



**Transfer of Upazila level officials in Bangladesh:
its implication on public service innovation**

**By
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MPPG, 7th Batch**

September 2018



**South Asian Institute of Policy & Governance Program
North South University, Dhaka**



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Declaration

This is to declare that the thesis entitled “Transfer of Upazila level officials in Bangladesh: its implication on public service Innovation” submitted to the South Asian Institute of Policy and Governance (SIPG) program of North South University, Dhaka, Bangladesh for the degree of Master in Public Policy and Governance is an original work of the undersigned. No part of it, in any form, has been copied from other sources without acknowledgement or submitted to any other university or institute for any degree or diploma. Views and expressions of the thesis bear the responsibility of mine with the exclusion of SIPG for any errors and omissions to it.

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Abstract

The role of civil servants for the development and good governance of a country is very important. In addition to conducting governmental responsibilities and development activities, they play the role of catalyst for social development. Civil servants act as agent of change or preserving stability and order in the society through their creative initiatives. Throughout the ages, some pioneering civil servants in Bangladesh have played a number of innovative roles in the social development of Bangladesh. Consistently, there has been a lot of public awareness in the public sector in Bangladesh that many innovations are taking place in the service delivery at field administration especially at Upazila level administrative tier. In recent times due to social and economic changes, demand for improved services in public service sector has also been created. At the same time, it is also recognized that in order to promote innovation, more efforts are needed to combat organizational and systematic challenges in the public sector. In these circumstances, the traditional system of service delivery is failing to achieve public satisfaction. Innovation seems to be an important way out to resolve the new issues by rethinking old ideas and practices. In order to create sustainable innovation culture, public sector managers need to realize the potentials and risks of innovation. This is also important to revise organization's structure as well as accommodate organization's goals, norms, values and routines in accordance with innovation practices. Efficient and effective human resources management is an integral part of sustainable innovation in the public sector. Job transfer is a vital issue among the many segments of human resources management. The discussion of this study is centered to the job transfer of civil servants having a particular focus on its implication to the sustenance of public service innovation in the Upazila level field administration in Bangladesh. The objective of the study is to investigate whether the transfer of Upazila level civil servants in Bangladesh can have effects on innovation schemes in the discharge of public service in their concerned workplace. Mixed method approach has been used to collect the necessary data in achieving the objective of the research. The findings of the study show that majority of innovating officers in the Upazila level offices had less than two years tenure in their previous workplace. There is a relation between the implementation rates as well as continuity of innovation schemes with the tenure of concerned innovating officers in respective workplace.

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Chapter One

Introduction

Introduction

Public service innovation is no longer just a buzzword. It is an important instrument for possible solutions to many complex problems in the public administration. Innovation is an important driver for meeting the changing needs of the citizen in competitive global conditions. However compared to private sector the concept of innovation is yet to have strongly institutionalized in the public sector. Although traditional administrative customs and structures are creating some resistance to sustainable innovation, the developing countries like Bangladesh, in line with the expectations of the people, are trying to promote innovation in a variety of ways. Traditional human resources management system is one of the core areas of concern relating to the sustainability of public service innovation in Bangladesh. Human resources management is composed of many components, where job transfer is an important one. The study examines whether job transfer in the Bangladesh Civil Service has any impact on the continuity and sustenance of innovation schemes in the discharge of public service delivery. Here job rotation and job transfer is synonymously used to the connotation of horizontal movement of the employee.

Transfer and rotation is a regular practice in the management and administrative system as a significant tool in public administration to be used to improve learning and broaden the experience of employees, at the same time to reduce the opportunities for rent-seeking behavior (Cyan & Pasha, 2017). In the management literature job transfer is viewed as a part of the overall staff development programs. But the benefits of job transfer may be reduced if carried out too frequently or for narrow partisan reasons. Frequent transfers and postings in a civil service negatively impact on-the-job learning, accountability for results, and incentives to acquire skills (Cyan & Pasha, 2017, p. 1077). Frequent transfer may limit individual's contribution

to the organization and hinder the path of innovation for the reason that incumbents are not to stay in position as much as necessary to set up or carry on reforms. Important initiatives of the incumbent cannot be implemented effectively due to lack of continuity in the tenure of the concerned officials. Ultimately much desired effort to public service innovation goes in vein.

There is a means and ends gap in Bangladesh public bureaucracy focusing right men at the right place as means. This gap affects the aspiration and commitment of the incumbent in achieving the desired goals. This research attempts to give an understanding of the relationship between the sustainability of public service innovations with the current trend of job transfer in the Bangladesh Civil Service officials at Upazila (sub-district) level. This is to be mentioned that, the field level administrative structure of Bangladesh consists of Division, District, Upazila and Union. Upazila, the second lowest tier, is the most important administrative units of Bangladesh. Upazilas are similar to the county subdivisions found in some Western countries. Upazila Nirbahi Officer is the chief executive officer of an Upazila. He is a mid level officer of Bangladesh Civil Service (Administration) Cadre designated as Senior Assistant Secretary to the Government. All the field level functionaries of the development departments operate here under the guidance of respective functional heads in coordination with the Upazila Nirbahi Officer (UNO).

Since public services are highly linked with field level offices, the study will try to explore whether random and premature transfer of incumbent in the field administration hampers efficient implementation of new initiatives; analyze the consequence of horizontal movement of the employees relating to the effectiveness and sustainability of public service innovation.

Background of the study

The development of modern civil service system practiced in many countries is based on some ideals originated from Max Weber's bureaucratic structure. Among the other ideals like specific jurisdiction; hierarchical principles; merit based employment in Weber's rational-legal form of authority permanence in career is one of the

elements that guarantee the officials in getting tenure of position and protecting from capricious removal from the office. But in the course of social change over the years, several elements of Weber's concept have been transformed or challenged. The transformation has been influenced by different stages of socio-political development in different countries. The concept of New Public Management in the context of globalization has come forward with some change initiatives in political, administrative and other spheres in both the developed and developing countries to achieve the set goals in more efficient and effective way than the previous mode of action. This new dimension persuades the government and other actors in many countries for making their administrative system transformed towards the global wave of good governance.

Donahue (2005) states that, at present innovation in public sector organizations is recognized as a very important factor in meeting the challenges of globalization and demographic changes, while at the same time, sustaining a high level of services to citizens and business. Governments can and do innovate, refine their strategies, develop new solutions to old problems, and find ways to recognize and meet previously latent needs (Donahue, 2005, p. 1). A.M.M. Shawkat Ali describes the evolution process of the civil service system as transition from being servants of the King or Emperor to servants of the State and to servants of the Public and finally a protected service (Ali, 2004, p. 22). Civil services therefore, are faced with challenges both from the service seekers with greater public scrutiny and political control. With more political control, civil service has been put as an instrument for implementing public policy and ensures service delivery with the perceived notion of accountability and good governance. Like most developing countries Bangladesh has made several attempt to reform and modernize the civil service system to infuse more dynamism so that civil service become effective in the discharge of public administration. In order to generate dynamism and to do away with the hangover of inefficiency the Government of Bangladesh has taken many positive steps in recent years with the aim of making public service more trustworthy and reliable.

In Bangladesh public administration, innovative initiatives are encouraged in many ways like-recognition for innovation at the different levels of administration; extensive training on innovation through the a2i project operated from the Prime Minister's office; encouraging innovation as an integral part of daily activities of public service etc. to build the administration citizen friendly. The increasing enthusiasm in the public service innovation in recent years is boosting the level of dynamism of civil service of Bangladesh because of the government initiatives to promote 'services to the doorsteps of the people'. Different programs like organizing innovation fairs at all levels of administration, ICT prizes in different categories from district level to national level, Public Administration Medal etc. have been introduced to increase interest in innovation among officials. Innovation has also been included as a condition for having best grade in the ACR (Annual Confidential Report used for performance evaluation) of the officials. As a result, many officials have been impassioned to initiate new solutions outside the traditional trend for reducing boredom and expenditure in public service. But practically most of the innovative initiatives become individual centric due to not establishing those in the sustainable institutional framework on the basis of the laws and rules. It is argued that the innovative initiatives are excluded or put aside along with the change of the initiator. In this regard, effectiveness and sustainability of the innovation schemes need to be considered in line with proper human resources management.

Statement of the problem

The concept of innovation in public administration or civil service is a widely discussed topic worldwide. Since the main responsibility of the public administration is to provide services and maintain discipline, both of which are regulated by rules and regulations; it is extremely difficult for public administration to think and work outside the traditional box. On the other hand, the beginnings of innovation come out of practice and work outside the box. Ensuring sustainable innovation in the public administration is a big challenge, especially in the developing countries like Bangladesh. To keep pace with the globalized era, patronizing innovative techniques or methods is very important. In order to build a people-friendly administration,

several initiatives have been taken in Bangladesh recently. Public service innovation is being encouraged here in various ways in regard to the implementation of Vision-2021¹. However In spite of various promotional initiatives, most of the innovative ideas in public service are not sustainable. Traditional human resources management in the public administration can have a linkage with this issue that contradicts the values of mission-driven administration.

Coherent policy regarding human resources management in Bangladesh public administration faces some difficulties in pursuance of proper scientific career planning. In characterizing Bangladesh bureaucracy Aminuzzaman (2013) pointed out, “Human resource planning is hardly existent and although frequent changes are made in postings, inter-departmental mobility is rare” (Aminuzzaman, 2013, p. 7). There exists a means and ends gap in public bureaucracy in Bangladesh. Whereas ends is efficient and effective public service delivery with the means of focusing right men at the right place. In order to minimize the gaps from improved services and capability of civil service, government has undertaken affirmative action, training, overseas higher studies capacity building projects and so on. Human resource management remained as a critical area putting the right person in the right place. The problem of one size fits all may not work; hence there is a need to have special treatment.

Sound placement policy and its compliance is an important ingredient for smooth functioning of public bureaucracy. Generally a civil servant in Bangladesh is transferred from one place of duty to another within the same cadre or department. But there is provision of transferring an officer to another department on deputation outside his/her own cadre. Primarily Ministry of Public Administration is responsible for transfer, posting and deputation related matters. Some regular intra-ministerial job transfers are under the responsibility of concerned ministry or division. Regarding the transfer and posting of Upazila level administration cadre officials

¹ In 2021, Bangladesh will step in the fiftieth year of its independence. Vision-2021 is political manifesto to promote Bangladesh in a specific step of social, economic and political development in the global context within the year 2021.

Divisional Commissioner² is entitled to do the task. There are different guidelines, rules and regulations regarding the posting and transfer of field administration officers in Bangladesh. In reality, the rules and regulations are not seen to be followed properly. To bring dynamism in field administration and for a sound human resource management The Ministry of Establishment (earlier Ministry of Public Administration was named as Ministry of Establishment) issued a notification³ with some directives regarding the posting and transfer of Upazila Nirbahi Officer (UNO). There is a provision in the notification that, generally no UNO will be inter-district transferred before the completion of two years tenure in a place. No matter what the rules are on paper, the appropriate authorities can make any decision for "public interest".

Rigid rules and regulations in career path can be regarded as a major block to creativity and innovation. According to the provision of the posting policy for BCS administration cadre officials issued by the Ministry of Public Administration by a notification⁴, an officer of BCS administration cadre is supposed to work for at least two years as Upazila Nirbahi Officer and another two years as Assistant Commissioner Land in the field administration. There is also regulatory provision for the government servants to be transferred from one place to another in every three years. In pursuance of those regulatory provisions and other reasons officers are often placed in positions inconsistent to previous assignment.

Some recent data compiled by the author from the National Web Portal of Bangladesh (www.bangladesh.gov.bd accessed on 12 February, 2018) shows the trend that job tenure of most of the Upazila Nirbahi Officers in two important districts namely Rajshahi and Bogra is less than two years. 63% of the total posted officers in that two districts were transferred for another place before completing two years tenure in a single place. 21% officers did not even stay in a working place for six months at a stretch. 12% UNOs have been transferred their posting place

² Divisional Commissioner is the Administrative head of a division, who is a senior civil servant from the BCS Administration cadre and is directly responsible for supervising the revenue and development administration of a division.

³ Notification no. 05.141.005.00.00.020.2010-354 dated 30 December, 2010

⁴ Notification no. 05.00.0000.137.22.101.14-541 dated 09 November, 2015

before completing one year tenure there. This situation depicts the general trend in the job transfer of field level administrative officers. There may be different factors like voluntary or regulatory factors behind those transfers. Though there are some regulatory frameworks for the posting and placement of officers, still there is provision to overlook the rules for the sake of “public interest”.

Culture of ‘Tabdir’ (personalized lobbying to influence decision) and nepotism is one of the various factors for frequent job transfer. For example, considering the personal and family privileges of the officer, sometimes the officer is transferred by his own ‘Tadbir’. There are also political reasons for posting and transfer of incumbents. The officer has to be transferred due to not listening to political wrongdoing; again the workplace of an officer is determined according to the choice of influential politicians. Sometimes incumbents are unexpectedly transferred by the authority accepting the wrongful claims of interest groups. In the recent times, several field level officers have been subjected to the sudden transfer due to the wrongful demand of the local influential people.

Whatever the reasons behind that kind of rotation or transfer, premature and frequent transfer must have consequences over the performance of concerned officer. Consequences are like: vulnerability to political interference in the administration; no long term work plan for individual officer; trainings are not used in career development; instable psychological condition; disturbance in family as well as social life; no innovation in public service or unsustainable innovation; new place takes time for settlement that affects the accountability; demotivated or discouraged to be creative; negative impact on Annual Confidential Report; difficulties in adjustment with the new places frequently; no specialization of knowledge; unhealthy competition among the officers for grabbing the better placement and so on. External interference causes inefficiency in the bureaucracy while the qualified officers do not always get posted in the right positions.

Undue, untimely or unexpected job transfer can be demotivating factor for the employee. Innovative officers cannot stay in a working place for the required time so that they can implement their innovative ideas there. If there is premature and frequent change in officer's office, the officer loses his/her interest in discharging the creative initiatives. Though the problem prevails throughout the Bangladesh civil service, its influence in field administration is much more noticeable. Especially the cadre officials working in Upazila administration have to face this problem very much. If there is a predictable career path so that an officer can set specific targets at his/her assigned workplace in the company of reasonable time and opportunity to implement it. That may increase the efficiency of officials by increasing interest and dedication to work.

Defining Concepts

There are some internal as well as external drivers for innovation. Since innovation does not take place suddenly, it takes time for ideas generated to mature into substantial benefits for organizations and their clients. Therefore, for successful innovation, ideas need to be incubated to set aside for greater teamwork among organizational members. To guide the discussion on public service innovation relating to the horizontal mobility of employee, two important concepts like sustainable innovation and premature job rotation/transfer are conceptualized in the following way.

Public Service Innovation

The primary purpose of innovation in the public administration is to develop and facilitate the public service delivery system considering the needs of the citizen. The letter⁵ issued by the office of the Prime Minister of Bangladesh defines public service innovation as to find out new solution for a problem despite having the risk of being in danger; such idea/solution will reduce the harassment and cost of citizens and ensure service in a relatively short time and through which the systematic complications will be reduced, service quality will be improved and the involvement

⁵ The letter issued on 13 February, 2014 bearing no. 03.092.006.00.00.012.2014-44

of officers/employees will be increased. Adoption of new ideas or initiatives at organizational as well as societal level is important for the sustenance of innovation scheme. For an innovation to be sustained and successful, most of its stakeholders must understand and accept it. Therefore, communication and reception of ideas have to play the vital role. According to the instructions of Governance Innovation Unit under the office of the Prime Minister of Bangladesh, four factors should be considered in implementing the innovative ideas: (i) novelty- whether the innovative idea will make any significant change/improvement in the service delivery process; (ii) effectiveness- whether the idea is able to meet the demands of service recipients; (iii) significance- whether the innovation will make significant progress in reducing the local problem, whether it will bring any change in the traditional approach to management or work culture; (iv) replicability- if the innovative idea is successful, will it be implementable in other cases and will it be accepted as a model in other policy matters. Public service innovation refers to the initiation of any change in the process of service delivery that saves time, cost and office visit of the citizen in receiving the concerned service (Haque, 2015).

Centering to the government's vision of development various innovative initiatives are being taken at different levels of public administration in Bangladesh. Although there are some senior patrons, most of the innovations are governed by the personal motives of the innovator. If there is no obligation to accept and adopt the innovation within the formal organizational structure, individual centric innovations are likely to be lost with the change of the innovator. The research considers the sustainability of innovation based on their continuity even after the transfer of the innovator. Here, public service innovation refers to innovative initiatives and schemes taken in the discharge of public service delivery.

