissemination can reduce the scope.

Thomas Jefferson, for all his bitterness against journalistic criticism celebrated the press, arguing that only through the exchange of information and opinion through the press would the truth emerge. Thus the famous Jeffersonian declaration: "Were it left to me to decide whether we should have a government without newspapers or newspapers without government, I should not hesitate to prefer the latter" (Coronel 1999).

Francis Bacon pointed out that knowledge itself is power. Secrecy gives those in government exclusive control over certain areas of knowledge, and thereby increases their power, making it more difficult for even a free press to check that power (Stiglitz 1999). It is thus not surprising that the issue of secrecy in matters of public affairs has long been a source of public concern.

2.10. Analytical framework:

Hofstede's model of organizational culture will provide the conceptual guidance and methodical approach to understand the factors those have substantive impact on the bureaucratic behavior like power distance, uncertainty avoidance and collectivism. Another dimension which is Femininity/Masculinity is excluded intentionally, because

the score of this dimension in respect to Bangladesh is not convincing to take stand on either way.

The role of media is another very important aspect to understand the relationship of media with bureaucracy. In performing the role of media, the bureaucratic response attributed as the by-product of organizational culture gives sound analytical tool to comprehend the dynamics of the relationship. As these cultural factors could be treated as the underpinning factor of the relationship of the bureaucracy with the society, politics and the external environment as a whole, thus the relationship with media will come as a consequence. Moreover, the importance of the media in modern democracy as it is described in the fourth estate theory will help to build understanding on democratic norms and practices where vibrant media could be termed as the safeguard of democracy. On the other hand, the driver of the state-machinery is the bureaucracy and the bureaucrat's role to function the democracy has obvious importance.

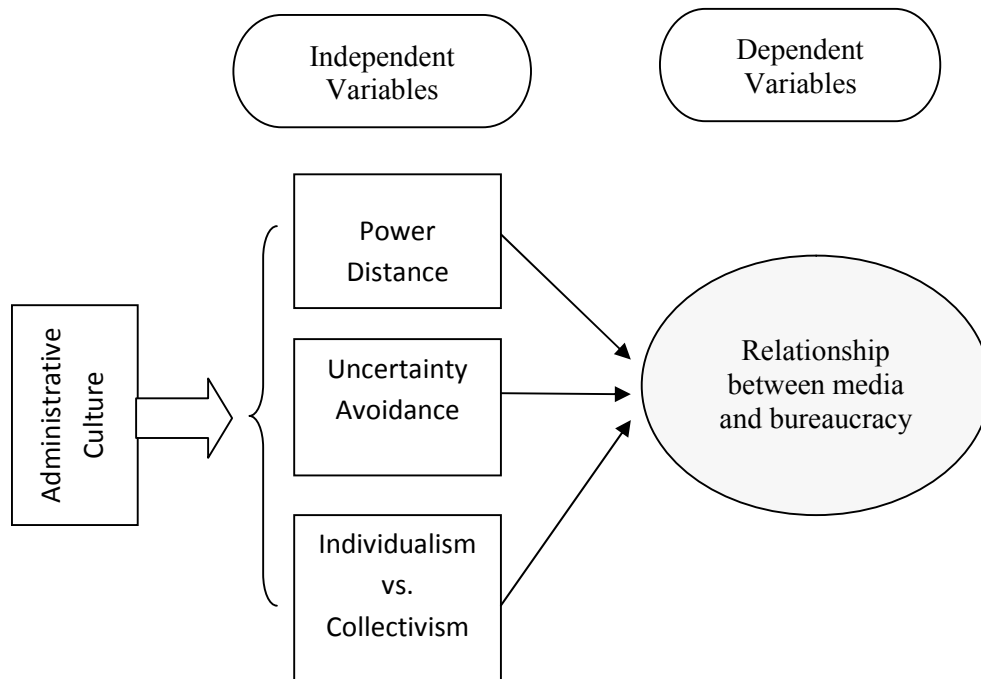


Figure 2.1: Analytical framework of the study

By exposing wrong-doing, the press prompts investigations of those involved in malfeasance and catalyzes changes in laws and regulations. It helps shape public opinion against corrupt governments and generates public hostility against those who abuse their office. Bangladesh is perceived as one of the most corrupt countries with high Corruption Perception Index as it is found in the report published by Transparency International although there are controversies in the way of their study. But still corruption is the major problem in the political and administrative arena of Bangladesh where national interest is sacrificed for the narrow interest of individuals and groups.

Media has several roles to play and different roles of the media are interrelated, the watchdog role has rather direct co-relation with corruption which includes: rent seeking, misuse of power and inefficient allocation of resources. Thus, the study on media and corresponding response from the public officials has rather direct correlation and deserves particular attention to explore the dynamics of the relationship between media and bureaucracy.

2.11. Dependent and independent variable

Hofstede's cross-country study on national culture, primarily based on the study conducted on the employee of IBM in fifty countries, is seminal study to understand the national culture that eventually provide four dimensions to comprehend the national culture. But to understand the study in the context of Bangladesh and to grasp the corresponding cultural variable different books and articles on administrative culture in Bangladesh and subcontinent were reviewed at length. In this background, Jamil's study on Administrative Culture in Bangladesh was very useful. The cultural dimension as described by Hofstede and the corresponding features which have been taken to set the indicators and to frame the questionnaire are presented in the table 2.2 on the following pages:

Table 2.2: Dependent and Independent Variables

Dimension of Culture	Bangladesh Perspective	Indicators of the corresponding Administrative Feature	Indicators of the Relationship
Power and Authority Relation	High Power distance	<ul style="list-style-type: none"> • Centralized • Authoritarian • Elitist • Tendency to look other with inferior outlook. 	<ul style="list-style-type: none"> • Cooperativeness • Considerate to the situation. • Appreciating • Perception of the intention
Uncertainty Avoidance	Moderately Strong Uncertainty avoidance	<ul style="list-style-type: none"> • Low trust • Structured environment • Too many laws, rules & Regulation. • Centralized • Unwillingness to take risk 	
Individualism /Collectivism	Highly Collective	<ul style="list-style-type: none"> • Relationship prevails over task • Collective interests prevail over individual interests • Individual actions are Controlled by group norms • Clientelism 	

Thus, the study focuses on the above-mentioned cultural traits which are deemed to be the factors of determining the relationship between media and bureaucracy.

CHAPTER 3

FINDINGS AND ANALYSIS

The objective of this chapter is to present the main findings of the study. The quantitative data found during data collection has been analyzed using the secondary literature and supplemented by qualitative enquiry. Finally, correlation among the variables is presented in this chapter to demonstrate the relationship between the independent and dependent variables.

3.1. Respondents of the study in a brief

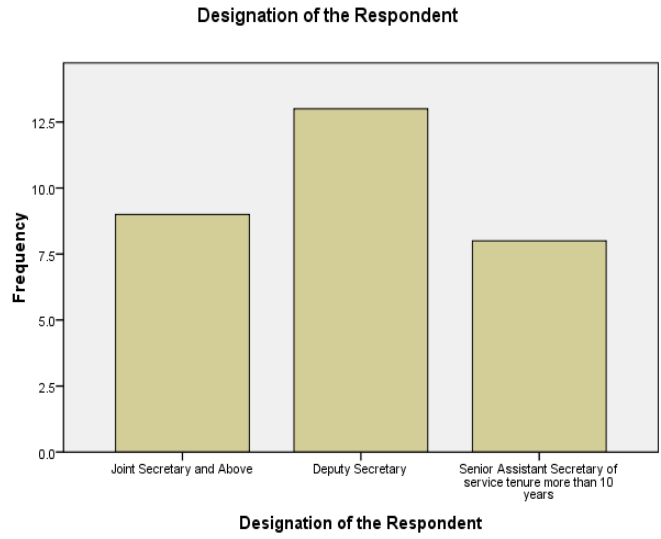
To analyze the effect of organizational culture on the relationship between media and bureaucracy, bureaucrats working in different ministry and field offices have been selected as the respondents for the research. A questionnaire was administered among mid level and senior level cadre civil servants posted at Bangladesh Secretariat, Bangladesh Public Administration Training Center (BPATC) and Bangladesh Civil Service Administration Academy. Among the officials, some of the sampled respondents belonged to different directorates, departments and projects.

On the other hand, It is to be noted that respondents representing the media were selected from the print media only (corresponding table is attached at the appendix-6). A structured questionnaire was administered to both the groups of respondents with a view to understand the relationship between media and bureaucracy. The responses from bureaucrats helped to understand the effect of administrative cultural on the relationship and also to have an idea about the comparative effect of each factor of administrative culture (as described in the analytical framework) on the said relationship.

Although primarily it was thought that only those officers would be selected from civil service who are either Deputy Secretary or above. But due to time constraints, some officers below the rank of Deputy Secretary were selected. In this respect, those officers were selected who had completed either 10 years of service tenure or served as UNO at the field level. The reason behind selecting these officials was that they were supposed to have the exposure to the external entities like journalists. However, it gave me an

opportunity to have an idea on the changing pattern of the cultural values of the civil servant with differing position.

Figure 3.1: Frequency distribution of the respondents in public sector (n=30)



The above bar diagram demonstrates that 30 percent respondents have come from the position of Joint Secretary and they are termed as senior level officers. 43 percent respondents are Deputy Secretary (Termed as Mid-level officers) and remaining 27 percent are Senior Assistant Secretary (termed as junior level officer).

3.2. Relationship between media and bureaucracy

Five questions, as presented in the table 3.1, have been asked to the bureaucrats to understand the relationship between bureaucrats and the media personnel. The corresponding scores of each of the question are used to construct the relationship index. Higher the mean score indicates more negative attitude towards the media from bureaucracy. Here the mean score of the indicators of question numbers 4 and 5 has been calculated by reversing the corresponding score of each respondent which helps us to understand the comparative significance of each indicators keeping same notion in mind that higher the score represents more negative attitude of the bureaucrats towards the media.

Table 3.1: Descriptive statistics of the variables related to relationship between media and bureaucracy perceived by the bureaucrats (n=30)

No.	Statement	Mean Score	Percent of Agreement	Percent of Disagreement
1.	Journalists are cooperative towards Bureaucrats.	3.2	30	38
2.	Journalists are considerate to emergency situation and sensitivity of information.	3.1	23	30
3.	Journalists are appreciative to the good deeds of civil servant	3.3	20	50
4.	Journalists are always fault finding to the civil servant	3.7	60	17
5.	Journalists are more interested in news value rather than the national interest	4.2	80	7

For each respondent, 5 point Likert scale was used to measure the perception on certain indicator. Here 1 refers to strongly agree, similarly 2 for agree, 3 for neutral, 4 for disagree and 5 for strongly disagree. The mean score was obtained by calculating mean of the responses of all the respondents under a certain variable. This mean score conveys the indicator-wise variations of the perception of the respondents on the variables used in this study. Finally, the relationship index is the average of all the indicators under a certain variable. In the entire study the same scale is used and mean score denotes the arithmetic mean of all the indicators of a variable.

From the table it appears that the skeptic mind-set of the bureaucrats about “the journalists” and “the intentions of journalists” is prevalent and corresponding score has the highest value (4.2) among the scores representing other question which were asked to the bureaucrats to understand the relationship between bureaucracy and media. And it was also found that 80 percent of the respondents either agreed or strongly agreed with the statement “journalists are more interested in news value rather than the national interest”. In my questionnaire, I had some open-ended qualitative questions, and when asked in most cases the negative remarks had been found from bureaucrats especially

about the ethical standard of the journalists. The condition is even worse and more negative response was found from the civil servant who had been serving at the field level for a longer period of time. The journalists also pointed out that the ethical standard of the journalist outside the Capital was not up to mark and one of the reasons, they mentioned, were the low salary of the journalists.

When the bureaucrats were asked about “how cooperative the journalists are generally and during emergency” then the corresponding scores (close to 3.1 in both cases) indicates that the bureaucrats’ perception related to this indicator are not in favor of sound relationship although the score is lower compared to other indicators of its nature. In this context, one of a civil servant having working experience at the field level for a long period of time pointed out that journalists sometimes tried to misinterpret the views of civil servant through incomplete reporting which convey the truth partly.

Whether the journalists do cooperate to the civil servant or not is considered as the important aspect to understand the relationship and it has its significant correlation with other indicators of the variable - relationship between media and bureaucracy (appendix-5).

From the survey it appears that most of the bureaucrats believed that the journalists always tried to find the loop-holes in the bureaucracy and never appreciate for any positive effort made by the bureaucrats. The corresponding score of “being appreciative of journalists to the good work of civil servant” is 3.3 and the score of the indicator “fault finding attitude of the journalist to the bureaucracy” is 3.7. Both the score is higher than the middle value and indicates the negative attitude of the bureaucrat towards media personnel. In this context, the following response from a bureaucrats having experience to work at the field is worthwhile mentioning:

Being a part of authority of government development agency, I have disbursed full contract amount to the contractor of 10 km road construction project. No compromise was made on the quality of work, even though a minor problem was there for a small portion of the constructed road of about 500 meters. And because of this problem the “guarantee deposit” (Jamanot in Bangla) was not

released and the certificate of completion was not issued. Still the media reported on the problem of that 500 meter without mentioning anything about measures those were employed and also about the good quality work of the 9 and half km of road.

To comprehend the state of relationship between media and bureaucracy, the perception of the other party e.g. the media personnel needs to be considered. As a result similar set of questions have been asked to the journalists only some interventions have been made to the questionnaire to contextualize the questions for the media.

Table 3.2: Descriptive statistics of the variables related to relationship between media and bureaucracy perceived by journalists (n=30)

No.	Statement	Mean Score	Percent of Agreement	Percent of Disagreement
1.	Bureaucrats are cooperative towards Journalists	3.8	3	57
2.	Bureaucrats are considerate and understanding to the urgency of the situation	2.6	57	27
3.	Bureaucrats acclaim journalists for reporting on public interest	2.9	30	33
4.	Bureaucrats always try to skip media	3.7	70	10
5.	Legal Barrier and discretion of bureaucrats hinders the free access of information	4.0	77	10

If we analyze the above table, we find that the Journalists' responses are more negative on the question regarding the cooperativeness of the bureaucrats and the corresponding mean value is 3.8. But picture is little bit brighter when the same question of cooperativeness was asked in case of urgency or emergency situation and from the table it has been found out that the mean value is 2.6. In other cases, the perception on the relationship between the bureaucrats and journalists are not good as perceived by the journalists. When the journalists were asked about the avoiding attitude of the bureaucrats towards media then the corresponding high mean value (3.7 out of 5) was found. Similar result was also found when the journalists were asked about such impediment factors of the free flow of information as the legal barrier and discretion of civil servants in

disclosing the information and corresponding mean score is 4.0, highest among all the indicators to the perception of journalists on the relationship with bureaucracy.

The average of all the score of the variable - relationship represents the comprehensive figure of the relationship index of these two groups. Relationship index with the media personnel as perceived by the bureaucrats is 3.5 and the mean score indicates that the bureaucrats-media relationship is not one of cooperation. And relationship index with the bureaucrats as perceived by media is 3.45.