Upazila Innovation Team

As per the direction of the Cabinet Division of Bangladesh there is an Innovation Team in every Upazila consisting of five to seven members. The UNO is by post the Chairman of that team named as "Innovation Officer" and the AC Land is by designation a member. The other three to five members of the team are selected by

the Innovation Officer on the basis of some criteria like the officer interested in the new innovative work; able to give leadership; feel comfortable to work in team; and with a mentality and ability to help others. According to the gazette notification issued by the Cabinet Division dated 8 April, 2013, Upazila Innovation Team is responsible for the following tasks:

- To bring qualitative change in the service delivery process of the respective offices;
- Preparing yearly innovation action plan and taking approval of the monthly coordination meeting at the beginning of the year;
- Organizing meeting in every month, reviewing the implementation progress of the action plan and presenting the progress report in the monthly coordination meeting;
- Communication and coordination with other innovation teams formed at the ministry/division/department/district level;
- Preparing annual report, sending it to the Cabinet Division and publishing on own website by 31 January every year.

Transfer as conditions of service

In order to bring dynamism and for proper human resources management in the field administration of Bangladesh some instructions relating to the transfer and posting of Upazila Nirbahi Officers (UNO) have been issued from the Ministry of Public Administration in recent times. The circular⁶ issued by the Ministry of Public Administration (at that time the Ministry was named as Ministry of Establishment) consists of some important instructions in this regard. According to the provision of that circular (Instruction-VI), no UNO will be inter-district transferred before the completion of two years tenure in a place. Though there can be exception in the case of major physical illness that requires higher treatment; or moral degradation of concerned officer; or any other specific/logical unavoidable circumstance. In accordance with the same instruction no UNO will be kept posted in a place more than three years of tenure. The circular directs that, if any UNO is transferred before

⁶ The Circular no. 05.141.005.00.020.2010-354 dated 30 December, 2010

the completion of two years tenure in a place for any unavoidable circumstance, the Division Commissioner will have to send a report immediately within seven days of such transfer to the Ministry of Public Administration mentioning the reason behind that transfer. Another direction of that circular (instruction-XIII) states that, if any UNO has to be transferred before the expiration of two years tenure in a place subject to any specific complaint being proved; or for any other administrative or personal reasons (promotion, duties to higher posts, deputation, higher education/training etc.), the Divisional Commissioner including the opinion of the Deputy Commissioner⁷ will send a proposal to the Ministerial committee for verification. Such transfer will be implemented following the verification and recommendation of that committee. As per the instructions of the Ministry, completion of two years tenure for an UNO in a single place is given utmost importance. But, to what extent the instructions are properly followed is need to be examined. In view of this matter, the transfer of the incumbent before expiration of two years tenure in a place is considered as premature job transfer. Job rotation and job transfer is synonymously used in this research.

Rationale of the study

Existing literature shows that job transfer of employees have multifaceted benefits for them by improving skills and diversifying experience through on-the-job learning that ultimately contribute to the increase in organizational performance. On the other hand, short tenure in office may be demoralizing for the officers since an officer cannot have respect and recognition successfully within a short tenure in office. Therefore, job tenure is an important determinant of organizational effectiveness that needs to be explored. One of the development priorities of Vision-2021 of the government of Bangladesh is promoting innovation under a digital Bangladesh. Therefore, public service innovations are being promoted by numerous ways. While several programs have been taken on various aspects of innovation in the public service, the implementation effectiveness and the sustainability of

⁷ Deputy Commissioner popularly known as DC is the executive head of a District of Bangladesh. He/she also exercises the role of District Magistrate. Deputy Commissioner is the supervising authority of Upazila Nirbahi Officer. A Deputy Secretary to the government of Bangladesh from BCS Administration Cadre is appointed for this post.

innovations are rarely followed a line of investigation in Bangladesh. This study intends to explore the facts behind the sustainability of public service innovation in relation to the job tenure of the incumbents.

Significance of the study

Globally there have been a number of researches conducted about the effects of job transfer on the organizational performance. But in Bangladesh a little attention is given on the issue like the effectiveness and sustainability of public service innovation in relation to the job transfer of Bangladesh civil service officials. Because of the subject remaining under-studied in the literature, many aspects of job transfer in Bangladesh civil service may remain unveiled to us. Therefore, this study can help us explore important information in terms of human resources management that would be helpful for the policy makers regarding the effects of job transfer in field level civil service that may have the impacts on the efficiency of the officials. So, it is essential to investigate the factors relating to job transfer that may influence public service innovation in Bangladesh. This study may be helpful to the academics, scholars, other researchers and the policy makers as well. Besides validating the existing literature this study may generate new insights in this field that can be helpful for different stakeholders specially the policy researchers.

Research objective

The major objective of the study is:

- To explore whether the transfer of particular officer can have effects on innovation scheme in the discharge of public service.

The main research question

The study attempts to extract the information regarding the frequency of job transfer of the field level officers; if there is a change of posting before the expected time, does it affect the performance of the officer; whether there is any impact of the unwanted transition to meet the performance target; whether frequent transfer

of officers result any interruption in public service innovation. The study attempts to find answers to some more questions in line with the following main question:

- How the current administrative practices of job transfer are seen effective from the perspective of sustainable innovation schemes in public service delivery?

Methodology

This study pursues a mixed approach having both quantitative and qualitative data. For quantitative analysis, a trend of postings and transfer is analyzed. For measuring consequence from individual perspective, qualitative approach has been pursued. Members of the Upazila Innovation Team are the targeted population based on the characteristics and objectives of the study. To reach the target group quickly, initial communication with the respondents was established through the Deputy Commissioner of the district as well as the Upazila Nirbahi Officer of the concerned Upazila. The sample size for the survey is 55, which includes officials from eighteen departments working in the field administration. Field work has been administered by the researcher to get valid interviews.

Scope of the study

The main focus of this research is to analyze the general trends of job transfer of Bangladesh Civil Service officials at field level administration and to find out the effect of such transfer on the public service innovation. There are different stakeholders like Ministry of Public Administration, Office of the Divisional Commissioner and other line departments performing managerial responsibilities relating to job transfer in the field level public administration in Bangladesh. Hence, job transfer and rotation can be seen from various perspectives such as managerial, incumbent, service seekers etc. Due to the time, resource and accessibility constraints, this study only tries to analyze the issue from incumbent's perspective. In that case, civil servants working in the Upazila level field administration have been the focus of the study. The entire nine Upazilas of Rajshahi district was selected as study area for data collection. The reason for selecting Rajshahi is that, in recent

times Rajshahi has got focus from media and the government as well for some innovations in public service delivery in different field offices especially land office. Working experience and the accessibility of the researcher in Rajshahi division is another reason for selecting the district as study area.

Structure of the paper

The research paper consists of the following six chapters:

Chapter one: The introductory portions of the paper have been discussed in the first chapter. It presents the background of the study, problem statement, scope and significance of the study, specifies the research questions in accordance with the research objective. It also describes the limitation and the structure of the study.

Chapter two: In the second chapter there has been a discussion about administration structure of Bangladesh. This chapter gives an overview about the administrative system in Bangladesh.

Chapter three: The literature review, theoretical discussion and analytical framework have been written in the third chapter.

Chapter four: The fourth chapter describes about the research methodology, data collection, data sampling, data processing technique etc.

Chapter five: The chapter is the empirical chapter presenting and analyzing the collected data, giving the interpretation of data.

Chapter six: Chapter six is the final chapter that works out with the findings from the analyzed data. It deals with the general summary and the implications of the study. It will end up with a conclusion pointing out the final results of the study.

Conclusion

This study can contribute to the policy agenda identifying the relationship between unpredictable career path and public service innovation. The problem of uncertainty in the service innovation can be eliminated if the right person is given opportunity to work in the right place for a particular set of goals. Goal setting should be

accompanied with the tools for goal attainment. So, this is necessary to address abrupt job transfer on the policy perspective in ensuring sustainability of the public service innovation. And thus, this study has significance with the public policy and governance studies.

Chapter Two

Administrative system in Bangladesh

An attempt is made in this chapter to give an overview about the administrative system in Bangladesh. This is a brief description about the basic structure of administrative system, its stratification, and hierarchy of the officials corresponding to the different administrative levels.

Organization of Administrative system in Bangladesh

The government of Bangladesh is run by two-tier administrative system. The upper tier is the central secretariat at the national level which is the center point of the administration. The central secretariat consists of various ministries and divisions for providing policy support and performs like clearinghouse in conducting various activities of the state. The lower tier consists of different departments or directorates attached to the ministries and divisions. This tier is mostly responsible for general administration, implementation of government policies and programs at the field level, and provides government services directly to the citizens (Ahmed S. G., 2002, p. 327). The minister, the state minister or the deputy ministers appointed by the prime minister, lead the ministry's activities. A secretary to the government is the chief executive of each ministry. Large ministries like finance, education, health, planning, laws, local government etc. are divided into more than one division. Each division is headed by a secretary as the chief executive. The primary responsibility of the ministry is policy formulation that is done through different affiliated departments, organizations, boards, commissions, academies etc. For the implementation of the policies, the field administration has been arranged in division, district and Upazila level. At present there are 58 ministries and divisions in the secretariat level, 353 attached departments or directorates, 8 administrative divisions, 64 districts, 491 Upazilas, and 4554 Unions in Bangladesh (Bangladesh National Web Portal, accessed on 21 July 2018).

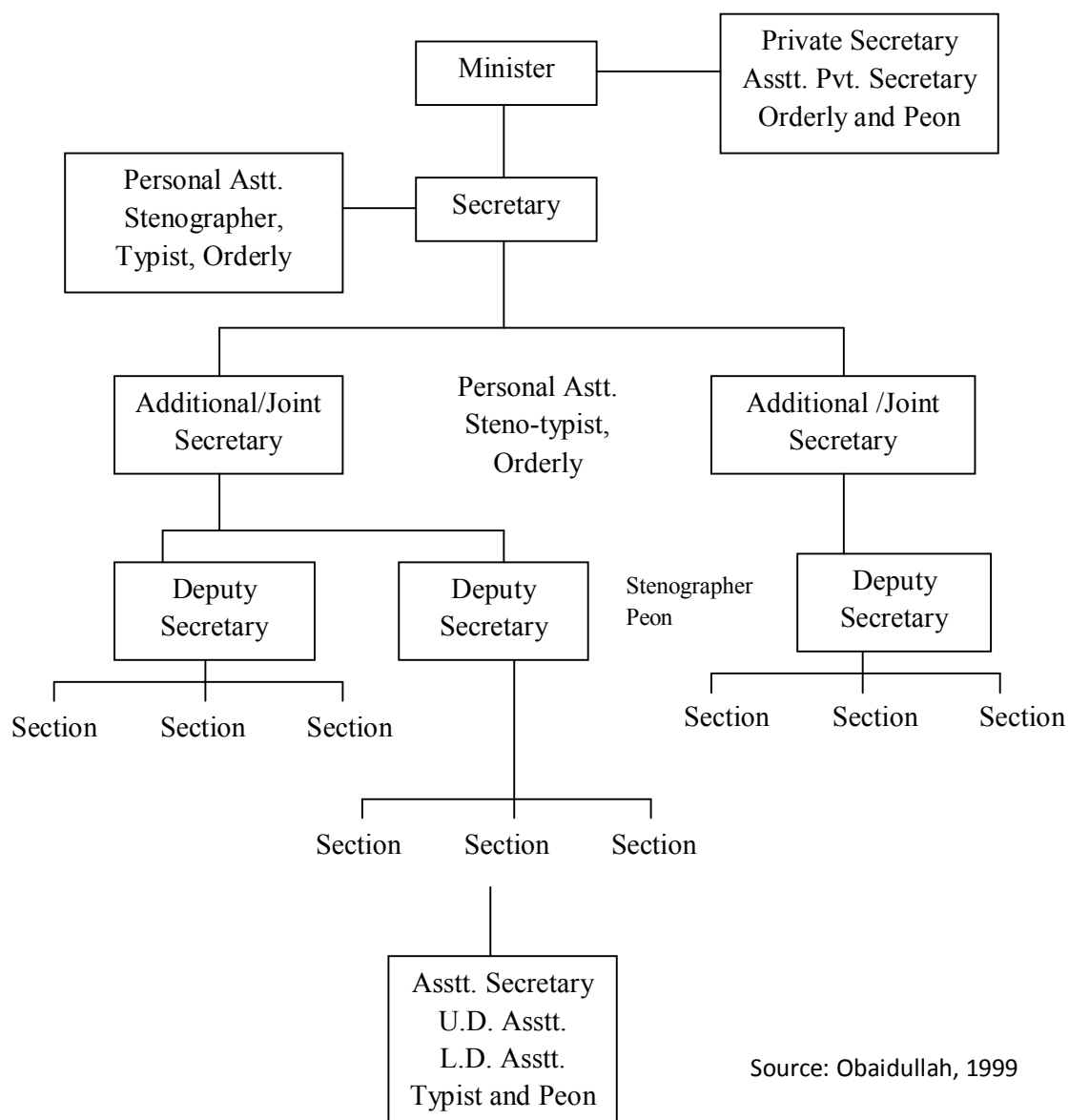
Structure and procedure of the Bangladesh Secretariat

There is a single central secretariat in Bangladesh having being the unitary character of the state. The Ministries and Divisions are collectively referred to as the secretariat. Constitutionally, the executive authority of the state is vested to the President and practiced by him with the advice of the Prime Minister in accordance with the Rules of Business. The administrative policies are discussed and formulated in the council of cabinet ministers presided by the Prime Minister. The secretariat stands below the cabinet and is consists of civil servants who help and give advices to the cabinet ministers in the formulation of policy. Secretariat is the highest level sub-system of the government system of Bangladesh having both the upward and downward linkages (Obaidullah, 1999, p. 22).

The secretariat is divided into several Ministries and Divisions that are coordinated and administered by the joint direction of political as well as administrative leadership. The organizational composition of a ministry consists of a hierarchical sequence where the minister is in charge of the position at the highest level. In fact, a minister is the political head of the ministry and the secretary is considered the “administrative head” of the concerned ministry or division. All the ministries are responsible to the parliament for all concerned policy matters. A ministry or division is also responsible for the formulation and execution of the policy within its sphere of responsibility as well as review of that policy.

The secretary is the key responsible person for the administrative functions and disciplinary matters assigned to a ministry or division. He/she is also the principal accounting officer and responsible for careful execution of the Rules of Business in the ministry as well as attached departments and subordinate offices. He/she also provides advises to the concerned minister regarding policy and administrative matters.

Figure 1: Secretariat set up of Bangladesh



Source: Obaidullah, 1999

A division is divided into several wings. A joint secretary is in charge of managing a wing and has the authority to put forward cases straight to the minister for decisions. But in practice, cases are placed to the minister passing through the secretary or additional secretary for consideration and opinion. There are several branches under a wing. A deputy secretary is in charge of each branch. A joint secretary, being the head of a wing administers the activities of the branches in

his/her wing. The lowest working unit of the secretariat is the section which is under the charge of an assistant secretary. An assistant secretary disposes the cases assigned on the section based on the precedents. There are a number of office personnel below the level of assistant secretary (Zafarullah, 1998, pp. 83-87).

The policies adopted by the ministries or divisions are implemented by a number of executive agencies. These agencies are commonly known as attached department and subordinated offices. Attached departments have direct relation with a ministry or division and are generally responsible for providing managerial direction in the implementation of policies put down by the concerned ministry. They also provide technical information and give an opinion on technical aspects concerning the ministry's business. The official from which grade will be the head of department or directorate is determined by the importance and functions of the department/directorate. In some cases, the secretary-level officer is made head of the department while on the other cases it is headed by official having the pay and benefits of an additional secretary, joint secretary or a deputy secretary (Ahmed S. G., 2002, p. 329). A subordinate office normally does not have direct dealing with the ministry/division; rather it works as field agency responsible for comprehensive execution of the policies under the direction of attached departments. There are some other organizations like autonomous, semi-autonomous and public corporations made for specialized public functions or specific development programs. These organizations are regulated and run by the guidelines issued by the government from time to time.