Table: 3.3: Relationship between media and bureaucracy

No.	Index Name	Relationship Index
1.	Relationship Index as perceived by the Bureaucrats	3.50
2.	Relationship Index as perceived by the media Personnel.	3.45

From the above table the interesting thing can be inferred that the perceived relationship of both the groups about their mutual relationship is almost same which is close to 3.5 in both cases. However, it has been found that the relationship index is bit higher when the bureaucrats' perception is considered which indicates that bureaucrats hold more negative views on the relationship between the two groups.

3.3. Power distance and behavioral traits of the bureaucrats

Now to map the effect of administrative culture on the relationship, at the outset the variable power distance is considered. Power distance involves the extent of a society's tolerance for social hierarchy and power structures. Power distance is used to measure the equality or inequality among people in a society. As it is mentioned in the last chapter power distance is defined as the extent to which the less powerful members of institutions and organizations within a country expect and accept that power is distributed unequally (Hofstede et. al. 2005: 46). But in the context of a country like Bangladesh, the author tries to look at it in rather broader frame where the bureaucrats are considered one of the

most influential members of the community. According to Hofstede the community is one of the basic elements of the society and can be termed as the institution where members interact with others to achieve some predefined goals. Although power distance is described based on the value system of less powerful members, the way power is distributed usually explained from the behavior of more powerful members (Hofstede et. al. 2005: 46).

The indicators to map the power distance at the societal level was set from the secondary literature where the bureaucrats are treated as the powerful member of the society. And the dealings of the bureaucrats with the media exhibit a dependence relationship of the journalists to get access of the government information since government is the chief source of information and bureaucrats work as the interface between government and media personnel. The following points in Box 1 were taken in cognizance for the selection of indicators to map the power distance of the bureaucrats in relation to media.

Box 1: Points to be considered for selecting indicators of Power distance

- In a high power distance society, inequality is reckoned as natural. The dependence relations are the checkered feature for such society (Hofstede 2003).
- Powerful members of the society are expected to receive more obedience from the relatively less powerful members of the society which develops a paternalistic attitude among the powerful member of the society (Hofstede 2005).
- Followers are expected to obey their leaders without question which makes the bureaucrats, as a leader of community, intolerance on the diverse views. In playing the role of gate-keeper, media reveals diverse views (Javidan et. al. 2005).
- Centralization of is popular in high power distance society where information, as a source of power, is concentrated within the powerful members of the society (Hofstede 2003). Centralization prevents bureaucrats to heed other sources of information and make them follow the information from the formal and conventional sources like official gazette, circular.
- In a high power distance society powerful people try to look as impressive as possible which makes them consider others with inferior outlook (Hofstede 2003).
- Leaders, in a high power distance society, feels discomfort in consultative decision making and does not allow participation of the other stakeholders of the society. In such setup authoritarian and top-down approach are more prevalent.

Table 3.4: Descriptive statistics of the variables related to power distance of bureaucracy (n=30)

No.	Indicators	Mean Score	Percent of Agreement	Percent of Disagreement
1	Considering media as significant source of information by the bureaucrats	2.2	70	7
2	Journalists' ignorance of the rules and regulations	4.6	94	3
3	It is important to have a Public relationship officers at all the subordinate offices	2.0	70	10
4	There exists sound respect of the journalist towards bureaucracy.	3.5	13	50
5	Need for regulation on press from Govt.	3.5	57	20
6	Corruption within journalism is more harmful.	3.9	63	10
7	Hampering government activities by media activities.	3.5	67	20
8	Journalists don't know how to behave with responsible civil servant.	3.8	63	10
9	Participation of media in policy making might impede the achievement of policy outcome.	3.2	53	23

Bangladesh bears colonial legacy and a colonial imprint persists in Bangladesh especially in political and administrative arrangements (Jahan 2006: 1). The practice of democracy has not been sustained for a long period and has been interrupted several times in the history of Bangladesh. Underdeveloped political institutions of both in central level and in local level have not been able to exercise control and leadership over the more matured administrative institutions (Hoque 2001). Thus the bureaucracy as an institution emerged as one of the most powerful segments and extends its authority to the society as a whole which includes local community.

On the other hand, the immediate past Principal Information Officer (PIO) of Press Information Department of Bangladesh, Mr. Harun Ur Rashid, pointed out that a more vibrant media had come to light after the autocratic regime of former President General Ershad was thrown out of office. Journalism in Bangladesh reached a new level¹¹. Although the development of media in its vibrant form started recently the media as an institution was able to show its significance at all the transitional stage of the country and demonstrate the potential of being the influential member of the existing power structure of the country. In this context, power distance of the bureaucrats in dealing with the journalists could be somewhat different from the other members of the society and in dealing with the society.

Besides being a cultural entity in itself, organizations are also culture-bound, either within their larger organizational context or with the socio-cultural environment that surrounds them. In an organizational setup the power distance could be termed as the extent of the inequality that is expected and accepted by the member of that particular organization and the organizational hierarchical structure could be an indicator to understand the power distance within the organization. But the same in a societal setup, where the organizational interaction with the society, looks at it in bit different dimension.

From the table: 3.4 it can be inferred that for the indicator “Ignorance to the rules and regulations” 94 percent of the respondents either agreed or strongly agreed with the corresponding statement and the mean value is also the highest among the indicators (higher the mean value indicates higher the power distance of the bureaucracy) and which denotes the superiority of the bureaucrats and also shows the attitude of considering others with a inferior outlook.

It is common perception among the people of all level that corruption has been engulfed the entire society of the Bangladesh and no particular sector is free from such charges. If we look at the corruption perception index of transparency international of the last few

¹¹ www.bdnews24.com. 2012. Owners using media to make fortunes. Available at: <http://bdnews24.com/details.php?id=225951&cid=2>. [Accessed 14 June 12].

years Bangladesh scored among the top ten corrupt countries and public sector corruption of public officials is regarded as the key factor for overall corruption in the country. In this context, the perception of bureaucrats about the corruption in media impacted more in the corruption scenario of the country portray the same mindset as it is discussed in the previous section where treating others with inferior outlook is evident. 63 percent of the respondents agreed with the statement that corruption within media was more harmful and corresponding mean value (3.9) is second highest among all the indicators.

In case of having a responsible Public Relations Officer the bureaucrats expressed a positive attitude of decentralization that shows reduced power distance in the bureaucracy and 70 percent of the respondents agreed with the statement: “It is important to have a Public relationship officer at all the offices”

As the bureaucracy influenced by Samaj and British Colonial administrative tradition will depend more on traditional source of information such as superior colleagues, official circular and gazettes and internal meetings and thus contributed as less change oriented (Jamil 2007: 112). In this type of administrative setup bureaucracy essentially mean domination through information (Olsen, 1983:130 cited in Jamil 2007). From these statements it could be inferred that the bureaucrats are supposed to provide less attention to the other source of information and they will be reluctant to share information. But according to the data presented in the table 3.04, most of the bureaucrats (surveyed with structured questionnaire) agreed that they consider media information with importance and significance. The reason might be described by the presence of vibrant media especially at the present democratic era after the deregulation on the ownership structure of the media. In my survey, 70 percent civil servants responded either agreed or strongly agreed whenever they were asked about how they consider media information. And also the lower mean value (2.2) indicates lower power distance among the bureaucrats when this particular indicator is considered.

In a high power distance society bureaucratic relationship with the citizens are categorized as elitist in nature. Although an elitist bureaucrat maintains a distance from the citizens having a propensity to treat them with inferiority, the elitist bureaucrats on

the other hand, may behave like a father figure expecting to be respected. (Jamil 2007, P: 101). This tendency of looking oneself with superiority develops a sense of narcissism among the civil servants who are always very conscious about the rank, status, addressing and other visible symbol of position and always try to seek respect from others.

On the contrary, the watchdog function of the press means watching over state and government to protect public interest and prevent the misuse of power which enables the journalists to interrogate the bureaucrats and eventually the superiority of the civil servants has been under question. Thus when the bureaucrats were asked about the behavior of the journalists toward bureaucracy or the respectfulness of journalists towards bureaucrats, a quite negative response was found and 63 percent respondents of Bangladesh civil service agreed (includes both agree and strongly agree) with the statement “Journalists do not know how to behave with a responsible civil servant” and 50 percent respondents disagreed (includes both disagree and strongly disagree) with the statement: “There exists sound respect of journalists towards bureaucracy”.

To demonstrate the degree of respect between media and bureaucracy, it is worthwhile to mention the opinion of a civil servant working at field level. According to him the way journalists address the responsible civil servant portray their lack of respect for the civil servants. They often address the officers like Deputy Commissioner (Administrative head at district level) as “DC Shaheb”¹² instead of “sir”. Again the cultural differences between public offices and more informal media organization and the trait of the culture of our society of always try to show the authority over others could be the underlying cause of such environment of mutual disrespect. Similar result was found when the journalists have been asked the same question in different context (presented later).

While talking about good governance the term participation comes along with the other crucial terminology like transparency and accountability. The public policy will be more refined as more stakeholders’ opinion is incorporated during policy formulation process. Nevertheless high power distance allows for more authoritative top-down decision

¹² Informal way of addressing people in local parlance

making with little participation, on the other hand low power distance and egalitarianism coincide with the inclination toward participation and active involvement. In the survey of structured questionnaire, it has been found that only 23 percent respondent of Bangladesh civil service disagreed with the statement: “Participation of media in policy making impede the achievement of policy outcome.” And the subsequent mean value (3.2) also indicates the negative view on participation of media by the bureaucrats.

Besides the role of Watchdog and agenda setting, one of the major roles of media is gate keeping role. Although the name suggests a rather restrictive connotation but in modern media literature the term gate-keeping has been substituted by the term gate-opening which serve as the classical agora where media activists bring together a plurality of diverse interests, political parties, viewpoints, and social sectors to debate issues of public concern. Thus a media sector that distills and delivers economic information to a broad audience in a meaningful and useful way provides a vehicle for exchange of diverse viewpoints, and it offers a pressure valve for venting when particular perspectives are not incorporated into final policy documents or programs (Hudock 2003).

Although the process is not costless or risk-free, but through this process public interest more likely be protected. Furthermore through this, it could be possible to formulate more flawless policy. In a high power distance society the powerful members are not likely to allow such opinion which goes against them. As the implementer of the public policy, bureaucrats are not like to tolerate the diverse view regarding implementation of any government project and programmes. Similar result has been found in this study when the bureaucrats were asked whether the Government activities hampered by the media?” 67 percent of the respondents agreed with the statement and the corresponding score of mean value (3.5) is also very high.

Finally, people from HPD cultures value obedience, conformity, and share a willingness to subordinate themselves to autocratic, paternalistic managers (Merkin 2006). Therefore, they are afraid to deviate from what is expected from them. Thompson (1967) pointed out that the organizations in high power distance cultures also tend to maintain tight control mechanisms and implement hierarchical structures (Thompson 1967). Naturally,

bureaucrats of high power distance society always try to make more stringent rules and regulation to control media, one of the potential threats to disrupt the traditional balance of power. In this study most of the bureaucrats (57 percent) were in favor of strict rules and regulation against media.

Besides this, from the interview of a senior bureaucrat, some diverse views had also been found. He (Additional secretary to the government of Bangladesh) pointed out that there should be some mechanism to control media but that should be free from any intervention from government. More effective press council or other form of control mechanism could be employed where members from civil society, academics or retired judges could play the role of arbitrator if the reporting goes against human right or state's stability.

Throughout the entire study all the index values have been calculated similarly as it was discussed in the relationship index in table 3.2 and 3.3 where the comprehensive power distance index has been calculated by averaging all the corresponding value of all indicators related to the power distance. For the above calculation, except for the indicators as mentioned by the statements "It is important to have a Public relationship officer at all the offices" and "There exists sound respect of the journalist towards the bureaucrats" all the indicators' values were reversed. The Power distance Index towards journalists as perceived by the bureaucrats is found **3.34**.

From the survey it has been found that the power distance index of bureaucrats towards media is **3.34** which is still high but still the value is low if it is compared to the overall power distance of the civil service as determined by Aminuzzaman (1993). This might indicate the reducing power distance index in the bureaucracy of Bangladesh or value might differ because the counterpart is media. In a discussion, Mr. Jahangir, senior reporter of Daily Jugantor, pointed out that he did not encounter high power distance from bureaucracy as he had his connection in secretariat and for him the door is open even from the highest officer of Bangladesh civil service. As only the emerging powerful sector had been considered the result seem favorable.

3.4. Uncertainty avoidance and its effect on the behavior of bureaucrats

Uncertainty avoidance is the degree to which the members of a society feel uncomfortable with uncertainty and ambiguity. This feeling leads them to beliefs promising certainty and to sustaining institutions protecting conformity. The characteristics of highly uncertainty avoidance society are denoted by low trust and the member of that society always finds bad intention of the others' action. The other characteristics also include such features as high risk aversion attitude, strict following rules and procedure and preference to have structured environment. In this context, the indicators in the following table have been set to find the uncertainty avoidance index with respect to the media.

In response to the perception of the intention of the journalist most of the respondents of civil bureaucracy responded very negatively to the statements "Journalists are generally pursuing their own agenda rather than national interest". 73 percent of the respondents either agreed or strongly agreed with the statement with a very high corresponding mean score (3.8). The figure presented above indicates low trust to others despite the fact that development of the nation depends on the multi-level engagement of all stakeholders.

High uncertainty avoidance implies a preference for secrecy because of the need to restrict information disclosures in order to avoid conflict and competition (Giapponi et. al. 2007) which eventually prevent the member of the society to take any undue risk by disclosing the information to the public. Thus the culture of secrecy of the people of high uncertainty avoidance society makes them reluctant to disclose information. In case of making note-sheet¹³ information public the same attitude has been observed from the obtained data. 57 percent of the respondents either agreed or strongly agreed to the statement of making note-sheet public.

¹³ Note sheet: The recorded script in government offices usually prepared to make any particular decision. Generally reason behind taking any decision, alternatives and subsequent laws and rules are presented in the note-sheet.

Table 3.5: Descriptive statistics for variables related to uncertainty avoidance

No.	Indicators	Mean Score	Percent of Agreement	Percent of Disagreement
1.	Perception of the intention of the Journalists (Stated as Journalists are generally pursuing their own interest rather than national interest)	3.9	73	7
2.	Perception on making note-sheet public	3.5	30	57
3.	Ignorance of the journalists about the Govt. Procedure	4.3	87	3
4.	Avoiding attitude of bureaucrats towards journalists.	2.6	26	50
5.	Bureaucrats' Perception on self regulations of journalists	2.4	60	17
6.	Perception on Strengthening Law to control journalists.	4.1	83	3

A rather inconsistent result has been found in response to the statement of question number 5 and 6. At the same time the civil servant responded positively on the self regulation of the journalists and strengthening the law to control the journalists which indicates the dual attitude of the civil servants.

By combining the corresponding scores of all the indicators it was found that the uncertainty avoidance index of civil servant in dealing with the media is **3.47**. From the interview with the field level bureaucrats it has been found that they are quite skeptic about the activities of journalists. They mentioned that the journalists always tried to publish the catchy words delivered from the public servant and such news in most cases went against them and often it was difficult to handle the media, hence sometimes it was better to avoid them.