Structure of Local Administration in Bangladesh

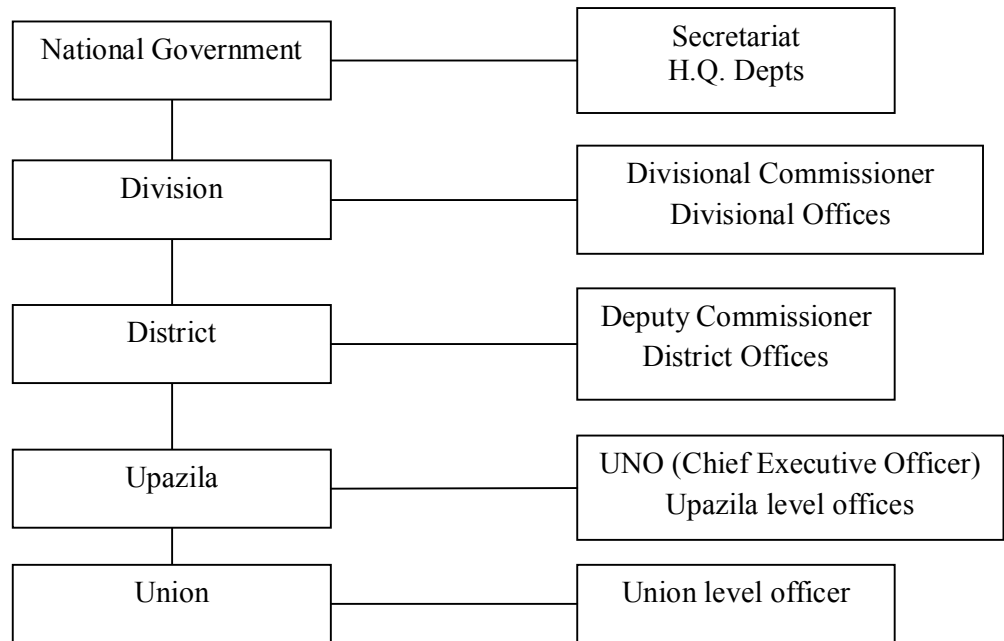
The local or field level administration in Bangladesh represents a hierarchical model consisting of Division, District, and Upazila level. The state at these levels is composed of various agencies with separate mandate and functionaries aligned with a line ministry or a directorate under the ministry. Existing field administration of Bangladesh can be classified into four broad categories based on their functions and functionaries. (i) general purpose administration representing national government;

(ii) regulatory departments; (iii) development departments; and (iv) service providing agencies (Ahmed T. , 2016).

Almost all the ministries are present in Divisions and Districts with their functionaries whereas the Divisional Commissioner and Deputy Commissioners are the representative of the national government and administer the government affairs at the Divisions and the District levels respectively. Similarly there are around thirty departments have their offices at the Upazila level with various developmental and service providing activities whereas the Upazila Nirbahi Officer represents the central government as general official to oversee the functions of the departments. The coordination at the field administration is done by the deputy commissioner at the district level and by the Upazila Nirbahi Officer at the Upazila level. This is done by appointing some committees on specific matters.

Specific procedures are followed to ensure coordination between each department for the implementation of development projects. All the agencies at every level of local administration are linked with their parent departments and ministries. The officials/departments have their functions in the Upazila are listed in the Annex-2.

Figure 2: Set-up of Field Administration



Source: (Obaidullah, 1999)

Chapter Three

Literature Review, Theoretical Discussion, Analytical Framework

Introduction

This chapter includes the literature review and theoretical framework of the study. At first, the chapter goes through the literature related with the main subject matter of the study. And secondly it comes across the theories and implication from the literature that can be drawn on to develop an analytical framework for the study. The literature review is focused on the transformation of public administration in the developing countries like Bangladesh in line with the changing paradigms of global demands. Modernization of public administration is the part and parcel of its continuous transformation whereas innovation is the precondition of modernization. A number of literatures are also reviewed as regards of public service innovation; job transfer and its impact on the efficiency of civil service. The conceptual framework, theoretical background and analytical framework are also incorporated in this chapter.

Literature Review

The study deals with the transformation of public administration towards a citizen oriented public service system. In this regard only a part of the whole system will be brought into focus, that is, public service innovation and the job transfer relating to it. Therefore, the literatures are reviewed on the basis of some concepts like transformation of public administration, job transfer and innovation in the public service.

There are many complaints about the effectiveness and mobility of administration in the developing countries like Bangladesh. Comprehensive corruption in the society

and lack of administrative accountability can be major reason for the lack of mobility in the administration. Politicization and influence of nonadministrative factors in the administration stand in the way of ensuring administrative accountability. Fred W. Riggs in his book "The Ecology of Public Administration" classifies societies into three groups. Firstly, fused or archaic society with limited specialized institutions where most of the necessary functions are performed by a single structure; secondly, refracted or modern societies having high degree of institutional specialization; and thirdly, the prismatic society which lies in between the fused and refracted society. Prismatic society is also known as transitional society that characterizes the developing countries. Rigg's prismatic model has been an effective model for analyzing public administration in developing countries. There are three basic features of Prismatic model such as heterogeneity, formalism and overlapping. Heterogeneity in the sense that there are different patterns, rules, systems and viewpoints in the society; formalism shows a gap between theory and practice in terms of effective practice and formal prescription; and differentiated and undifferentiated structure coexist in the society that causes overlapping in the administrative behavior. Prismatic societies are characterized by both having and not having specialized structures for particular functions. Here the formalistic structure may exist in paper and prescribes behavior that does not occur. In a prismatic model effective economic, political and administrative functions are performed by more diffuse structures. Administrative activities are highly influenced by nonadministrative factors derived from heterogeneous character of the society. It needs to be studied many nonadministrative matters in understanding administration in a prismatic society (Riggs, 1960). "In a prismatic society, its nominal administrative and political elite are inhibited from making the public interest, impartiality, and efficiency their criteria of action, because these goals largely conflict with powerful motives of economic self interest" (Riggs, 1960, p. 24).

Rigg's ecology of administration came under challenge by lately emerged market-oriented model. The emergence of fresh models like good governance; public private partnership; best practices etc. in the context of globalization have brought

paradigmatic changes in public administration in the developing countries. The setting of public administration in those countries has vitally changed in terms of unique modification in its ideological foundation, structural pattern and normative preference mostly on market based notion or values.

Nicolas Henry (1975) discusses about the five overlapping paradigms of public administration. In the first paradigm (1900-1926) public administration received attention from scholars as a result of public service movement concerning professional preparations such training experts and to prepare specialists for governmental positions. And thus public administration became a subfield of political science. In the second paradigm (1927-1937) certain scientific principles of administration made to be known by F. W. Willoughby's (1927) book named Principles of Public Administration. In this period the demand of public administration was high for its managerial knowledge and expertise in the form of administrative principles. These two pillars of public administration have been challenged by creative intellectuals in the field like Chester I. Bernard and Herbert A. Simon. Later alternative suggestion came from Simon as reinforcing components of public administration. The third paradigm (1950-1970) established linkages between political science and public administration as an area of interest synonymous to political science. In the fourth paradigm (1956-1970) there was a rise of specialty in administrative science in spite of having conflict between public and private administration by administrative science. The term public affairs became popularized in the fifth paradigm (1970- onward). In this stage public administration has been gradually more concerned on areas of policy science, political economy and policy outputs. New Public Administration, New Public Management (NPM) and reinventing government etc. are related to this paradigm. So, it is obvious that public administration has a changing course of action that goes through continuous transformation.

In recent years, most of the developing countries are wandering on the international movement of public sector reforms. There have been urge for institutional reforms

in some Asian countries to deal with the challenge of globalization. Countries relying on international development agents or donor countries have become under pressure of imposed conditions in the form of reform targets. Apart from economic and financial pressure, changes in the domestic political order also resulted new institutional arrangements. Different paradigms have influenced institutional reforms in Asian countries. New Public Management (NPM) and Good Governance are two remarkably important models. In the public sector organizations there have been many reforms in the last few decades related to New Public Management (NPM). Though there are questions on the conformity of these global paradigms in regard to the reinvention of Asian administration. “NPM is not a consistent and integrated theory for modernizing the public sector, but is better characterized as a wave of reforms composed of some principal reform ideas together with a loose cluster of reform initiatives pointing in various directions” (Christensen, Laegreid, Roness, & Rovik, *Organization Theory and the Public Sector*, 2007, p. 128).

Increasingly, countries are adopting with fresh challenges that will demand better mechanisms to take the lead in guiding, controlling, and evaluating societal reforms (Bouckaert, 2010). Bouckaert (2010) describes the competencies needed for the government in order to cope with unstable environments and that will require new leadership to promote public service reform and to interconnect with other leaders in public management and public governance. Public management reforms are taken place for a variety of reasons. First, governments need to be more responsive to society by providing better, faster, and more services; second, trust in government needs to be re-established; and thirdly, government’s role is changing under new pressures, including the loss of government monopoly, greater competition, and the opening up of societies and international structures (Bouckaert, 2010, p. 51).

It is clear that public sector reform is a response to the common new challenges in the world that require new competencies for the governments and concerned administrations. So, modernizing leadership in the public sphere is a condition as well as consequence of reform (Bouckaert, 2010). According to OECD, “the most

important role of public sector leaders has been to solve the problems and challenges faced in a specific environment. When we say we want more leadership in the public sector, what we are really looking for are people who will promote institutional adaptations in the public interest. Leadership in this sense not value neutral. It is a positive espousal of the need to promote certain fundamental values that can be called public spiritedness” (OECD, 2001b, p.7, cited in Bouckaert, 2010, p. 58). Bouckaert (2010) therefore advocates the renewed public leadership consisting of three interactive components like new political leadership, both executive and legislative; new administrative leadership; and new citizen leadership.

Osborne and Gaebler (1993) discussed about government responsiveness to the reality of delivering services effectively and efficiently. Governments need to be creative and hard working to find the solutions accompanying the changes in industry and marketplace. Their attempt was to create a set of management principles for the government derived from market mechanism. In admiring the dominance of market mechanism over the administration of government they focused on entrepreneurial government that searches for more efficient and effective ways of managing the “customer”. They claimed that governments with traditional centralized bureaucracies having hierarchical chain of command and rules and regulations do not work well in line with the rapid changes of time. They thus argue that the usefulness of the bureaucratic governments have outlasted. In the chapter 4 of their book Osborne and Gaebler (1993) suggested the replacement of rules and regulations by “mission-driven government” where organizational mission will be generally developed and the employees will be liberated by rule in pursuance of that mission.

Robinson (2015) in his study “From Old Public Administration to New Public Service” points out that globalization and pluralization are driving public administration worldwide into a dramatic change. And the developing countries need to accept the changes carefully setting the needs of the citizen at the core of reform consistent with the New Public Service (NPS) approach. In NPS approach public management is

to facilitate citizen involvement in meeting their shared interests rather than to control or steer society. This is the public officials' responsibility to support and strengthen citizen engagement in finding the way out to societal problems.

Koch and Hauknes (2005) in their study under Publin Research Project on "Innovation in the Public Sector" discussed about the drivers as well as barriers of public innovation following the definition of public service innovation. Innovation is doing something new in terms of practice, process or product. Innovation can be new to the relevant agent, but not necessarily to the society as a whole. If a civil servant consciously initiates a new technique of performing his/her professional activities with the intention of providing better service, this is an innovation, even if someone else might have done something similar elsewhere. Innovation is location specific in socio-economic time and space and is subjectively determined by the resources and perceptions of individual agent, and thus agent specific (Koch & Hauknes, 2005, p. 10). The innovation activities in public organizations are seriously influenced by decisions made on top of and lower strata in the chain of command. Incentive structure is an important element of innovation that can be related to job security and length of tenure (Koch & Hauknes, 2005).

The study identified some barriers as well as drivers of innovation in public sector. Some of the barriers are: (i) *large size and complex organizational entity* that generate hindering factors to innovation process such as shortages in localized skills, lack of clear agreement with perceived problems and solutions, communication difficulties; (ii) *Heritage and legacy*- public sector organizations are prone to retain the existing practices and procedures, innovation and change are often considered as an unwelcome disturbance to the functioning of the organization and thus innovation are discouraged; (iii) *Professional resistance*- various established professional groups within the organization may have their own perspectives that adhere to the associated policy agendas, they create concern of non-ownership of ideas and resistance to disseminate innovative ideas appropriated by others; (iv) *Pace and scale of change*- many administrators are subject to radical change for a variety of political and policy reasons, and the pace of change leads to shifting

targets and absence of adequate opportunity to reflect the consequences of innovation (Koch & Hauknes, 2005).

The drivers and facilitators of innovation are- (i) *Problem oriented driver*- many innovations are introduced in response to new specific problems; (ii) *Non-problem oriented improvement*- innovation can be introduced for the improvement of the former situation; (iii) *Political push*- public sector innovation requires strong, top-down, political will and recognition that may include the adoption of new world views and concepts; (iv) *Support mechanism for innovation*- this represents the allocation of resources allied to the structures and systems designed to promote, stimulate or disseminate innovation; (v) *Capacity for innovation*- providing an environment in which innovation should be generated and accepted, this is demonstrated through the innovators who drive the process of innovation, its implementation and diffusion (Koch & Hauknes, 2005).

Bekkers, Duivenboden, and Thaens (2006) in their book “Information and Communication Technology and Public Innovation: Assessing the ICT-Driven Modernization of Public Administration” illustrate the modernization of public administration as a recurring theme whereas innovation is the precondition of modernization. According to Schumpeter (cited in Bekkers et al. 2006), the lack of competition in the public sector, focusing on creating stability, predictability, legal security and legal equality, frustrates the ability of public sector organizations to look for new ideas, new practices, new services and new organizations. Though, over the last few decades public administration has undergone an evolutionary process where a variety of incremental changes and innovations have taken place to adjust to the changing environment. Information and communication technology has been an important tool to facilitate public service innovation and a perspective of change. Bekkers et al. attempt to evaluate the public sector innovation in two ways. From instrumental perspective they looked at the factors that contribute to the accomplishment of innovation. And from institutional perspective they assess whether the innovations contribute to qualitative changes in public administration or reinforce the existing practices. They propose several categories of public

innovations like (i) product or service innovation focusing on the creation of new public services or products; (ii) technological innovation that emerges through the use of new technologies; (iii) process innovation that focused on quality improvement and efficiency of business process; (iv) organizational innovation that creates new organizational forms, introduce new management techniques and working methods; (v) conceptual innovation that introduces new concept or paradigm; and (vi) institutional innovation that refer to the transformation in the institutional relationship among the actors in public sector.

The founder and editor of *The Innovation Journal: The Public Sector Innovation Journal*, Eleanor Glor in her different writings explains how innovation studies can be perceived as part of organization theory, management science, and systems analysis that might add administrative reform. According to Glor's system, there are three clusters of drivers for innovation. The first cluster deals with the extrinsic as well as intrinsic motivation of individual members of an organization. Extrinsic, are "arbitrary goals and rewards" coming from outside the individual, and intrinsic, are self-determined, and linked to the significance of the work, the aspiration to contribute in its orientation and individual ethics (Glor, 2001 a). The second group cares for the organization and its culture, which is described as top-down or bottom-up. The third cluster of drivers is called "challenge"; it combines the features of the innovation itself, the approaches for its introduction, the transformation introduced and the extent of power essential to achieve it. For reasons of further testing, this driver is characterized as either minor or major (Glor, 2001 b). Major challenges happen when there is high risk; consistency with existing values is low, a high degree of personal commitment is required. A minor challenge is the opposing to these premises and does not generate huge change in power relations in the organization. Another difficulty comes from the composite nature of the "challenge" category, which has four diverse elements: the characteristic of the innovation itself; the approach of innovation used; the scale of change involved and the exercise of power. The degree of challenge is identified by the degree of the change required of the organization (Glor, 2008).

Eden B. King et al. (2007) in their study examined the climate for innovation in relation to organizational performance. The findings of the study point out that organizational climate for innovation are positively connected with organizational performance. The study also suggests that maintaining an innovative climate can relieve the organization from negative consequences of demanding work load. The innovative climate may provide individuals the freedom they need to develop new techniques or procedures that increase their efficiency. To cope up with the demanding conditions of the organization innovational climate come out to be a resource and organizational performance may depend on its ability to address it in an ideal way (King, Chermont, West, Dawson, & Hebl, 2007).

Bekkers et al. (2014) in their book “Innovation in the Public Sector: Linking Capacity and Leadership” marked innovation as the main driver of economic change that lead to the dynamic and competitive knowledge based economy capable of sustainable economic growth (Bekkers, Edelenbos, & Steijn, 2014, p. 3). There are two folded challenges for the innovation in public administration: firstly, government has to play the vital role for enabling the conditions to pursue innovation-driven economy to prosper; and secondly, public sector has to develop an innovative climate that is able to deal with a number of social changes like quality of education, the fight against crime etc.