3.5. Impact of collectivism on bureaucratic behavior

Finally, to understand the collectivism of the civil bureaucracy in dealing with media, the indicators in the following table has been made by using the Hofstede’s definition of collectivism. According to Hofstede, collectivism refers to the extent to which members of a culture value the individual over the collective. Collectivistic cultures tend to be group-oriented, impose a large psychological distance between in-group and out-group members. The responses from the respondents indicate high collectivism particularly when the relationship with the media is concern.

Table 3.6: Descriptive statistics of the variables related to collectivism (with media) in civil bureaucracy

Indicators	Mean	Percent of Agreement	Percent of Disagreement
Information leak and personal relationship between journalists and bureaucrats	3.8	67	10
Politicization plays significant role to get Govt. Advertisement.	3.9	73	7
Political affiliation and access to the information	4.1	90	7

Personal relationship of bureaucrats with journalists is considered a prominent factor for the dissemination of information about the Government affair. In the survey it was also found that 67 percent respondents agreed with the statement: “Information leak from civil bureaucracy depends on the personal relationship of bureaucrats and the journalists” with a very high mean value of 3.8. In this context, Mr. Tipu Sultan of Daily Prothom Alo pointed out that more than 70 percent of the information about the government affair had been received through personal relationship. According to Mr. Tipu, adversarial or investigate journalism was very rare. In most cases personal relationship played a significant role to access the information. The same situation is also found from the

discussion with the bureaucrats. The same views were expressed by bureaucrats while being interviewed.

Past Public Administration Reform Commission (PARC) has identified a number of crucial factors which are directly or indirectly responsible for the inefficiency of the public bureaucracy. Among other factors as mentioned in ADB report (2007) one of the important factors are politicization of the civil service. Politicization puts such overwhelming impact in civil service that today’s civil service in Bangladesh is literally divided in two segments. In-group and out-of-group orientation is evolved based on the political affiliation in the civil bureaucracy. Findings of the survey also indicate such orientation, where most of the respondents of the civil bureaucracy agreed that politicization played an important role in accessing government information and also to get government advertisement.

Based on the indicators discussed above, the comprehensive collectivism index, as determined from the survey with structured questionnaire, is 3.94. And the corresponding value is the highest among all the indicators to study relationship of the variation of culture with the relationship between media and bureaucracy.

3.6. Administrative culture and relationship between bureaucracy and media

Effect of Organizational Culture on the relationship between Media and Bureaucracy measured by Pearson’s Correlation index and the Corresponding values are presented in the following table:

Table 3.7: Correlations Between Cultural Variable of Bureaucracy and Relationship with media

		Power Distance	Uncertainty Avoidance	Collectivism
Relationship Between Media and Bureaucracy	Pearson Correlation	.476**	.451*	.162

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

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

From the value of coefficient of correlation and level of significance, it is obvious that there is a significant relationship between “relationship between media and bureaucracy” and “power distance” of civil bureaucracy. Similar result has also been found when relationship between “relationship between media and bureaucracy” and “uncertainty avoidance” of civil bureaucracy is concerned. From the figure as shown in the table, it is quite visible that the power-distance has the highest impact followed by “uncertainty avoidance”. Power distance is the differentiating factor of possessing the elitist or the egalitarian characteristics by a civil servant which plays the crucial role in the behavior of a civil servant in dealing with the member of society. Thus power distance should have the highest impact on the relationship between media and bureaucracy.

On the other hand no significant relationship has been found when the other factor i.e. the collectivism is concerned. One plausible explanation could be in the fact that the impact of collectivism is such overwhelming in our society that it is always high irrespective of the extent of the relationship between media and bureaucracy.

3.7. Combined impact of cultural variables on media-bureaucracy relationship

From the discussion presented in the existing literature it was already demonstrated that power distance, uncertainty avoidance and collectivism had a considerable influence on the administrative culture. Now at the end of this chapter, we would like see how is the combined impact of all the three indicators on the relationship between media and bureaucracy. To find out the combined impact of all the indicators a new variable called administrative culture is defined by taking the average of the three indices.

The Pearson Correlation between the administrative culture and relationship between media and bureaucracy was found 0.515 and the correlation is statistically significant at 0.01level (two tailed). From this figure it is clear that the combined impact of the administrative culture is stronger than the impact exerted by any of the indicator individually.

Moreover from the R-square value indicates that 27 percent of dependent variable (relationship between media and bureaucracy) can be explained by the independent variable (administrative culture). Corresponding tables are attached at appendix-7.

3.8. Findings at a glance

The perception of the relationship between media and bureaucracy of the respective counterpart is similar. And the index value is 3.45 in five-point-scale where score 5 denotes the worst relationship.

Cultural variables of the study have different impact on the relationship. Power distance has the highest impact and followed by uncertainty avoidance.

No significant effect has been observed on the relationship by the cultural factor “Collectivism”

No such impact has been found of the variable of collectivism although collectivism is the highest-indexed variable.

There is a significant correlation between the combined impact of all indicators called administrative culture with the relationship between media and bureaucracy.

CHAPTER 4

SUMMARY AND CONCLUSION

The objective of this chapter is to draw some conclusions about the study based on the findings of data analysis. The first of the two research questions enquires about the relationship between bureaucracy and media. The second research question tried to identify the effect of administrative culture on the relationship between media and bureaucracy. In addition to the concluding remarks, some policy implications on media management to improve the relationship with media have been discussed. Moreover, some drawbacks of the study are also presented in this chapter to provide a hint for corresponding space of future study.

4.1. Summary of the findings

The findings of the study revealed that the relationship between media and bureaucracy was not cooperative. More specifically, the extent of perception about the mutual relationship between the two groups of this study was similar and which was not cooperative. Moreover administrative culture had the significant impact on the relationship.

The disintegrated impact of the administrative culture on the relationship between media and bureaucracy also revealed that the power distance, as a variable of the administrative culture, had the highest impact on the relationship. Uncertainty avoidance also had significant impact on the relationship between the two counterparts but no such significant impact was observed when the final variable such as collectivism was concerned.

The views gathered from the bureaucracy about media suggested that journalists were not cooperative and always tried to insist on getting premature and classified information without following the rules and regulation. Sometimes journalists either misinterpreted the comments made by the bureaucrats or published the comment of bureaucrats partially which went against them. The bureaucrats also expressed skepticism about the intention of the journalists and pointed out that journalists always tried to pursue their own agenda.

They always tried to find out the loop-holes of the government and showed their reluctance to appreciate the civil servants for any development.

On the other hand, the survey among the journalists revealed that their perception about the cooperativeness of the bureaucracy was similar to that of bureaucrats. The journalists pointed out that the bureaucrats always tried to avoid media and used the rules and regulation as the means of keeping away from disclosing information. But relatively more positive responses were obtained from both the counterparts in case of cooperation during emergency situation like natural disaster or political crisis.

To identify the effect of administrative culture on the relationship between media and bureaucracy and to understand its degree of influence, a survey with structured questionnaire was conducted. From the responses of the bureaucrats it appeared that the elitist attitudes of the bureaucrats were prevalent which characterizes by their perception of having the mindset of deserving more obedience and submission from the members of the society including media. Bureaucrats also showed their negative attitude of multi-stakeholder participation involving media personnel in policy formulation by pointing out that the journalists always tried to find the loop-hole of government activities which hampered the development. On the contrary, rather positive responses were found about decentralization of public relation activities at the field or subordinate offices. Their responses also revealed their attitudes of considering media information with significance.

The combined impact of all the factors described in the previous section explained the orientation of the bureaucrats to the administrative culture related to power distance and provided the generalized view of the bureaucrats. And the mindset of bureaucrats in dealing with media indicated high power distance of the bureaucrats.