The study of Damanpour and Schneider (2009) develops the relationships between innovation and manager characteristics as well as adoption of innovation in public organization. Their findings suggest that both innovation and manager characteristics influence the adoption of innovation in the organization. The characteristics of innovation that influence its adoption in organization are the cost of innovation, relative advantage, and impact. Organizational effectiveness is the reflection of leader’s influence in encouraging innovation. Manager’s tenure affects innovation and change in organizations. Damanpour and Schneider (2009) discuss two perspectives in this regard. Firstly, since old managers are socialized into prevailing organizational conditions and routines, they are less willing to change the existing practices. So, new managers are more likely to receptive innovation and

bring fresh perspective in the organization. On the other hand, seniority and experience in the organization have greater insight into the process of change and innovation. Therefore, a manager's age and tenure can positively affect innovation and change in the organization (Damanpour & Schneider, Characteristics of Innovation and Innovation Adoption in Public Organizations: Assessing the Role of Managers, 2009, p. 499).

Cyan and Pasha (2017) in their article "A Symbiosis of Civil Service and Politics in Transfers" discuss about the negative and positive impacts of job rotation on the employees in public service. They think the most important advantage of job rotation is on-the-job learning and skill development. Organizations discern about the quality of their employees, their knowledge capability, competence to engage in change, and job-employee match. In addition, organizations get practical information about job characteristics such as whether the outcome benefit from the task is job-specific or employee-specific. The dynamics surrounding job rotation in developing countries have a significant impact on civil service quality and program implementation (Cyan & Pasha, 2017, p. 1077). Short term posting does not allow managers to bring in the benefits of success such as recognition, peer respect, and imbibing lessons for future responsibilities (Banik, 2001 cited in Cyan & Pasha, 2017). Newly appointed officer may not agree with the initiatives of the previous officer and alter the direction of the assignment or put aside the initiatives, causing cancellation, disruption or at least delays in implementation. It also time consuming for a new officer to create team and adjustment with the new team members also takes time for both the manager and other members. Cyan et al. (2017) suggest that, "Job tenure or the length between two transfers, thus, should depend on the time it takes for an employee to complete the learning curve".

Jaturanonda, Nanthavanij and Chongphaisal (2006) in their "Survey Study on Weights of Decision Criteria for Job Rotation in Thailand: Comparison between Public and Private Sectors" analyzed the purposes of job rotation where efficiency or productivity improvement is one of the three important purposes of job rotation.

The other two purposes of job rotation are restructuring of the organization and periodic reshuffling of employee assignments. They found that rotation helps employees widen their experience, grow new knowledge, and develop their skills, which is more significant in the perspective of civil service arrangements where specialized training is not often provided (Jaturanonda, Nanthavanij, & Chongphaisal, 2006).

Siddiquee (2003) in his study “Human Resource Management in Bangladesh Civil Service: Constraints and Contradictions” discusses about the anomalies and deficiencies in personnel administration of Bangladesh civil service. According to him the deficiencies include the lack of human resources planning, inappropriate staffing policy, erratic postings and transfers etc.

He observed that the present transfer and posting system both in ministerial as well as divisional level lacks any coherent principles. There is no skill inventory for the officials. That is why appropriateness of the particular officer for a particular position is not given any importance. Duration of tenure of an incumbent on a particular post at a particular station is the only recognized criterion for transfer even this rule is followed in violation than in observance (Siddiquee, 2003). As a result, the civil servants are transferred too frequently at times before they understand the nature of the work to be performed, let alone make an important contribution to the organization. Sometimes transfers are made as punishment or reward rather than the opportunities for the officials to broaden their knowledge and expertise as well as innovate something for the improvement of the organization. Due to lack of professionalism “crude rule of thumb”, arbitrariness and hasty decisions based on inadequate information govern transfers and postings of civil servants in Bangladesh (Siddiquee, 2003, p. 43).

Siddiquee (2003) identified that civil servants in Bangladesh are transferred too frequently due to political rather administrative reasons. This is evident everywhere from the central to the local administration. During the period 1995-1998 the average tenure of an officer at the same ministry in the secretariat was not more

than 15 months. That indicates that the time allowed is very short for the incumbent to gather necessary experience and broaden the view of the organization, its philosophy and objectives. Officials are moved out and moved in different posts in the fashion of musical chair. Such frequent movements are disruptive of the workflow, and detrimental to professionalism, confidence in decisions and effective work performance (Siddiquee, 2003, p. 48).

Coşgel and Miceli (1999) developed a model to identify the cost and benefits of job rotation and determine the factors that affect organizational choice between rotation and specialization. In spite of several benefits, job rotation may have some negative consequences with respect to public sector organizations. While rotation facilitates employees achieve new skills, it can limit long-term experience to a job and reduce opportunity for specialized skill attainment required for that task-set (Coşgel & Miceli, 1999).

Sometimes modification of key personnel may cause disruption of intended activities and delays in implementation, since the descendant requires time to adjust and get familiar with the job requirement (Schaaf & Freedman, 2013). Premature transfers in terms of public sector organizations may have uncomfortable effects on concerned officers as that communicate negative signal to the citizen regarding the competence of the officer in holding the position. Kher et al. (1999) mention that, too frequent job transfer may cause an overall decrease in efficiency that outweighs the benefits of job transfer (Kher, Malhotra, Philipoom, & Fry, 1999).

According to Jun & Weare, 2010, organizational motivation should be more systematically focused in developing policies to promote innovation. Due to lack of adequate motivation, policy attempts to promote innovation are likely to be ineffective. Efficiency considerations as the implication of New Public Management can drive organizational innovation and promote its broader adoption. Innovation can also be motivated through political considerations by policy interventions in the internal political processes. External considerations like information sharing and

standard setting may be effective tools for the innovation to be motivated (DiMaggio and Powell, 1983 cited in Jun & Weare, 2010).

Summary from the Literature Review

Over the course of the changing demands of the society, public administration has a changing course of action that goes all the way through unending transformation. Globalized economic, social and cultural life of the people contributes a lot to the transformation process. In response to the new global challenges public sector require new competencies where bureaucratic government would be replaced by “mission-driven government”. Developing countries should have the mechanism to adopt the global change where the needs of the citizen would be at the core of its transformation. Fostering innovation in public service is the precondition of modernizing public administration. Innovation must be sustainable and widely adapted. Adaptation of innovation is dependent on several factors like the characteristics of the innovation itself as well as the characteristics of the manager. Manager’s tenure has an impact on the innovation. Seniority and experience in the organization have greater impact in the process of change and innovation. Frequent job transfer can cause interruption in the innovation process and decrease efficiency of the employees.

Research Gap

Despite the fact that, there are many researches in the private sector innovation, there is little research in the public sector. Though there are a lot of literatures on public sector reform, but still there is limited research on the innovation in public sector especially in the developing countries perspective like Bangladesh. Public service innovation in relation to job rotation has not yet been able to attract a lot of research.

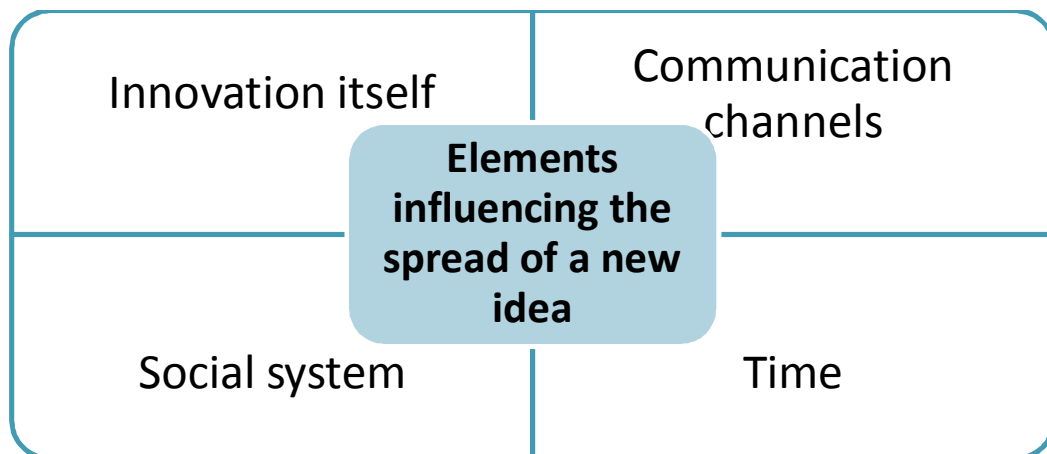
Theoretical Discussion

To formulate the framework for analyzing job transfer and continuity as well as sustenance of public service innovation in field level offices of Bangladesh, the study considers the Institutional Theory and the Diffusion of Innovation Theory.

Diffusion of Innovation Theory

E.M. Rogers (1983) explains how an innovation gains momentum over time and diffuses (or spreads) through a specific population or social system. Rogers states that, “innovation is an idea, practice, or object that is perceived as new by an individual or other unit of adoption” (Rogers, 1983, p. 11). Diffusion is a process of spreading new idea or technology among the individuals of a community or a social system through certain channels over time (Rogers, 1983, p. 5). As a part of social system, the people accept the innovation over time through the diffusion channel. Rogers proposes that four main elements influence the spread of a new idea: (i) the innovation itself; (ii) communication channels; (iii) time; and (iv) social system.

Figure 3: Elements influencing the adoption of innovation



Source: Rogers, 1983

This process relies heavily on human capital. The innovation must be widely adopted in order to self-sustain. According to Rogers, adoption or rejection of an innovation

depends on five attributes: the relative advantage of an innovation, its compatibility with the existing values, the degree of its complexity, its availability for testing, and visibility of its outcome (cited in Pandey & Yadama, 1992, p. 584). The possibility and rate of adoption depends on the perception of an innovation by certain individual or group. The nature and characteristics of an innovation as well as communication channel over specific time period affects its adoption process.

Institutional Theory

Institutional theory analyzes the deeper characteristics of social structure. It deals with the process through which rules, routines, norms, structures become established in social behavior and how the elements of institutions are created, accepted, diffused, and settled in over space and time. In defining institutions W. Richard Scott (2001) states a set of conception: institutions are social structures that have attained a high degree of resilience; are composed of cultured-cognitive, normative and regulative elements that together with associated activities and resources provide stability and meaning to social life; are transmitted by various types of carriers, including systems, relational system, routines, and artifacts; institutions are subject to change processes, both incremental and discontinuous (Scott, *Institutions and Organizations (Second Edition)*, 2001, p. 48). There are three vital ingredients of institutions like regulative, normative and cultural-cognitive systems that outline the institution a continuum moving “from the conscious to the unconscious, from the legally enforced to the taken for granted” (Hoffman, 1997 cited in Scott, 2001, p. 51).

Table 1: Three pillars of Institutions

		Pillar		
		Regulative	Normative	Cultural-Cognitive
Basis of compliance	of	Expedience	Social Obligation	Taken-for-grantedness
				Shared understanding
Basis of order		Regulative rules	Binding expectations	Constitutive schema
Mechanisms		Coercive	Normative	Mimetic
Indicators		Rules	Certification	Common beliefs
		Laws	Accreditation	Shared logics of action
		Sanctions		
Basis of legitimacy		Legally sanctioned	Morally governed	Comprehensible
				Recognizable
				Culturally supported

Source: Scott, 2001

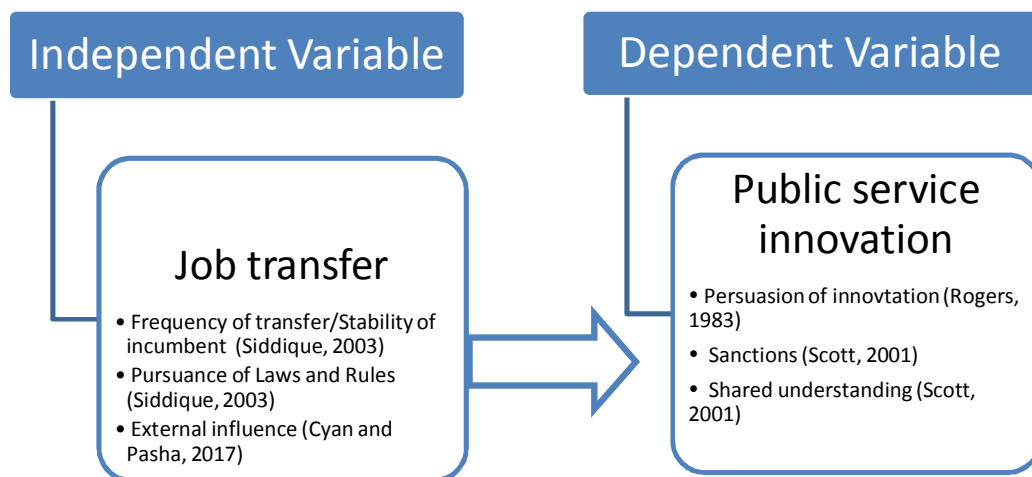
Public service innovation can be institutionalized and sustainable if there is consistency among these three pillars. In the case of Bangladesh, public service innovations are being taken place because of regulative forces like e-government policy and programs; Annual Performance Agreement (APA); provision in the performance appraisal system etc. Many innovations are taken on the basis of coercive as well as mimetic approach. Due to the shortage of normative persuasion, coercive or mimetic innovations are not sustained in the organization. On the other hand, job rotation and transfer of incumbents in an organization is a regular practice based on the rules, laws and legal sanctions. There are other forces like traditional bureaucratic process and attitudes, undue political interference, control from the top etc. But if there are shared logics of action, shared understanding and binding expectations, than the transfer would be in compliance and supportive so that the

innovation is sustained. So, the sustainability of public service innovation can be analyzed through the perspective of institutional theory.

Analytical Framework

The variables have been derived for analysis by reviewing the literatures on public service innovation and job transfer. Here public service innovation is used as dependent variable whereas the independent variable is job transfer. Job rotation and job transfer are synonymously used in this research. The dependent variable is measured by some indicators like- persuasion of innovation scheme by successive individuals or teams through shared understanding; whether there is any organizational regulation, incentive system or social obligation to carry on the previous initiatives; whether certification of certain innovation legitimizes its continuity; what are the mechanisms for motivation- coercive, mimetic or normative; whether group conformity based on expedience or any legal, normative or cultural cognitive.

Figure 4: Analytical framework



The independent variable is measured by the indicators like- the frequency of job transfer of the incumbent; whether the transfer is made only on the basis of regulative consideration or it also complies the desire of the incumbent; to what extent the existing rules and regulations are pursued in terms of job

rotation/transfer; whether the consistency of the innovative assignment in a work place is prioritized or not at the time of transfer of an officer; whether any external individual or group (may be political, administrative or other stakeholder) affected by the innovation influence and accelerate the transfer of the concerned officer.

Hence, this is to be analyzed in this research that, whether job stability protections of the field level civil servants in a workplace with a mandate to the specific assignment; innovation friendly rules and regulations in terms of job mobility/transfer; and motivation of the incumbent through the moral governance rather than coercive or legal sanctions and compliance of their desire can have impact on the adoption as well as group conformity of innovation that would ultimately lead to the continuity and sustainability of public service innovation.

Conclusion

The chapter has been discussed about the literature review, conceptual framework, theoretical background, and the analytical framework. In literature review there were three parts- transformation of public administration, public service innovation, and job transfer. It is vivid that an effective public administrative function in a developing country like Bangladesh requires new competencies for the governments and concerned administrators. Job transfer can be a tool for facilitating employees' new skill and competencies, but frequent and abrupt job transfer reduces opportunity for specialized skill attainment and ultimately gets in the way of effective public service innovation. In theoretical background, the Institutional Theory has been taken on and related variables of the theory applied to develop the analytical framework of the study. Public service innovation has been taken as the dependent variable that is analyzed on the independent variable i.e. the job transfer. Several measurable indicators have been identified for the independent variable.

Chapter Four

Research Methodology

Introduction

The main objective of this chapter is to discuss different methodological approaches relating to the research questions of the current study. In addition, the discussion is made on data collection techniques as well as methodological connection in order to present the justification of using that in the study. The study is based on mixed approach having both the qualitative and quantitative methods of data collection.

Area of Study

Based on the research objective, the study area have been selected to understand whether the frequent transfer of particular officer can have effects of innovation scheme in discharging public service in the field level government offices. The issue is analyzed from incumbent's perspective only. In that case, the officials working in the Upazila level administrative tier have been selected as respondents for the study. More specifically, the civil servants who work in the Upazila Innovation Team are the respondents of the study. Upazila Innovation Team plays the key role in initiating and implementing innovation schemes in public service delivery. The frequency of transfer of innovating officers is determined through some quantitative questions. The consequences of the transfer on innovation schemes are determined through both predetermined and emerging questions. Innovating officers from the entire nine Upazilas of Rajshahi district have been interviewed through semi-structured questionnaire. The reason for selecting Rajshahi is that, in recent times Rajshahi has got focus from media and the government as well for some innovations in public service delivery in different field offices especially land office. Working experience

and the accessibility of the researcher in Rajshahi is another reason for selecting the district as study area.

Research design

Research design helps to establish the affiliation between the data collection and the initial research questions. According to Yin (1994), research design is the logic that links the data to be collected to the initial questions of the study. Every empirical study has an implicit, if not explicit, research design (Yin R. K., 1994, p. 19). Research designs are varieties of inquiry surrounded by qualitative, quantitative, and mixed methods approaches that provide specific direction for procedures in research design (Creswell, 2014). Three types of research design are used in social science research-qualitative, quantitative and mixed method. Quantitative method uses pre-determined, instrument based questions where the data is statistically analyzed and interpreted. Qualitative method uses open-ended questions including interview data, observation data, document data, audiovisual data etc. Data is analyzed and interpreted in different formats like text, image, themes, patterns etc. Mixed method indicates a combination of predetermined and emerging methods where both the open-ended and close ended questions are included. It uses multiple forms of data illustration. The present study uses mixed method approach where both the open-ended and close-ended questions are used for data collection.

Rationale behind using the mixed approach

According to the goal of the research, it is necessary to collect some quantitative data as well as explore some information on the research problem based on the respondent's views towards it, rather than being restrained to the specific structure of close-ended questions. This approach helped the respondents to answer their responses outside the specific limit. In this respect, some open-ended questions were asked to collect information on different variables. On the other hand, open-ended questions take much time to answer. Respondents sometimes show reluctance to answer those questions due to the time constraint. In that case, it is easy to bring respondent's view through close-ended questions. Predefined questions are more useful to get information from more respondents in less time.

Respondents of this research are the government officials working at the field administration who spend very busy time at their respective works. If the questionnaire is more time consuming, then it can be very difficult to get answers from such busy respondents. It is assumed that diverse types of data can provide a comprehensive understanding of the research problem than either qualitative or quantitative data only. The present study is concerned with both the number of transfer of the officials and consequences of that transfer on public service innovation. So, this study is designed to understand the research problem by addressing both the qualitative and quantitative questions.

Unit of Analysis

Unit of analysis is the locus of inquiry where the study will be conducted. According to Yin (2009), Unit of analysis is related to the way of defining initial research question that may be event, case, individual etc. Selection of the appropriate unit of analysis is primarily related with accurate specification of primary research question (Yin R. K., 2009, p. 30). This study uses mainly the Upazila level government offices as unit of analysis. There are around thirty officials/departments working in Upazila level administrative tier. Only a few officials think beyond the conventional way of service delivery and take innovative schemes in this regard. Upazila Innovation Team is a platform to bring innovating officials together. The Upazila Team has some responsibilities for implementing the initiatives taken at the individual level and for institutionalizing them. But in most cases the movement of the Innovation Team is also individualized. So, the change of individual officers can have both the individual as well as collective affect on innovation schemes. In view of this, the individual member of the Upazila Innovation Team is taken as the unit of analysis for the study. The study involves officials working in nine Upazilas under Rajshahi district of Bangladesh.

Reasons for the selection of Upazila level officials

The study focuses to explore whether the transfer of innovating officer in the field administration does have any effect on the innovation schemes in the concerned workplace, thus the study has undertaken Upazila level officials having working

experience in different departments in different Upazilas. Upazila level officials are directly involved in public service delivery. People can also benefit directly from the innovative schemes taken in the Upazila. In this regard, Upazila level officials are very important in taking, implementing and continuing innovative schemes to provide public service. It is normal for the officials in the field administration to be affected by the stability or vulnerability of the tenure in concerned workplace. The situation in all the Upazilas of Bangladesh is not the same. Some Upazilas have relatively better profile in terms of socio-economic development and some of them have less economic development from the other. Due to the varied conditions of the Upazilas the activities, workmanship, work habit, transfer trend, enthusiasm to innovation etc. are also different. Although taking one district might not reflect the exact trend of transfer of the officials in the field administration. However, by taking the entire nine Upazilas of the District having the same administrative setting but having variations in terms of facilities, population, socio-economic setting, helps to get a generalized trend of the respondents regarding the research issue.

Methods of data collection

This study uses mixed method approach for data collection. For analyzing the trend of transfer of the officials quantitative data are collected and for measuring the consequences of transfer on the public service innovation both the qualitative as well as quantitative data are used. Data has been collected mainly through semi-structured questionnaire consisting of some predetermined questions as well as open-ended questions. Predetermined and guided questions directs the respondents to the targeted answers among the multiple options and the open ended questions allowed the respondents to give the responses from their own point of views. Some comprehensive and detailed interviews also have been taken from a few numbers of the respondents.

Questionnaire

The study has been mainly based on questionnaire survey among the targeted respondents. In addition to the semi-structured questionnaire some in-depth interviews were taken. There were 16 questions in the questionnaire including

twelve close ended and four open ended questions. The questionnaire was fragmented into four parts. Part A was about the identification of the respondents. In part B the respondents were asked about the length of service in the workplaces as well as frequency of transfer in workplace. Part C questioned about views and individual initiative on innovation. And finally in the part D they were asked about the drivers of sustainable innovation as well as the relationship between the job stability and sustenance of innovation.

Sample size

The sample population was chosen from the entire nine Upazilas under Rajshahi district. The total members of Upazila Innovation Teams in all the Upazilas are 58. Among them, 55 members including 4 women members have been interviewed through semi-structured questionnaire. 03 members of that population could not be reached due to their unavailability in working area during data collection. Sample population was mostly male in gender. Only four female members were found in the Upazila Innovation Team all of whom have been interviewed for the study. The data have been collected by the researcher himself through the self-administered questionnaire. Since the sample populations were government employees and necessarily educated, most of them understood the questionnaire themselves and responded accordingly.

Data scaling and analysis method

The collected data have been analyzed by SPSS. Data for close ended questions have been obtained through nominal and ordinal scale that has been measured in likert scale ranging from 1-5 scale. Correlation has been used to see the corresponding relationship between dependent and independent variables.

Reliability of Data

Reliability points to the same result being produced from the data through the application of similar procedures in the same way (King, Keohane, & Verba, 1994). It is used to mean the consistency of the data over time. In this study, data has been collected from different types of the respondents like- Upazila Nirbahi Officer (UNO), Assistant Commissioner Land, and officers in charge of various departments at the

Upazila level. The respondents were selected because of their involvement in the Upazila Innovation Team in order to have a better understanding about the innovation schemes taken in their respective fields. Officials perform their duties in various departments with different capacities in the Upazila. It is normal for the respondents to think differently about the innovation schemes in the discharge of public service. But as a member of public administration the rules for transfer and posting are equally applicable to all. So whatever the innovation scheme is they were questioned whether the premature transfer of the innovating officer has any effect on the implementation and continuation of that innovation scheme. In order to check the reliability of data, the similar questions were asked to the respondents from various government departments. In addition to this, detailed interviews have been taken from some of the respondents in order to ensure the reliability of data.

Validity of Data

According to Creswell and Miller (2000), validity is determined on the basis of whether the findings are accurate from the viewpoint of the researcher, the participant or the readers of an account (cited in Creswell, 2014). Validity refers to the credibility of data that depends mostly on the degree to which how perfectly observable facts or phenomena are measured. Focusing on the facts of the research issue, different types of respondents have been interviewed and a good number of respondents have been taken into the sample population with a view to cross check the credibility of data. Moreover, in order to increase the validity of data, various documents were collected from the Office of the Deputy Commissioner to authenticate the data collected from the respondents. For example, secondary information regarding the innovation schemes run all over the district as well as the initiator of those schemes was collected. Furthermore, since the public service innovation in the Upazila level government offices is the area of this study, the chief innovation officer of the Upazila i.e. Upazila Nirbahi Officer (UNO) became a subject of this study to review the responses provided by the other officials. Upazila Nirbahi Officer was selected for this due to the fact that he was well informed about the matter and is responsible to coordinate the innovation schemes within his/her

territory. Thus, the data derived from this source helped enhancing internal validity and reliability of data. At the same time, the findings of this study may not have a high level of external validity because of not having a larger population that can be generalized all over the country. This may also be due to the difference in culture, socio-economic condition, and administrative practices in different districts throughout the country.

Limitations of the study

Though there are various factors for job transfer in Bangladesh Civil Service, the study focuses on the employee experience of the field level bureaucrats only with reference to the organizational culture and administrative practices. Generalization of data can be a problem since there is a narrower scope of the study. There are different cadres in Bangladesh Civil Service. Job transfer for all cadres does not occur in the same way. Same policy is not equally applied for all the officials. Therefore, validity of this study on the basis of the sample data may likely to be challenged. The study is time bound. Inadequacy of time and resources also created some limitations in conducting this empirical research.

Conclusion

This chapter discusses about the methodological preferences that have been taken to carry out the study. It explains the area of study including the research design and approach following the rationale for the selection of specific approach. It involves the method of data collection together with the target population of the study. The standard aspect of the research focusing on the validity and reliability of data has also been discussed in the chapter.

Chapter Five

Data Presentation and Analysis

Introduction

This chapter presents empirical data by using tables, figures and then interpretation of data is being carried out under the respective variables. It arranges the data in line with the dependent and independent variables of analytical framework. The interpretation of data is carried out on the sequence of the research questions. Data of this study bring about information on tenure and transfer of officials at the field administration in Bangladesh and its affect on initiating innovation scheme and its continuity.

Profile of the respondents

To conduct the study, strategy was to target the field level officials of Bangladesh Civil Service (BCS) placed at Upazila (Sub-district) level. Fifty five officials of the Bangladesh Civil Service have responded to the study. Each of them is a member of Upazila Innovation Team. In order to maintain the criteria set by the Cabinet Division, officers from different departments and different grades have been included as members of Upazila Innovation Team. In the study area, officers from eighteen departments have been found to be the respondents of this study as the members of Innovation Teams. Most of the respondents are the mid-level officials of the Civil Service. Their average length of the service is about nine years. Other information of the respondents in this regard is discussed in the following paragraphs.

Composition of the respondents

The entire nine Upazilas of Rajshahi district have 58 members in total in their innovation teams. 55 members of the total innovation teams were interviewed. Out of total members of Upazila innovation teams in Rajshahi district there are only 4 female officers included in the innovation teams. All the female members of the

innovation teams have been interviewed in this study. It was not possible to maintain the male-female ratio equally due to not having sufficient number of female officers in the Upazila innovation team. The percentage of the female members in the innovation is about 7% only, whereas the male members are about 93%. It indicates that, the female officers are less active comparing to male officers in Upazila level on the subject of innovation.

Table 2: Categorization of the respondents

n = 55

Categorization of the respondents	Frequency		Percent
	Male	Female	
BCS Cadre officer ⁸	29	01	54.55
Non-cadre first class officer	20	03	41.82
Second class officer	02	00	3.63
Total	55		100

Table 1 describes that majority of the respondents are Cadre officers in Bangladesh Civil Service. They are about 55% of the respondents whose salary scale is now more than the 9th grade. Another 42% respondents are also at least at the 9th grade in the salary scale but they are non-cadre in the civil service. The study got only 3.63% second class officers whose salary scale is less than 9th grade. Designation of the entire respondents is attached in Annex I. Innovation Team is formed according to the gazette⁹ notification issued by the Cabinet Division. According to the instructions of that notification Upazila Nirbahi Officer (UNO) is the Chairperson named “Innovation Officer” and Assistant Commissioner Land (AC Land) is the designated member of Upazila Innovation Team. Other members are generally selected by

⁸ 27 types of cadre officers are appointed through the BCS examination conducted by Bangladesh Public Service Commission. The cadre is the first class officer. Out of 27 types of cadres, any government first and second class jobs are non-cadre. Those who have passed all the steps of BCS examination but have not been recommended for the cadre posts, they are appointed in different government offices in non-cadre first class or second class posts. In addition to the BCS exam, non-cadre posts are appointed through other examinations. Non-cadre jobs are not as comprehensive as cadre jobs. 9th grade to upper level officials are classified as first class and second class officials get salary and allowances in the 10th grade.

⁹ Gazette notification no. 04.00.0000.232.35.006.13-18 dated 08 April, 2013

Upazila Nirbahi Officer based on their enthusiasm, interest in innovation as well as work performance in this regard. That is why officers from various departments are selected as members of Upazila Innovation team. Respondents of this study have been found working in some eighteen departments in Upazila level field administration of Bangladesh Civil Service. The number of Upazila Education Officers is the second highest as the respondents for the study other than the Upazila Nirbahi Officer and Assistant Commissioner Land. Department of Agriculture and the department of Social Services have been found to be the third position in number of officers representing in the Upazila innovation team.

Length of service of the respondents

Length of service is an important factor in determining relative experience and particular skills necessary for services of the employees in the field of employment. If the length of service is more, then the employee is considered to be more experienced and knowledgeable on the respective field. More experience and knowledge in relevant workplace is thought to be connected with the likelihood of taking innovation scheme. The respondents were asked about their total length of service through an open-ended question. Various answers were found in the question ranging from 2 to 23. Only one respondent has been found who has a minimum of two years job experience. Among the respondents, there is government official with maximum 23 years of working experience in the Civil Service of Bangladesh. The average length of service of the respondents is around 9.4 years.

Table 3: Length of service of the respondents

n= 55	mean= 9.4
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Total length of service	Frequency	Percent
Up to 10 Years	33	60
>10, up to 20 Years	20	36
>20, up to 30 Years	2	4
Total	55	100

The lengths of service of the respondents are categorized into three groups. It appears that majority of the respondents (60%) have around 10 years of working experience. It implies that most of them are enough experienced in their respective services and matured respondents for this study. Around 36% of the respondents have their length of service more than 10 years. The mean of the service length is 9.40 years which exposes that a grown-up section of respondents have been covered by the study. Length of service is considered to be an important factor to have better level of knowledge and experience in civil service. So it can be assumed that the findings of the study may reflect authentic and experience based understanding of the respondents under survey.

Tenure of the respondents in working places

Total tenure in a particular station of an official may have linkage to initiating innovation. Therefore, longer the tenure is, higher the possibility of initiating innovation schemes. If the tenure in one work station is stable, then the officials can get the opportunity to adapt themselves to the environment and needs of the concerned workplace. Congenial atmosphere and overall work environment plays an important role for innovation. Stability of the officials may be seen as a precondition for contributing to innovative schemes. Personal insights and sensitivity to the workplace can encourage the officials to take innovative initiatives for the betterment of the service seekers.

To assess the tenure of officials at the field in general, the respondents were asked:

- *How long have you been in the current workplace?*
- *What was the duration in the previous (immediate past) workplace?*

The respondents were asked to rate their response in five interval scales like “Less than one year”, “1-2 year”, “2-3 years”, “3-4 years”, and “More than four years”.

Most of the respondents have been working in their present working place for less than one year. Around 75% (41) of the respondents have been working in the

present posting place for less than two years who have mostly (42%) working there for less than one year. 32.7% (18) of the respondents have got the duration of their present posting place in between 1-2 years. Only around 16% (9) respondents have already passed two years tenure in their present posting place but the tenure is still less than three years. Five officers (9.1%) have been working in the present posting place for more than four years. The data shows that around 25% of the incumbents have passed two years tenure in their present posting place and the rest (75%) have their tenure less than two years.

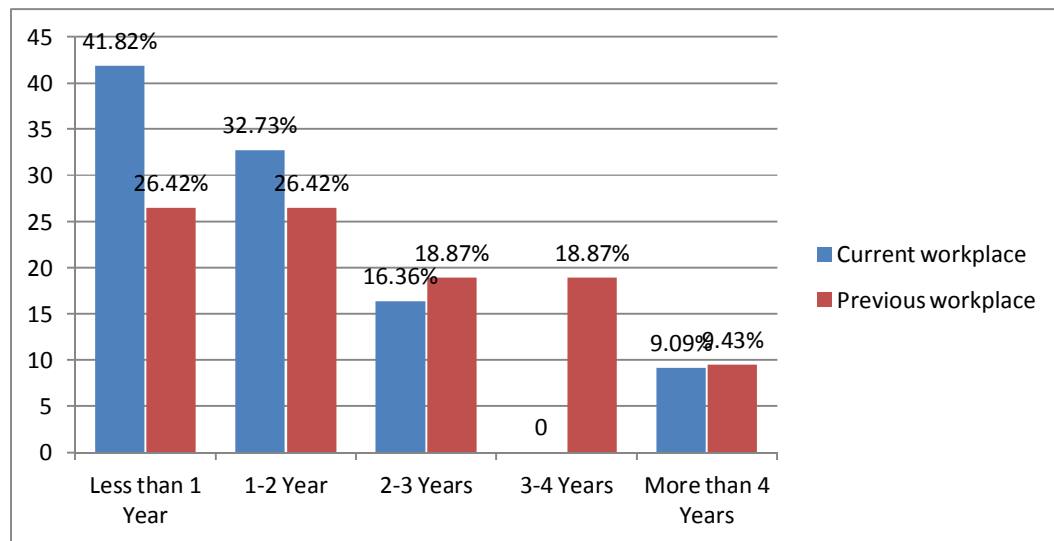


Figure 5: Service tenure of the respondents in the current and previous workplace

Source: Field data conducted by the researcher

About 53% officers had been transferred from previous (immediate past) working place before the completion of two years tenure in that place, while 26.42% of them had less than one year tenure in their previous working place. Only 28% officers could stay in a station for more than three years. 19% officers completed two years in a place but their stay was less than three years. 9% respondents were working for more than four years in their previous workplace. An analysis of the data on tenure of the respondent shows that most of the officials have their position in a workplace is less than two years. Both the current and the former workplace figures are almost the same. In spite of being a short tenure, many officials have taken innovative schemes in their work station. But there is a scope of more discussion about the

continuity of that innovating scheme. Many officials take a new initiative at the concerned workplace in view of the experience of whole service life without considering the local context. But with the change of innovating officer, innovation scheme also countenances a face-off. Considering the data in this regard, it can be assumed that, employee's tenure may not be a significant factor in initiating innovative scheme. Rather, the tenure of the concerned official plays an important role in implementing and regularizing innovation scheme.