In response to the questions related to uncertainty avoidance disclosed the bureaucrats' attitude of high uncertainty avoidance. This was indicated by low trust, higher expectation of structured environment through maintaining the concentration of information and more emphasis on rules and regulation. And finally, the responses

regarding collectivism revealed high collectivism among the bureaucrats where personal relationship and group orientation played the decisive role in dissemination of information.

4.2. Policy Implication

The role of media in a democratic society is very important and media is termed as the fourth state of democratic state which counterbalance the other three pillars of the state by making more informed citizenry. Media plays a vital role to ensure transparency and accountability of the government. On the other hand, bureaucracy is considered as the brain of the government plays its role in formulation and implementation of the policy. But the bureaucracy of Bangladesh is partially characterized by strained relationship with the external environment which might be the reason of its reduced effectiveness. It is possible to make the bureaucracy more effective if its relationship with media is managed properly. So there is need of a policy intervention to develop a cooperative and professional relationship between media and bureaucracy.

In the modern literature of governance, public relations management plays a crucial role that aims to cultivate a strong, positive image of the organization among people. As media is working as liaison between government and the people, public relations are immensely impacted by the media relations. In fact the whole concept of public relations is in question if media relations has not been maintained and managed properly. Therefore, there is a need to incorporate adequate orientation program for bureaucrats about the modern tools and techniques of the media management. Thus a module on public relations management could be incorporated to the curriculum of the training institute for civil servants. At the same time the cultural context in civil bureaucracy must be taken into account for this incorporation.

At present time, information is considered as a source of power. Information empowers people as more informed people are better equipped which confirms meaningful participation. Information can bring transparency in the society and ensure accountability of the people who are at the powerful position. And finally corruption can be reduced through the improvement of governance indicators. Journalists, treated as the watchdog

of the society, primarily depend on government for information. In this context the relationship between media and bureaucracy is very important for more effective decision making of the government. A professional relationship between media and bureaucracy can help to accelerate the national development.

The free flow of information from bureaucracy cannot be possible solely by employing laws, rules and regulations. Such culture bound factors as the attitudes of the officials, the existing practices of bureaucracy, and organizational values are the important determinants to ensure an enabling environment for free access of information. Government is primarily the largest source of information. As a receiver of the information, the journalists' relationship with bureaucracy largely depends on the attitudes and state of mental orientation of public officials; on the other hand there is intense objection from civil servant against journalists about the tendency of misinterpretation of the information. Thus a conflicting situation arises. Responsibility which comes along with the professionalism can create an environment of healthy relationship between these two important groups of a democratic society.

4.3. Space for future development

This study primarily focused on the administrative culture and its effect on the relationship between media and bureaucracy. Conversely, if we could study on the organizational culture of media in relation to bureaucracy then we could have, perhaps, got a very different dimension and scenario. Organizational culture is a generalized characteristic of the organization where variation at the individual level is natural and inevitable. It is to be noted that this study has got the similar findings. However, the comprehensive study with a view to identify the reason of this variation could be another interesting area of research. In this context, the variation of demographic data might have considerable bearing on the attitude of the bureaucrats.

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The Effect of Organizational Culture on the Relationship between Media and Bureaucracy

Questionnaire (Civil Servant)

[Dear respondent, this questionnaire has been designed in order to collect data for academic research only and strict confidentiality about your identity will be maintained. Your sincere cooperation will add countless value to the research.]

Gender: Male Female Age:

Education: Ph D Masters Bachelors Organization.....

Nature of Work: Generalist Specialist Designation.....

Service Tenure

1. The general perception about relationship with media: Please check (x) the corresponding box you think fit. (1=Strongly Agree, 2=Agree, 3=Neutral, 4=Disagree, 5=Strongly Disagree)

	Bureaucrat-Media interface	1 (Strongly agree)	2	3	4	5 (Strongly disagree)
I	Journalists are generally cooperative					
Ii	Journalists are considerate to the situation and the sensitivity of the information.					
Iii	Journalists generally appreciate the good works of the civil servants					
Iv	Journalists are always fault-finding*					
V	They are more interested in news value rather than national interest*					

2. Please check the corresponding box you think fit. (1=Strongly Agree, 2=Agree, 3=Neutral, 4=Disagree, 5=Strongly Disagree)

Sl.		1 (Strongly agree)	2	3	4	5 (Strongly disagree)
i	Generally civil servants do not consider media information with importance.*					
ii	Orientation of the journalist, regarding rules and regulations like conduct rule, right to information act, rules of business, is required to those journalists who report Government affairs.*					

Sl.		1 (Strongly agree)	2	3	4	5 (Strongly disagree)
iii	It is necessary to have a responsible public relations officer at all the offices.					
iv	There exists sound respect of the journalist towards the bureaucrats					
v	Freedom of press should not be absolute. There should be regulation on press from Government.*					
vi	The corruption of the reporters themselves is more detrimental in increasing corruption.*					
vii	Government activities are hampered by the extra inquisitive journalism.*					
viii	Journalists don't know how to behave with a responsible civil servant.*					
ix	Involvement of media representatives in policy formulation might impede the achievement of the main objective of the policy outcome.*					

3. Please check (x) the corresponding box you think fit. (1=Strongly Agree, 2=Agree, 3=Neutral, 4=Disagree, 5=Strongly Disagree)

Sl.		1 (Strongly agree)	2	3	4	5 (Strongly disagree)
i	Journalists are generally pursuing their own agenda rather than the National interest.*					
ii	More transparency will be ensured if note-sheet (of more than a year old and where the decision has been made) being made public					
iii	Journalists are always longing for news without bothering the official procedure.*					
iv	Avoiding journalists is the best way to deal with the media.*					
v	Self regulation of journalist is effective mechanism to ensure ethical standard of Journalists.					
Vi	Libel or defamation act should be strengthened to control misuse of journalist					

4. What is your Opinion regarding the following statement:

i) Information leak from civil bureaucracy depends on the personal relationship of bureaucrats and the journalists.

Strongly Agree Agree Neutral Disagree Strongly Disagree

ii) Political affiliation of the journalists plays a deciding role in getting access to information.

Strongly Agree Agree Neutral Disagree Strongly Disagree

iii) Politicization and the political affiliation of the media is more important factor for getting government advertisement than the circulation of the newspaper.

Strongly Agree Agree Neutral Disagree Strongly Disagree

5. What is your opinion about the present practice of ethics by journalists in publishing any news relating to the corruption against any individual or any department?

.....
.....
.....

6. Do you think the present service related rules are against the free flow of information?

.....
.....

7. How do you evaluate the role of media in achieving good governance indicated by transparency, accountability, empowerment and participation?

.....
.....

8. What is your opinion about the present right to information situation in Bangladesh?

.....
.....

Thank you for your cooperation

The Effect of Organizational Culture on the Relationship between Media and Bureaucracy
Questionnaire (Media Personnel)

[Dear respondent, this questionnaire has been designed in order to collect data for academic research only and strict confidentiality about your identity will be maintained. Your sincere cooperation will add countless value to the research.]