Record of transfer of the respondents

Frequency of transfer of officials is assumed to be counterproductive for innovation schemes. For successful launching of innovative schemes and its sustenance is reliant on the stability and continuity of the concerned officials. Frequent changes of workplace reduce the opportunity for the transferee officials to concentrate on innovating work. It also can have negative impact on his/her emotional and family condition as well as social status. It is difficult for the officials to go out of the routine responsibilities and create new innovative schemes if there is uncertainty with regard to stability in tenure and assurance from the authority. Therefore frequency of transfer may have a relationship with innovation. To measure the frequency of the transfer of the respondents the following question was asked:

How many times have you been transferred in the last three years?

The respondents were asked to rate their response in five interval scales like "Never", "Once", "Twice", "Three times", and "More than three times". After reviewing the information received from the respondents, it has been found that on average the officials had been transferred from workplaces for more than two times over the last three years.

Table 4: Record of transfer of the respondents in last three years

	Frequency	Percent
Never	6	11
Once	21	38
Twice	21	38
Three times	6	11

More than three times	1	2
Total (n)=	55	100

Source: Field data conducted by the researcher

Around 51% respondents had been transferred their workplace at least two times in last three years. Among them 11% officers had to be transferred for three times in the last three years. 1.8% official had been transferred more than three times in the last three years. That means their average stay in that working places is less than one year. There was no transfer for 11% incumbents in the last three years. Another 38% officers have been transferred for only one time in the last three years. If there are three or more changes of officers at a workplace in three years time, then an officer can work for maximum one year time on average at a place. Therefore, it can be said that average tenure of officials in a workplace was less than a year, which was perhaps a starting time to generate ideas and initiate any innovative scheme. Only starting the innovation scheme does not guarantee its sustenance. It has to be followed by equal sincerity for its promotion, implementation and expansion. The main innovating officer's integrity can develop these issues that are to some extent related with the job stability of the concerned official.

Nature of transfer

Depending on the different factors like- convenience for the incumbent, administrative mobility, need for special officers to implement special mandates of the states etc., the type and nature of the transfer can be different. Government officials are transferred by the administrative ministry or the higher authorities as it deems fit. Often such transfers takes place on administrative rationales and convenience having disregard to ground realities and may also put individual officials to great inconvenience such as academic disruption of children in schools and colleges. On the other hand, transfer can be a motivating factor if it is done according to the pursuance of the transferee officer. Involuntary transfer or administrative decision both may disregard continuity or progress of the innovative scheme. Respondents were asked about the nature and reasons of their previous transfers. In some cases, the personal interest and pursuance of the transferee officer was a key factor in this regard. However, in most cases, transfers were made

on administrative decision where the willingness or reluctance of the concerned transferee officials has not been taken into consideration. The respondents were asked to specify the cause of their transfer in the last three years. Answering this open ended question, the respondents mentioned some reasons for the transfers. Analyzing their answers, the reasons for the transfers are categorized into major five groups. The following figure shows the major reasons for the transfers of the respondents.

Table 5: Type of transfer

	Frequency	Percent
Voluntary/self pursuance	13	26.00
Involuntary, administrative decision	37	74.00
Total (n) =	50	100

It is found that only 24% of the transfer accounted for self pursuance or personal reasons. Another 67% transfers were made on administrative grounds controlled by authority without consultation with the transferee. Therefore, self-pursuance and administrative decisions by concerned authority are two major factors responsible for transfers. Family convenience or the matters such as taking care of the family were primary reasons for self pursuance. Around 12% of the transfers occurred certainly by self-

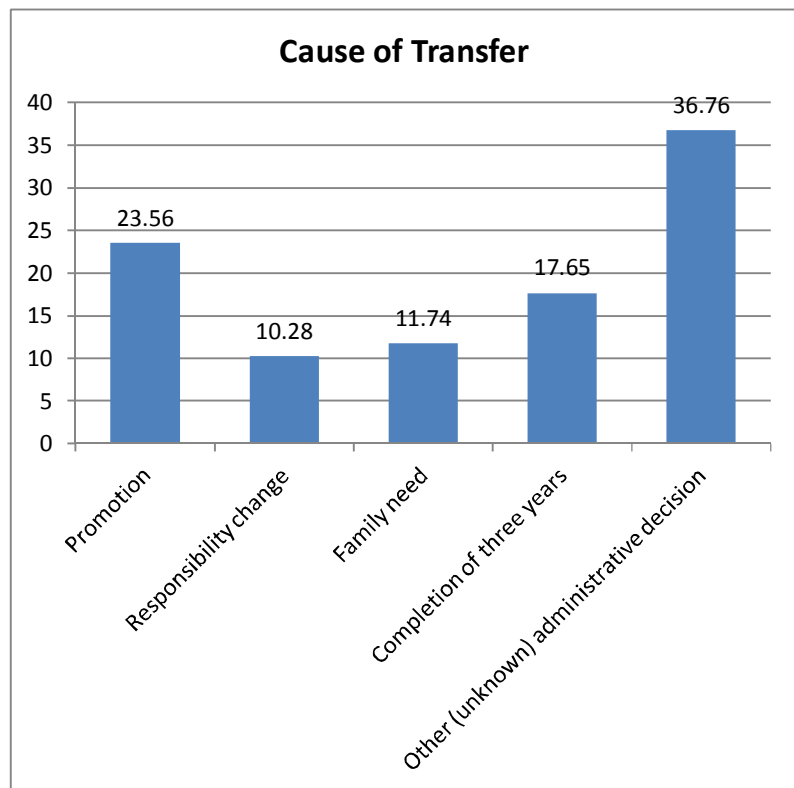


Figure 6: Causes of transfers

pursuance of the officers due to the need to stay with the family. 24% transfers have been taken place in pursuance of the promotion of the concerned officer. This type of transfer is also expected by the transferee in the most cases. A period of maximum three years is set for a tenured job at a work station according to the existing rules. So it is not generally unexpected if an officer is transferred after three years has passed in a work place. About 18% of the transfers have been made due to the completion of three years tenure in a place. Majority of the transfers were made on administrative grounds that are not known by the transferee officials. Another 10% respondents have been transferred as Assistant Commissioners (land) for the fulfillment of particular tenure at one's career.

What factor can destabilize tenure at a particular station?

The study tried to search out the respondent's view about the possibility of sudden transfer of the particular officer because of undue pressure of any influential person or group. The respondents were asked to give their opinion about the statement - *"There is a possibility of sudden transfer of the officer if he/she does not compromise on the undue pressure of any influential person/group"*. The views of the respondents regarding the statement were found in a scale ranging from 1 to 5. The scale 1 and 2 point to the respondents' agreed opinion with this statement. And the scale 3 and 4 point out the negative opinion with this statement. The scale 5 indicates neutral opinion which indicates that the respondent is not interested in giving an opinion or he is not aware of the matter. The five scales have been categorized into three. Their responses have been categorized into three groups- 'Strongly agree' and 'Agree' have been merged as 'Agree', 'Disagree' and 'Strongly disagree' have been merged as 'Disagree', and 'Neutral' remains the same. About 83% of the respondents opined their agreed views regarding the statement that there is undue external pressure behind abrupt transfer of incumbent. 9% of the respondents expressed their disagreement with the statement. In their views, external undue pressure does not have any effect on the abrupt transfer of particular officer. Another 4% of the respondents gave their neutral opinion regarding the matter. Neutral opinion means that the respondents are not interested to give candid opinion or not aware of the matter.

The data indicates that government officials are forced to perform various tasks out of the laws and rules because of the pressure by influential people or power holders. If the external influencers get the opportunity to interfere in the internal affairs of the administration, the officials cannot work safely with honest initiatives. Officials are often put to political interference and pressures which may erode their impartial stance in the eyes of public. Therefore, innovative schemes will lose credibility to people if officials lose impartial stance in discharging their responsibilities. Many think that, some senior officials are to some extent responsible for this situation because of their desire of taking political benefits and flattering habits. One of the respondents commented-

Political people can recommend to the government officials considering the convenience and inconvenience of the people. But the ultimate decision should be taken by the officials in accordance to the laws and rules. Political leaders are the representatives of the people. They have the right to counsel or to make recommendations for the benefit of the people. An officer in the field administration is transferred by another administrative officer, not by the politicians or any influential person. The officials who want to take personal advantage by flattering the dominant power; they basically despise their own officials and keep others happy.

The ruling political parties of the country are more obsessed with power than the responsibility to the people. Government officials are affected by its side-effects and are pelted under the pressure of political power. The first and foremost reason is that the practical aspect of the rule of law is used in the personal interest of power holders. Officers always face an obstacle in invisible chain. Many officials have to be displaced and transferred because of this invisible chain. It is not possible for a dutiful officer to develop innovative ideas in mysterious panic. Thus, undue political or any other dominant interference in the displacement of officials can cause hindrance to the innovation scheme in the long run.

In this kind of political and administrative culture, innovation scheme can be destabilized due to the undue pressure by influential person or group as well as due to the politicization of administration.

Are the transfer and posting rules equally applicable for all?

The views of the respondents in this regard are checked through the statement- *“Current transfer and posting rules are not applied justly for all officers”* to understand whether the transfer and posting of the officials meet the terms of the existing rules. It also indicates to what extent personal Tadbir¹⁰ or external pressure is influential to transfer and posting of the officials. The respondents were asked to rate their responses in five scales where ‘1’ denotes ‘Strongly agree’, ‘2’ denotes ‘Agree’, ‘3’ denotes ‘Disagree’, ‘4’ denotes ‘Strongly disagree’, and ‘5’ denotes ‘Neutral’. Their responses have been categorized into three groups- ‘Strongly agree’ and ‘Agree’ have been merged as ‘Agree’, ‘Disagree’ and ‘Strongly disagree’ have been merged as ‘Disagree’.

Majority of respondents, 82% have agreed with the statement that, current transfer and posting rules are not applied justly for all officers. Here personal lobbying, influence, external pressure etc. play significant role in the transfer and posting of officials. 11% of the respondents did not agree with this statement. According to them, the current transfer rules are justly applied for all officers. 7% of the respondents took neutral position in this regard. They opined neither agreed nor disagreed with the statement. This data shows that, generally observable rules and regulations are not applied equally to everyone. Appointment and transfer of officials in the important positions of the administration is controlled by the personal choice. How long an officer will be in a workplace, who will be transferred and where to be appointed depends on the power of the concerned authorities. Although there are generally applicable rules, but it is practically applied to the weak and innocent, those who do not have the power to influence the decision. Therefore, it is normal for ordinary officials to have an uncertainty and insecurity in this regard. The comments of a respondent were as follows:

I took some innovative initiatives in the previous station and implemented some of them. A transfer order issued for a new designation at different

¹⁰ Tadbir, a process of cajoling and personal lobbying (Kochanek, 1993, p. 234, cited in Jamil et.al. 2013, p. 25).

place... My daughter is to seat for SSC examination next year... I requested a senior sir so that I was posted in the same district. I did not want to change the residence till the end of her examination. I was told that, posting of two consecutive posts of an officer in the same district is not legal... I had to accept the transfer and come here because of the rules. But the same rules have not been applied to many other in my knowledge. Anyway, I came here, got the children admitted to school and started their study again. Recently I got to know, another officer working in this district is trying hard to get transferred in my place here. In that case, I may be transferred somewhere else. And the officer can be posted here in violation of same rules because of which I have not been posted in the previous district. The same rule is being applied differently for different people based on the power of Tabdir. It is very normal for the officials to be demotivated if the rules are enforced differently considering the strength of personal lobbying. If you are demotivated, there is no respect even for the “service”, let alone the innovation...

Innovation in the field administration

Respondents have been asked a few questions regarding their attitudes, interests and activities related to innovation, types of innovations taken in the field offices, implementation rates and mobility of the innovation etc. Findings of those questions are discussed in the following paragraphs.

Respondents’ perception about innovation schemes in the field administration

All the members of the Bangladesh civil service are fairly informed about the innovation in the field administration. Due to the difference in attitude, officials accept this topic in a variety of ways. Some officials are interested in innovation from self motivation. Many of them are encouraged by other’s innovation and are motivated to follow others’ good initiatives in their workplace. A section of officials are doing innovation in the direction of senior officials guided by the governmental policy issues. A few questions were asked to know the opinion of the respondents about whether the innovations are self-motivated, imitative or directive. The

following figure presents the respondents' view about innovation in the field administration.

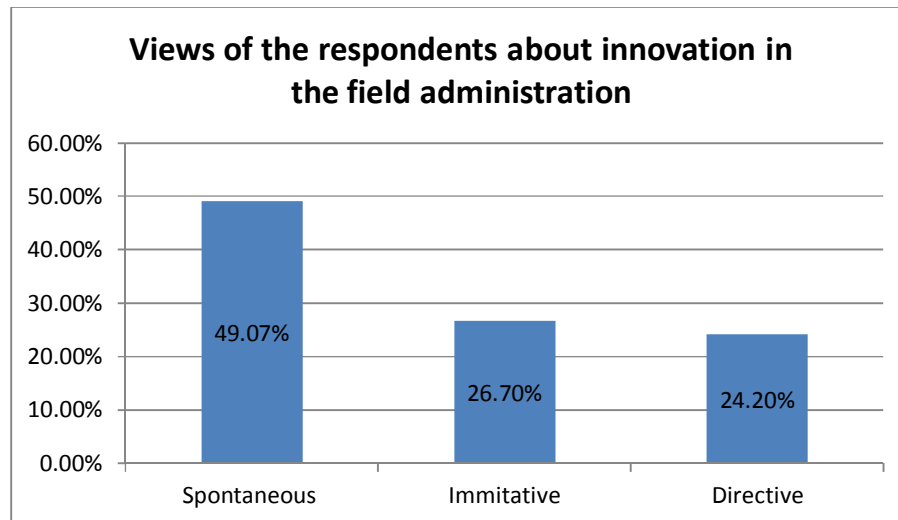


Figure 7: Views of the respondents about innovation in the field administration

Around 49% respondents think that the officers are self-motivated and voluntarily doing innovation in their respective fields. According to 27% respondents, most of the innovations are imitative from the ideas of others. Self-motivation also is an important factor for such imitative innovation. Another 24% respondents opined that, innovations are taken by order of the superior authority. In these cases, following superior's direction is more important rather than the innovator's own motivation.

A circular issued by the Ministry of Public Administration dated 21 December, 2016 where special creative/innovative work has been conditioned for the officer to be graded with extraordinary marking. To verify the ideas of respondents in this regard they were also asked whether there is any consequence such as lower marking in Annual Confidential Report (ACR), quick transfer of office or any bad situation by senior authority etc. for non-innovating officer. The answer of the respondents is shown in the following figure.