Name (optional)..... Gender: Male Female
 Age: Education:
 Organization..... Nature of Work:
 Designation..... Service Tenure

1. The general perception about relationship with Bureaucracy: Please check the corresponding box you think fit. (1=Strongly Agree, 2=Agree, 3=Neutral, 4=Disagree, 5=Strongly Disagree)

	Journalist-bureaucracy interface	1	2	3	4	5
I	Bureaucrats are generally Cooperative					
Ii	Bureaucrats are considerate to the situation and understanding to the urgency of the information.					
Iii	Journalists receive acclamations from public officials for the reporting on public interest					
Iv	Bureaucrats always try to skip the media. *					
V	Retrieving information from the public office always difficult due to legal barrier and it depends largely on the discretion of the individual official. *					

2. Please check the corresponding box you think fit. 1=Strongly Agree, 2=Agree, 3=Neutral, 4=Disagree, 5=Strongly Disagree

Sl.		1	2	3	4	5
I	Generally civil servants do not consider media information with importance.*					
Ii	Orientation of the Public officials regarding effective public relation tools and media management is required to make them aware of the					

	importance of Media as a tool of development.*					
Iii	It is necessary to have a responsible public relations officer at all the offices under a ministry/directorate/department.					
Iv	There exists an environment of mutual respect between the journalist and the bureaucrats.					
V	Corruption in bureaucracy is the major obstacle to information sharing.*					
Vi	The attitudes of the civil servants are generally unhelpful in dealing with the Media personnel.*					
Vii	Bureaucrats often state that the journalists' attitudes are insisting attitude without considering the rules and regulation. What is your opinion regarding this statement?					
Viii	Some journalists always try to find the loop-hole in Government action which eventually hampers government activities. What is your opinion?					
Ix	There exists an environment of respect from the bureaucracy towards journalist.					

3. Please check the corresponding box you think fit. 1=Strongly Agree, 2=Agree, 3=Neutral, 4=Disagree, 5=Strongly Disagree

Sl.		1	2	3	4	5
I	There is always a need to have some regulations on media (as the culture of respecting other democratic right is not up to the mark in a country like Bangladesh.)					
Ii	Collaborative journalism with bureaucracy is sometimes creates mutual obligation (unhealthy to the development) between public officials and journalists.					
Iii	Journalists enjoy much freedom in the democratic context of Bangladesh in case of reporting any matter related to the Government activities.					
Iv	Existing professional conduct rule for the journalists by the press council					

	is effective to ensure “Self regulation of journalist”					
V	The accountability of media can be ensured by effective laws and regulation relating to the media.					

4. What is your Opinion regarding the following statement:

i) Information leak from civil bureaucracy depends on the personal relationship of bureaucrats and the journalists.

Strongly Agree Agree Neutral Disagree Strongly Disagree

ii) Political affiliation of the journalists plays a _____ role in getting access to information.

Strongly Agree Agree Neutral Disagree Strongly Disagree

iii) Politicization and the political affiliation of the media is more important factor for getting government advertisement than the circulation of the newspaper.

Strongly Agree Agree Neutral Disagree Strongly Disagree

5. What is your opinion about the practice of ethics by journalists in publishing any news relating to the corruption against any individual or any department?

.....

6. Do you think the present government service related rules (Applicable for bureaucrats) are against the free flow of information?

.....

7. How do you evaluate the attitude of Government official towards journalists?

.....

8. What is your opinion about the present right to information situation in Bangladesh?

.....

Thank you for your cooperation

আমলাতন্ত্রের সাথে গণমাধ্যমের আন্তঃসম্পর্কে প্রশাসনিক সংস্কৃতির ভূমিকা।

প্রশ্নপত্র (গণমাধ্যম ব্যক্তিত্ব)

[সম্মানিত উত্তরদাতা, এই প্রশ্নপত্রটি প্রণয়ন করা হয়েছে গবেষণার উদ্দেশ্যে তথ্য ও উপাত্ত সংগ্রহের জন্য এবং এক্ষেত্রে উত্তরদাতার পরিচয় গোপন রাখার বিষয়টি নিশ্চিত করা হবে। আপনার সহযোগিতা আলোচ্য গবেষণার মান বৃদ্ধিতে গুরুত্বপূর্ণ অবদান রাখবে।]

নামঃ.....

লিঙ্গঃ পুরুষ মহিলা

বয়সঃ.....

শিক্ষাঃ.....

প্রতিষ্ঠানঃ.....

কাজের প্রকৃতিঃ.....

পদের নামঃ.....

কতদিন ধরে কর্মরতঃ.....

১। আমলাতন্ত্র সম্পর্কে সাধারণ ধারণা। আপনি যে বক্তব্যটি সঠিক মনে করেন তার জন্য নির্ধারিত বক্সটিতে টিক-চিহ্ন প্রদান করুন। ১=পুরোপুরি একমত, ২=একমত, ৩=মাঝামাঝি, ৪= একমত নই, ৫=একেবারেই একমত নই।

ক্রমিক	আমলাতন্ত্র-গণমাধ্যম পারস্পারিক সম্পর্ক	১	২	৩	৪	৫
১।	সরকারি কর্মকর্তারা তথ্য সরবরাহের ক্ষেত্রে সাধারণত সহযোগিতা করে থাকে।					
২।	সরকারি কর্মকর্তারা পরিস্থিতির গুরুত্ব বিবেচনা করে তথ্য সরবরাহে সহায়তা করে থাকে।					
৩।	জনস্বার্থের সাথে সংশ্লিষ্ট গুরুত্বপূর্ণ বিষয়ে রিপোর্ট এর জন্য সরকারি কর্মকর্তারা সংবাদকর্মীদের ভূমিকাকে সম্মান করে।					
৪।	সরকারি কর্মকর্তারা সাধারণত সংবাদকর্মীদের এড়িয়ে চলার চেষ্টা করে।					
৫।	সরকারি অফিস হতে তথ্য সংগ্রহের সময় আইনের বাধ্যবাধকতা এবং সংশ্লিষ্ট কর্মকর্তার ইচ্ছাধীনতার বিষয়টি বাধার সৃষ্টি করে।					

২। আপনি যে বক্তব্যটি সঠিক মনে করেন তার জন্য নির্ধারিত বক্সটিতে টিক-চিহ্ন প্রদান করুন। ১=পুরোপুরি একমত, ২=একমত, ৩=মাঝামাঝি, ৪= একমত নই, ৫=একেবারেই একমত নই।

ক্রমিক		১	২	৩	৪	৫
১।	সাধারণত সরকারি কর্মকর্তারা গণমাধ্যমের তথ্য গুরুত্বের সাথে গ্রহণ করে।					
২।	কার্যকরী জনসংযোগের উপায় এবং গণমাধ্যম ব্যবস্থাপনা সম্পর্কিত আধুনিক ধ্যানধারণার সাথে সরকারি কর্মকর্তাদের পরিচিতির প্রয়োজন রয়েছে।					
৩।	প্রতিটি সরকারি দপ্তরে একজন দায়িত্বপ্রাপ্ত জনসংযোগ কর্মকর্তা থাকা জরুরি।					
৪।	সরকারি কর্মকর্তা ও সাংবাদিকদের মধ্যে পারস্পারিক শ্রদ্ধার পরিবেশ বিদ্যমান।					
৫।	সরকারি অফিসের দুর্নীতি, তথ্য সরবরাহের অন্তরায় হিসাবে কাজ করে।					
৬।	সরকারি কর্মকর্তারা সাংবাদিকদের সাথে অনেক সময় অসৌজন্যমূলক আচরণ করে থাকে।					
৭।	সরকারি কর্মকর্তারা প্রায়ই অভিযোগ করে থাকে যে “সাংবাদিকরা সরকারি নিয়ম কানুন না মেনে তথ্য সরবরাহের জন্য পীড়াপীড়ি করে থাকে” এ বিষয়ে আপনার মতামত।					
৮।	উন্নয়ন প্রকল্প গ্রহণ ও বাস্তবায়নে, কোন কোন ক্ষেত্রে সাংবাদিকদের সবসময় তুল খোঁজার মানসিকতা উন্নয়নের গतिकে স্লথ করে দেয়।					
৯।	আমলাতন্ত্র সাংবাদিকদের যথাযথ সম্মান প্রদর্শন করে।					