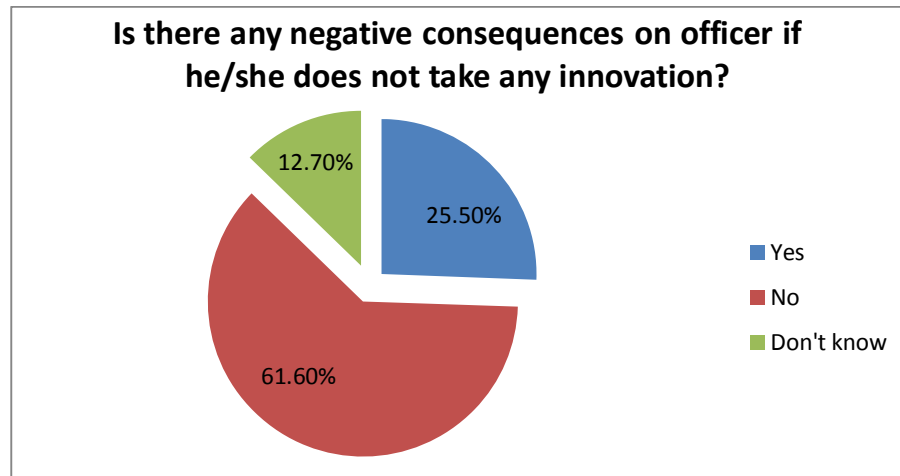


Figure 8: Whether there is any negative consequence on the non-innovating officer

About 62% of the respondents replied in negative that, there is no negative consequence for the officer if he/she does not take any innovation. Around 26% of the respondents replied affirmative to the question. Another 13% of the respondents do not know whether there is any negative consequence for non-innovating officer. It indicates that 13% of the respondents are not even aware of the said circular of the Ministry of Public Administration. Majority of the respondents are aware of that circular but they do not observe its practical application. That is why 62% of the respondents think that, generally officials do not have to face any negative consequence in their career for not taking any innovation in their service life.

Innovation schemes taken by the respondents

A question was asked to the respondents about whether there is any innovation by him/her own initiative to reduce the time, cost and visit (TCV) of the service seekers.

The question was as follows:

Is there any innovation by your own initiative to reduce the time, cost and visit (TCV) of the service seekers in your present or previous workplace?

The respondents were asked to rate their responses in nominal scale "Yes" or "No". This question was followed by another open-ended question for describing what

kinds of innovation have taken. It is found that majority of the respondents have some innovations by their own initiatives.

Table 6: Is there innovation schemes taken by the respondent

	Frequency		Percent
	At present workplace	At previous workplace	
Yes	35		63.6
	30 (54.5%)	20 (36.4%)	
No	20		36.4

About 64% of the respondents have taken one or more innovations in either current or previous workplace. The number of initiatives in the current workplace is more than the number in previous workplace. 30 (54.5%) officials have some innovations in their present workplace whereas 20 (36.4%) officials had innovations in the previous workplace. It unveils that a significant number of officials, that are about 36%, have been selected as the members of Upazila Innovation Team without having any innovation by their own neither in the current nor in the previous work station.

Nature and type of innovation schemes taken by the respondents

According to the information provided by the respondents, fifty two innovative initiatives have been taken by the respondents of this study. Many of these initiatives have replication, which have been implemented by multiple officials at their respective work stations. The initiatives are divided into four major categories. Figure-6 presents the categorization of innovation. Following paragraphs also describe the innovations taken by the respondents under different categories in this regard.

- (i) **Service delivery** – minimizing sufferings of the citizens through the improvement of service delivery system. 48% of the innovations taken by the respondents of this study include this category. Innovations of

this category include simplification of payment of allowances in Social Services Office, simplification of miscellaneous case disposal system in AC Land office, livestock mobile service camp in the villages/wards, establishing Satota (honesty) Store in the office premise to provide Revenue Stamp to the citizens, simplification of Chandina Viti (non agricultural land allocated for local businessman) settlement; Hat Bazaar settlement; and Jal Mohaal (water body leased out for pisciculture) settlement process, introducing public hearing in every Union Land offices, nice hand writing and reading skill development program for primary students, e-filing for mutation and so on.

(ii) Client handling – establish communication with the citizens or service seekers. 25% of the innovations are in this category. Initiatives regarding client handling are- help desk, waiting room, phone call service for the farmers, hanging necessary information in front of the office room of every officer, service envelope containing useful information for the service seekers, mothers meeting in the primary school, arrangement of selecting actual landless people from the local growth center, establishing debating club; Satota Shangha (Honesty association); recitation club; language club; and merit club in every school, public hearing etc.

(iii) Process management – development of the official internal process for the disposal of business in a simplified way. Around 23% of the innovations are related to process management. Initiatives of this category include orderly arrangement of the office files, sending tax deduction report through email in LGED office, creating computer database of destitute women as VGD beneficiaries, simplification of loan transaction process in RDO office, ensure qualities of public works in spite of having insufficient manpower, digital file management system, record management modernization in AC Land

office, speedy communication with staffs and important officials through group SMS system etc.

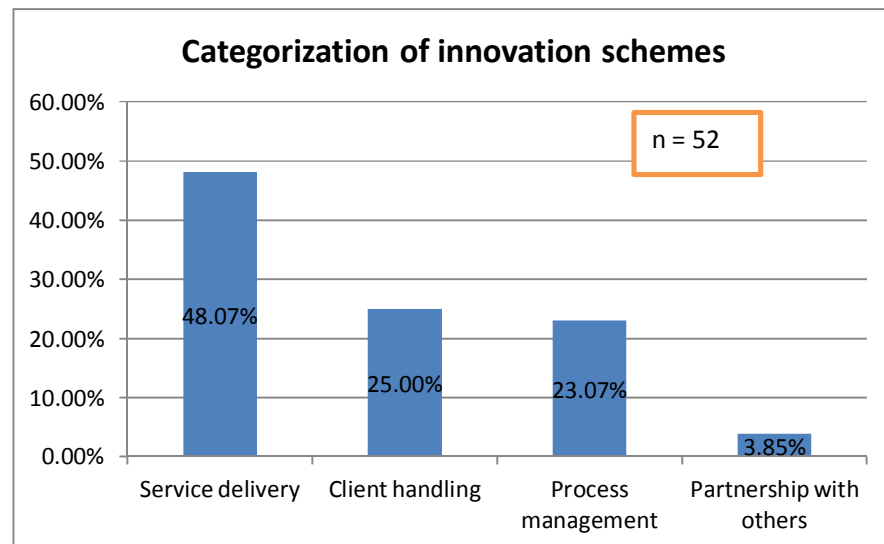


Figure 9: Categorization of innovation schemes taken by the respondents

- (iv) **Partnership with public-private and other organizations.** This type of innovations include some initiatives like- establishing a link between fish farmers and fish seed traders for ensuring availability of fish seed in time, arranging mid-day meal in the primary school with cooperation of the local elites and resourceful people. This type of initiative consists of around 4% of the total innovations taken by the respondents.

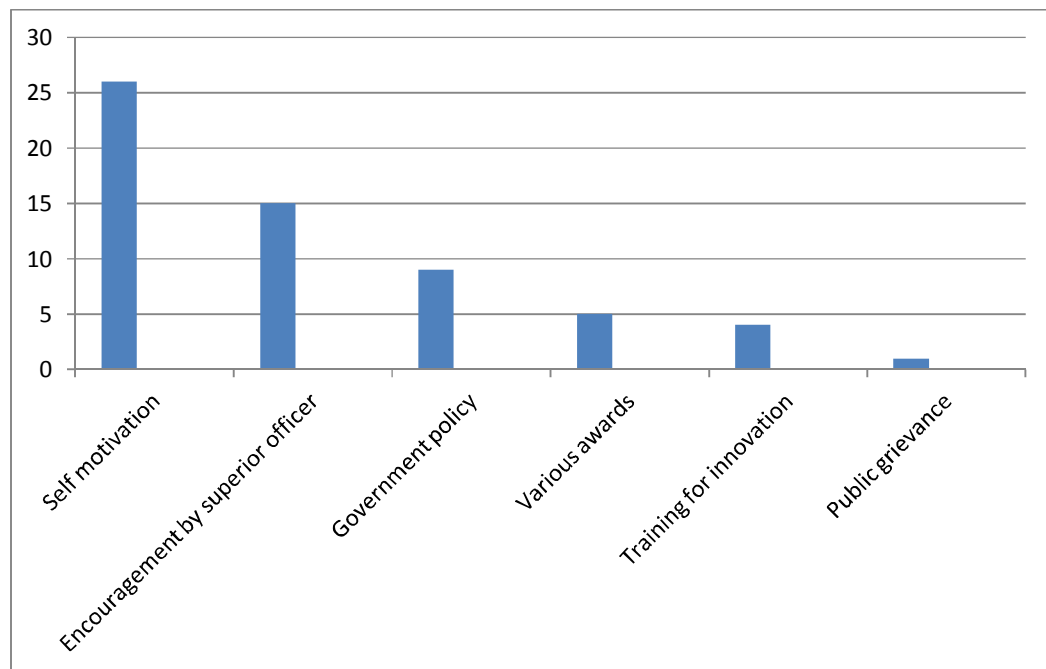
What factors encouraged the respondents to innovate?

Innovative officials among the respondents were asked about the factor/s that mostly influences them for the innovation that they have taken individually. They were requested to choose the applicable factor from the multiple choices including an open-ended option. They were given some options to choose such as- (a) encouragement by the superior officer; (b) government policy; (c) award (i.e. ICT award, innovation award etc.); (d) self motivation; and (e) others. They could have

chosen multiple options. Apart from the given options, they could have written other factor if applicable to them.

According to most of the respondents there are multiple factors that influence public service innovation in the field administration. Self motivation of the concerned innovating officer is the most influencing factor in this regard. According to more than 70% percent of innovating officials, self motivation played the most influential role behind their innovative ventures. Personal principles, impulse to work for human welfare, increasing own satisfaction by reducing human suffering etc. can cause self motivation to initiate innovation scheme in this regard. Encouragement by the superior officer is the second most influential factor followed by government policy that persuade the incumbents to do something innovative for the service seekers. Various awards systems like Public Administration Medal, ICT award, Innovation award etc. also inspire the officials to take innovative initiatives in delivering public services. Some officials were motivated and inspired from the training programs provided by Governance Innovation Unit (GUI) under the Access to Information (a2i) project of the government.

Figure 10: Factors mostly influenced the respondents to innovation



Source: Field data conducted by the researcher

According to the respondents' view self motivation is the first factor that triggered the innovation. Second most important factor for influencing innovation is encouragement by superior officer and thirdly, government affirmative policy were instrumental in leveraging innovation in the filed administration. Official recognition by the authority and motivational awards at different levels of administration also played a role in promoting enthusiasm among the officials. The central reason behind all innovations is to ease the suffering of the public. But the research data shows that public grievance plays a very low role in adopting innovative initiatives. Here, personal motivation or people-centric feeling in responsible officials is essentially the biggest factor. Whatever the influencing factor, every innovative initiative plays a role in removing sufferings of the people.

Tenure and relationship with innovation scheme

The respondents were asked to mention the percentage of how much of innovative initiative have been implemented that was taken in their previous work place. It was asked to measure the relation between tenure of the innovating officer and the implementation rate of the initiative in respective work station. The data obtained from the respondents are displayed on the table-7 and table-8. Around 81% of the employees doing innovations in the previous workplace had less than three years of tenure there wherever around 58% of them had less than two years and 19% had less than one year of tenure in the previous workplace.

Table 7: Relations between tenure and implementation rate of innovation by the respondents

		How much of innovation scheme have been implemented			Total
		10%-30%	40%-60%	70%-100%	
Tenure in the previous workplace	Less than one year	3	2	0	5
	1-2 year	1	5	3	9
	2-3 years	1	3	2	6
	More than 3 years	3	3	0	6
Total		8	13	5	26

The table-7 shows that, innovating officers, whose tenure in the previous workplace was less than one year, could not implement their innovation schemes more than 60%. Most of their implementation rates are limited to 30%. The implementation rate of the project by the officials working within the 1-2 year period is comparatively higher than others. Majority of their implementation rates are more than 40%. And a significant number of officials in this range were able to implement almost 100% of their initiatives. Officials working for more than 2 years were also able to implement their innovation at the rate of 50% on average. Approximately half of the 3 years long lasting officers could not implement their innovations more than 30% in the respective workplace. It stands that implementation rate of innovation scheme is lower by the officials working less than 1 year and more 3 years. And innovation implementation rate is higher by the officer staying at the same workplace in between 1-3 years.

Table 8: Relations between tenure of officer and continuation of innovation in concerned place

		Is the initiative taken in the previous workplace currently running?			Total
		Fully running	Partly running	Not running	
Tenure in the previous workplace	Less than one year	0	0	5	5
	1-2 year	2	2	6	10
	2-3 years	2	1	3	6
	More than 3 years	3	1	1	5
Total		7	4	15	26

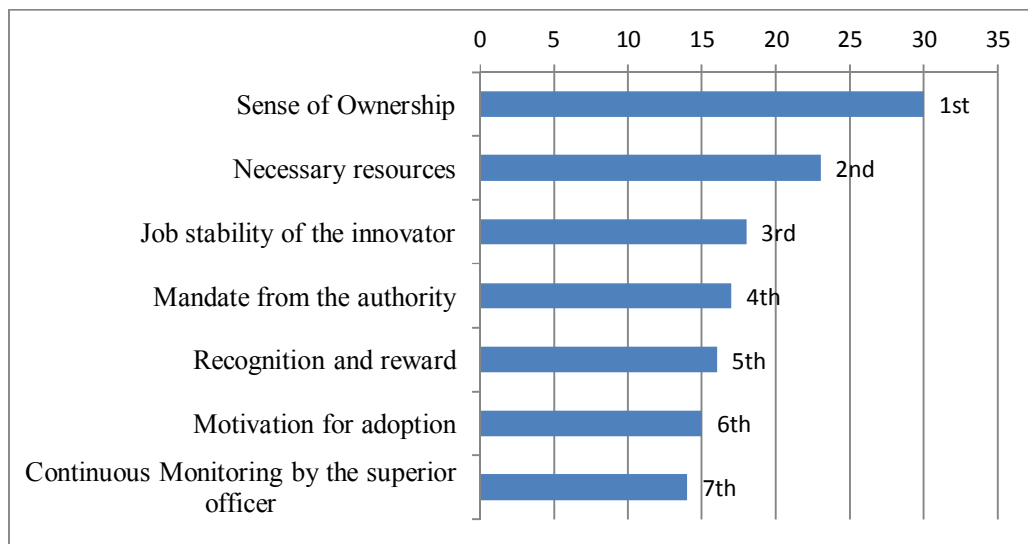
Table-8 shows that, any initiative taken by the officials working there below 1 year is not currently in place. Only about 25% of the innovation schemes initiated by the officials working in the range of 1-3 years period are currently running in full swing. While 18.75% of their innovations schemes are partly running, however most of them (56.25%) are currently closed and not continued by their successors. Majority of the innovation schemes taken by the officials working there for more than three years are currently running in full swing. It is found that there is a relation of tenure

in the previous workplace and the continuity of innovation there. If the tenure of the innovating officer is higher, the implementation rate or continuity of scheme is also higher.

Factors which flourish innovation

The respondents were asked to specify the drivers that they think are necessary to implement and sustain an innovation. They were given eight alternatives including one open-ended option and were also asked to rank them in order according to their preferences that they consider most influential for the implementation and sustenance of innovation in the public service delivery. The drivers for the stability of innovation are shown in the following figure according to the order given by the respondents.

Figure 11: Drivers for the stability of innovation



Source: Field data conducted by the researcher

According to responses given by the respondents, the sense of ownership by the concerned officials is the first and most important driver for the sustenance of innovation. If the successive officer does not have sense of ownership for the innovation scheme taken by his/her predecessor, the initiative cannot be continued. The second most important driver is the necessary resources for implementing the innovative ideas. An officer can have very good innovative plan. But if he/she does

not have necessary resources such as human resource, technical support, money etc. then the plan cannot be implemented. Job stability has got the third position in importance for the implementation of innovative ideas. An innovator need to have the opportunities to work in the relevent workplace for a specific period of time having the necessary resources available for that purpose.

Mandate from the superior authority is the forth important driver for sustainable innovation. It is difficult to continue with a new innovative idea if the subordinate does not have authorization from the senior authority. Other important drivers for sustainable innovation are consistent recognition and reward by both official as well as unofficial stakeholders like local elites, support from the press and media etc. Motivational activities are also important in this regard so that the officials are encouraged to continue the good initiatives taken by the previous officials. And finally continuous monitoring by the superior authority is an influential driver for sustaining and making the innovation effective in the public offices. Since innovation is agreed to driven by self motivation, hence there will be less need for monitoring by superiors. Respondents' answer for this issue indicates that job stability of the innovating officer is one of the first three important drivers to sustain an innovation scheme.

Necessity of job stability for the nourishment of innovation

If an officer does have the predictability about how long he has the opportunity to work at a workplace, he/she can make an action plan for his/her workplace and to work accordingly. Respondents were questioned about the necessity of job stability of the concerned innovating officer to implement and sustain innovative initiatives. The question was, "*to what extent job stability of the innovating officer in concerned workplace is essential for implementation and sustenance of innovation scheme?*" They were asked to rate their responses in five scales like 'Highly essential', 'Essential', 'Slightly essential', 'Not at all essential', and 'Don't know'. The responses received from the respondents are categorized into three groups which are presented in the following figure.