৩। আপনি যে বক্তব্যটি সঠিক মনে করেন তার জন্য নির্ধারিত বক্সটিতে টিক-চিহ্ন প্রদান করুন। ১=পুরোপুরি একমত, ২=একমত, ৩=মাঝামাঝি, ৪= একমত নই, ৫=একেবারেই একমত নই।

ক্রমিক		১	২	৩	৪	৫
১।	গণমাধ্যমের নিয়ন্ত্রণে আইন প্রণয়নের প্রয়োজনীয়তা রয়েছে (যেহেতু বাংলাদেশের বর্তমান প্রেক্ষাপটে, অন্যের গণতান্ত্রিক অধিকারের প্রতি শ্রদ্ধা প্রদর্শনের সংস্কৃতি এখনো মানসম্মত নয়)					
২।	আমলাতন্ত্রের সাথে সহযোগী সাংবাদিকতা (Collaborative Journalism) কখনো কখনো পরস্পরকে বাধ্যবাধকতায় বা কৃতজ্ঞতাপাশে আবদ্ধ করে যা বস্তুনিষ্ঠ সাংবাদিকতার জন্য প্রতিবন্ধক হিসাবে কাজ করে।					
৩।	সাংবাদিকতা সাথে সংশ্লিষ্ট বাস্তবপূর্ণ পেশাগত কাজে যথেষ্ট স্বাধীনতা ভোগ করে (বাংলাদেশের সার্বিক গণতান্ত্রিক সংস্কৃতি বিবেচনা করে।)					
৪।	প্রেস কাউন্সিল কর্তৃক নির্ধারিত সাংবাদিকদের পেশাগত আচরণবিধি সাংবাদিকদের “স্বতঃপ্রণোদিত নিয়ন্ত্রণ” নিশ্চিত করতে সক্ষম।					
৫।	মিডিয়া সংশ্লিষ্ট আইনের যথাযথ প্রয়োগের মাধ্যমে সাংবাদিকদের জবাবদিহিতা নিশ্চিত করা সম্ভব					

৪। আপনি যে বক্তব্যটি সঠিক মনে করেন তার জন্য নির্ধারিত বক্সটিতে টিক-চিহ্ন প্রদান করুন। ১=পুরপুরি একমত, ২=একমত, ৩=মারামাঝি, ৪= একমত নই, ৫=একেবারেই একমত নই।

ক্রমিক		১	২	৩	৪	৫
১।	আমলাতন্ত্র হতে বিশেষ ধরণের (Classified) তথ্য প্রাপ্তি সংশ্লিষ্ট সরকারি কর্মকর্তা ও সাংবাদিকের ব্যক্তিগত সম্পর্কের উপর নির্ভর করে।					
২।	সাংবাদিকদের রাজনীতির সাথে ব্যক্তিগত সম্পৃক্ততা তথ্য প্রাপ্তির ক্ষেত্রে ভূমিকা রাখে।					
৩।	পত্রিকার সার্কুলেশন চেয়ে রাজনীতির সাথে সম্পৃক্ততা সরকারি বিজ্ঞাপন প্রাপ্তির ক্ষেত্রে গুরুত্বপূর্ণ ভূমিকা পালন করে।					

৫। সরকারি কোন প্রতিষ্ঠানের বা কোন কর্মকর্তার বিরুদ্ধে দুর্নীতি সম্পর্কিত রিপোর্টিং এর ক্ষেত্রে ঢাকা ও অন্যান্য শহরে কর্মরত সাংবাদিকদের নৈতিকতা চর্চা সম্পর্কে আপনার অভিমত কি?

৬। আপনি কি মনে করেন যে বর্তমান সরকারি চাকরি সম্পর্কিত আইন ও বিধি-বিধান (যা সরকারি কর্মকর্তাদের ক্ষেত্রে প্রযোজ্য) তথ্যের মুক্ত প্রবাহের ক্ষেত্রে অন্তরায়? আপনার এই মূল্যায়নের যৌক্তিকতা কি?

৭। আপনি সাংবাদিকদের প্রতি সরকারি কর্মকর্তাদের আচরণকে কিভাবে মূল্যায়ন করবেন?

৮। বর্তমান তথ্য অধিকার পরিস্থিতি সম্পর্কে আপনার মূল্যায়ন কি?

৯। সাংবাদিকদের পেশাগত ও নৈতিক মান বৃদ্ধিতে প্রেস কাউন্সিলের বর্তমান ভূমিকা আপনি কিভাবে মূল্যায়ন করবেন।

১০। সাংবাদিকদের স্বতঃপ্রণোদিত নিয়ন্ত্রণ (Self Regulation) সম্পর্কে আপনার অভিমত কি?

সহযোগিতার জন্য আপনাকে অসংখ্য ধন্যবাদ

The Effect of Organizational Culture on the Relationship between Media and Bureaucracy

Checklist for Interview

1. Media freedom: - Media freedom in the light of the legal environment:

- Constitutional provision
- The Right to Information Act; Official Secrets Act of 1923; the Evidence Act of 1872; the Rules of Business of 1996; and the Government Servants (Conduct) Rules of 1979
- The Draft Broadcasting Act, 2003; The community radio policy; The draft broadcasting policy-2011; Press and Publication (Declaration and Registration) Act of 1973, The Press Council Act of 1974

2. Media accountability and self regulation of Journalist

3. Corruption within the media

4. Relationship of government and media - Normative situation and the actual condition in Bangladesh

5. The effect of cultural factors on the relationship between media and bureaucracy- Which includes: patron-client relationship, culture of secrecy, affiliation centric attitude.

6. Journalist safety and impunity:

7. Media's role as watchdog against corruption

Appendix-5

Correlations table for the indicators of relationship perceived by the bureaucrats

	Cooperativeness of Journalists towards Bureaucracy	Journalists are considerat to the situation and sensitivity of information	Appreciative to the good deeds of Civil Servant	Always fault finding to the Civil Servant	More interested in news value rather than the National Interest
Cooperativeness of Journalists towards Bureaucracy	1	.443*	.571**	.465**	.303
Pearson Correlation					
Sig. (2-tailed)		.014	.001	.010	.104
N	30	30	30	30	30
Journalists are considerat to the situation and sensitivity of information	.443*	1	.289	.218	.123
Pearson Correlation					
Sig. (2-tailed)	.014		.121	.247	.519
N	30	30	30	30	30
Appreciative to the good deeds of Civil Servant	.571**	.289	1	.074	-.070
Pearson Correlation					
Sig. (2-tailed)	.001	.121		.699	.712
N	30	30	30	30	30
Always fault finding to the Civil Servant	.465**	.218	.074	1	.363*
Pearson Correlation					
Sig. (2-tailed)	.010	.247	.699		.049
N	30	30	30	30	30
More interested in news value rather than the National Interest	.303	.123	-.070	.363*	1
Pearson Correlation					
Sig. (2-tailed)	.104	.519	.712	.049	
N	30	30	30	30	30

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

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

Appendix-6**Number of sampled journalists and their corresponding organization**

Name of Daily	Number of Respondent
Daily Prothom Alo	3
Daily Ittefaq	4
Daily Vorer Kagoj	2
Sangbad	4
Daily Sokaler Khobor	4
Daily Kaler Kantha	7
Daiy Star	3
Daily Inqilab	1
Daily Vorer Dak	1
Total	30

Appendix-7

Correlations table between administrative culture and relationship between media and bureaucracy

		Relationship Index (Bureaucrats' Perception)	Administrative Culture
Relationship (Bureaucrats' Perception)	Index Pearson Correlation	1	.515**
	Sig. (2-tailed)		.004
	N	30	30
Administrative Culture	Pearson Correlation	.515**	1
	Sig. (2-tailed)	.004	
	N	30	30

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

Model Summary of Regression Analysis

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.515 ^a	.265	.239	.56438

a. Predictors: (Constant), Administrative Culture