Almost all the respondents think that job stability in the form of continuity in a workplace is essential for implementation and sustenance of innovative initiatives in the concerned place. Around 87% of the respondents consider job stability is the essential factor for the sustainability of innovation. Only about 4% respondents find job stability not at all essential for implementing the new ideas as well as make them sustainable in a workplace. Another 9% of the respondents opined that incumbents' job stability is slightly essential in this regard.

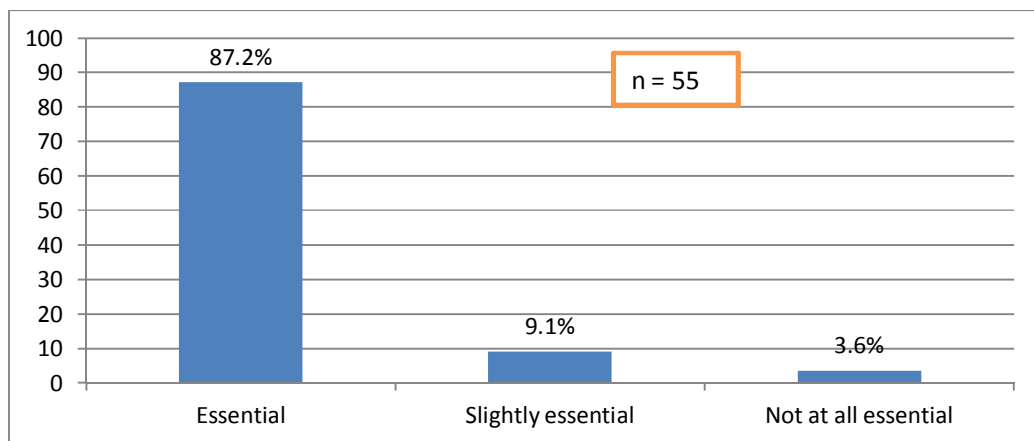


Figure 12: Necessity of job stability for the nourishment of innovation

The data indicates that the innovation team leader must have the stability to succeed in innovation. Stable leaders can provide stabilizing influence on the stakeholders relating to their activities. The leader of the innovation team have a transparent and complete understanding about where and when to find innovation schemes in the light of the organization's goals and objectives; problems and demands of the target group; and the process and methods of innovation. Hence, in order to nourish the innovation schemes through the important steps like- develop innovative ideas, implement innovation schemes, and scaling them up, job stability of the innovating officer should be guaranteed.

Premature transfer and continuity of innovation schemes

The study tried to search out the respondent's view about the impact of premature transfer on the continuation of certain officer's action plan that is related to the effectiveness of innovation. The respondents were asked to give their opinion about the statement - *"Premature or abrupt transfer disrupts the continuation of implementation of the officer's action plan in respective field"*. The views of the respondents regarding the statement were found in a scale ranging from one to five. The scale 1 and 2 point to the respondents' agreed opinion with this statement. And the scale 3 and 4 point out the negative opinion with this statement. The scale 5 indicates neutral opinion which indicates that the respondent is not interested in giving an opinion or he is not aware of the matter. The five scales have been merged into three. 'Strongly agree' and 'Agree' have been merged as 'Agree', 'Disagree' and 'Strongly disagree' have been merged as 'Disagree', and 'Neutral' remains the same.

Almost every respondent agreed upon with the statement that premature or abrupt transfer disrupts the continuation of implementation of the officer's project on innovation action plan in respective field. Around 96% of the respondents agreed upon with the statement. Only one of the respondents (1.8%) comes out with disagreement with the statement that he/she thinks premature or abrupt transfer does not disrupt the continuity of the implementation of innovation scheme. Another 1.8% respondent gave opinion on the neutral scale. . If the innovating officer does not have the predictability about whether he/she will be working at the same workplace until the full implementation of his/her innovation is completed, then he/she would be hesitant to take innovative initiatives in the concerned workplace. In this regard, unpredictability in career path can have negative effect on the innovation. The change of a mere person can also affect the rate of implementation of Annual Innovation Action Plan of respective office. The effectiveness and sustainability of the innovation can be affected with the transfer of a particular officer. If the implementation of an innovation is solely dependent on a specific officer, then it will certainly affect the sustenance of that innovation.

Administrative obligations for the continuity of innovation schemes

Respondents' views were taken to know about whether there is administrative obligation for successive officer to continue the innovation scheme initiated by the previous officer. The respondents were asked to check the statement- "*Whether an officer's innovation will be continued after his/her transfer depends on the desire of the next officer*". They were asked to rate their responses in five scales where '1' denotes 'Strongly agree', '2' denotes 'Agree', '3' denotes 'Disagree', '4' denotes 'Strongly disagree', and '5' denotes 'Neutral'. Their responses have been categorized into three groups- 'Strongly agree' and 'Agree' have been merged as 'Agree', 'Disagree' and 'Strongly disagree' have been merged as 'Disagree'. If there is no legal obligation for the successive officer to continue the innovation scheme taken by the previous officer, the continuation of that initiative depends on the personal desire of the concerned officer. Thus, the sense of ownership of the successive officer is very important for the continuation of innovation. 98% of the respondents agree with the statement that, it is the matter of the next officer's personal desire whether the initiative of the previous officer is going on. Only 1.8% of the respondents expressed their opinion with the negative scale which means that they are disagree with the statement. The responses for this question indicate that continuation of the ongoing works of the projects under innovation scheme highly depends on the desire of the next officer. If he does not carry on any innovation of the former officer, he has not to face any negative consequences because of no administrative obligation. The comment of a respondent is mentioned below-

One of my predecessors had taken several innovative initiatives for this office that received great media coverage and made huge positive response across the country. After the transfer of that officer, his initiatives started to be subsided...the office environment started to become like before...intermediaries in the office continued to increase. It is very normal that, the subordinate employees are forced to work as per the desire of the designated officer... The office environment is also changed with the transfer of the concerned officer. In this case, at least the senior authority needs to have special surveillance, so that the good initiatives that have been started by an officer should continue after his/her transfer. Local people and service

seekers also have some responsibilities in order to sustain the innovative scheme of the officer. It is usual to change the official after a certain time. Due to the different mentality, the style of office management of an officer is also different. In addition to the administrative obligation, there should be social monitoring system to sustain the good initiatives. Local people have to play a responsible role to sustain positive changes in the public offices.

Conclusion

This chapter presents the collected data for the research in relation to the job transfer of the respondents and public service innovations taken by them. The chapter is not only about the data presentation on these two variables, rather it tries to show the relationship between the two. It also makes an effort to mention the innovative initiatives taken by the civil servants in the field administration of Bangladesh in recent years. Apart from analyzing the frequency and types of job transfer of the respondents, it discusses to what extent job transfer of particular officer have relationship with the implementation and sustenance of public service innovation in respective workstation.

Chapter Six

Findings and Conclusion

The final chapter of the paper gives a brief summary of the whole study, discusses about the major findings of the research and finally ends up with a conclusion pointing out to the final results of the study.

The study was carried out to explore the relationship between frequent job transfer of innovating officials and the continuity of public service innovation in the field level offices of Bangladesh civil service. It also analyzes the incumbent's perception about the job stability of the innovating officer relating to the implementation status and sustenance of the concerned innovative scheme. Regarding this issue, the whole study revolves around one objective and one main research question. The objective of the research was- to explore whether the transfer of particular officer can have effects on innovation scheme in the discharge of public service. To attain this objective the main research question was- how the current administrative practices are seen effective from the perspective of sustainable innovation schemes in public service delivery? Considering the dependent and independent variables different question were set following the main research question. Some of the questions use Likert scale for measuring respondent's perception about the variables of the research issue. In order to fulfill the objective of the research, the researcher has set public service innovation as dependent variable and job transfer as independent variable. The indicators of dependent variable are persuasion of innovation, certification, sanction, and shared understanding. And the indicators of independent variable are frequency of transfer, pursuance of laws and rules, expedience, and external influence.

The researcher finds the Institutional Theory and Diffusion of Innovation Theory most relevant for this study. Along with the theories, various literatures were reviewed to develop the analytical framework. A survey has been conducted for the fulfillment of research objective through gathering empirical data collected from the

officials working in the Upazila level field offices of Bangladesh Civil Service. Primary data comprising both questionnaire survey as well as interview have been collected from 55 respondents. Collected data was processed in systematic way in SPSS for the presentation and analysis. Both qualitative and quantitative methods have been used in the data presentation and analysis.

Major Findings

a. Young officials are more innovative

Young officials among the respondents are more interested to take new initiatives in their working place relating to the public service delivery. The most innovation schemes have been taken by those officials whose total length of service is less than ten years. Around 63% of the total innovations of the respondents of this study have been taken by the young officers. Young people are more interested in new technology. They generally have the courage to think out of the box to solve the ever-changing problems of the society using new technology. Among the total innovation schemes undertaken in the study area, the initiatives taken in the land administration is the highest. And these innovations have been taken by those officials whose total service length is less than six years. They have taken a lot of innovative schemes that can play a very important role in reducing public sufferings in the respective field of service delivery. Some of their significant initiatives are: simplification of miscellaneous case disposal system in land office; establishing Satota (honesty) store to make the revenue stamp available and easy accessible to the citizens; simplification of various types of land settlement process; introducing public hearing in Union level land offices; arrangement of selecting landless people from the local growth center; orderly arrangement of land records and related files; record management modernization in land office and so on.

b. Innovations are mostly taken from self-motivation

Most of the innovation schemes are taken by the officials spontaneously that is derived from self-motivation of innovating officer. Around 49% of the total respondents of the study think that, the field level officers are self-motivated and voluntarily taking various innovation scheme in their respective fields. Though, there

are some other factors behind that innovation schemes like- favorable government policy, encouragement by the superior officer, various awards and recognition, training for innovation etc., but 70% of the innovating officials of this study considers their self-motivation as the most influencing factor in their innovation initiatives. Self-motivation forces them to be fond of their job and feel good about service as well as service seekers. There are both the good and bad things in every action. Self-motivated people try to identify the goodness of their job and pursue to improve it through some innovations. But, for the institutionalization of any innovating scheme taken for the general people, other stakeholders including the service seekers people need to be motivated. Motivating others is not as easy as motivating self; which requires reasonable time. Thus, motivating self and motivating the whole system works differently. Here, the innovating officer needs to have sufficient time to think positively with the strengths and weakness of the concerned innovation scheme as well as stakeholders of it.

c. Innovating officers are more prone to frequent transfer

Among the respondents of this study, around 51% of the officials who took innovation scheme by their personal initiative, had been transferred their workplace at least two times in last three years. And 11% of them had been transferred for three times and 40% of the innovating officers had been transferred once in the last three years. Only 9% of the innovating officers have been staying in their workplace for three years. The data shows that, most of the innovating officers had been transferred almost twice in the last three years. Regardless of the administrative or nonadministrative factors behind this frequency, premature transfer of innovating officer normally influence the implementation and promotion of the innovation scheme of that officials. Many initiatives of innovating officials are often confronted with the vested interest groups. In the current political system of Bangladesh, there is considerable scope for applying personal authority by ignoring institutional rules. If an enterprise is against the interests of a supremacist or the interest group, the entrepreneur often faces negative consequences. The innovation policy does not have the consistency to accommodate the position and tenure of the innovating officer for ensuring the sustainability of innovation in the field administration. The

present rules relating to the transfer of the officers are also not consistent with or helpful to ensure sustainability of innovation in harmonizing position and tenure of innovating officials. If there is more inconsistency of transfer rules regarding sustaining innovation, it is also more discriminatorily applied for the officers. Inconsistency of transfer rules to ensure sustainable innovation also positively correlates with unpredictability in career path.

d. Premature transfer causes less stability of innovation scheme

There may be several obstacles in the field of innovation in public sector organizations including lack of incentives, funding, short term pressure associated with politics, and need for public support while leaders in the organization can influence the motivation and create the climate to encourage and reward innovation (Damanpour & Schneider, Characteristics of Innovation and Innovation Adoption in Public Organizations: Assessing the Role of Managers, 2008). A personal characteristic of the innovating officer is very important for the development and adoption of innovation scheme. So, if the leader is changed, then it has the effect on implementing the overall plan and initiatives of innovation. This reflection has also been found in this study. Approximately 67% of the innovations are not currently operational in those places where the innovating officers have been transferred in less than two years. Officials at that workplace could only start the initiative. But, they were transferred from the workplace before the completion of the time required to fully implement their schemes. Most of the respondents think that, unpredictable career path is an obstruction for lasting innovation scheme. Around 87% of the respondents think that job stability of the innovating officer in concerned workplace is essential for the implementation and sustenance of innovation schemes.

Sudden transfer of a particular officer affects the implementation rate of innovative plans. There is a need for a specific time to implement any innovative scheme. Since the implementation of an initiative is very much dependent on the initiator, it is very normal to have a relationship with the initiator's tenure with the implementation time of the respective initiative. Sudden transfer of particular officer may cause

irregularities in the implementation rate of innovation action plan of the officer. If the rules regarding transfer and posting are not applied equally to all officers, then there is a possibility for the particular officer to face sudden transfer. Consequently unjust application of transfer and posting rules positively correlates with the sudden transfer of particular officer. If the officer knew where he/she would work and how long he/she would work there, he/she could have a steady plan for the career. On the other hand, unpredictability in the career creates unrest and affects the quality of work. Unpredictability in career path also has a positive correlation with sudden transfer of particular officer. If the practice of sudden transfer is high, then unpredictability in career path is also higher that have correlations with the implementation of innovation and its sustenance. So it is found that transfer of particular officer correlates with the status of innovation.

e. Application of transfer rules are influenced by external force

According to around 82% of the respondents, the current rules regarding the transfer and posting of officials are not applied appropriately for all. Most of the transfers and postings are influenced by personalized lobbying and external pressure. Eligible persons are not always posted in the appropriate place. Again 87% of the respondents believe that, there is possibility of sudden transfer of officials if he/she does not compromise with the undue pressure of influential person or group. If the administrative officials are threatened by external influencers, then they cannot perform their duties in a legal way. And due to this situation, there often a patron-client relationship is created between influential groups and some administrative officials. As a result, both the groups are involved in corrupt practices in mutual cohesion and accountability, legitimacy and transparency in the administration become questionable; the law abiding and people-centric, innovating officials become silent on the wrath of the corrupt people. Hence, 98% of the respondents respond to the need for new policies relating to the transfer and posting of officials to uphold innovation in the creation of citizen-centric public administration.

f. No administrative obligation for continuity of innovation scheme

There is no legal or administrative obligation as well as motivational arrangements for the successor to continue the innovation scheme initiated by former officer. So, the continuation of that scheme depends on the personal desire of the successive officials. If he/she does not carry on the former innovation scheme, he/she has not to face any negative consequences in the service life because of no legal obligation. In order to encourage the officials into innovation, several motivational arrangements like Public Administration Medal, ICT Award etc. have been started in recent years. But still there is no follow-up arrangement on whether the innovation schemes left by medalists are continued after the transfer of that innovator. Organizational motivation is not systematically focused on promoting and sustaining innovation. Political considerations through internal policy interventions and efficiency considerations as well as external standard settings are not systematized in this regard.

g. Sense of ownership is the most important driver for sustaining innovation scheme

This study finds out some important drivers to make an innovation scheme sustained in the public office. Those drivers are sense of ownership by the stakeholders, necessary resources, job stability of the innovator, mandate from the authority, recognition and reward, motivation for adoption, monitoring by the superior etc. Sense of ownership is the most important driver in this regard according to the opinions of the respondents. If a new system is introduced by changing the traditional trend of an office work, it also demands the change of mindset of the concerned stakeholders. So, innovation involves changing minds that takes time. A clear sense of understanding and target can help flourish the initiative. If there is a shared understanding between the predecessor and the successor so that everyone has a clear idea about the outcome and value of the innovation scheme, this sense of understanding creates a sense of ownership towards the initiative. Consequently, the innovation scheme continues and achieves sustainability.

Revisiting research question

As mentioned in the first chapter, one major question was set in line with the objective of this study. The question was: how the current administrative practices of job tenure are seen effective from the perspective of sustainable innovation schemes in public service delivery? The subsequent questions were also being raised in the study: what is the general trend of job tenure in current administrative practices? How about the perceptions and initiatives of Upazila level officials on public service innovation? To what extent job stability of innovating officer in concerned workplace is essential for implementation and sustenance of innovation scheme?

The study found that, majority of the officials had been employed at a workplace for less than two years tenure while around 26% of them had less than one year tenure. Most of the innovation schemes in the discharge of public service delivery are being taken by the young officials whose total service length is less than ten years. Though the government policy has little effect in initiating innovation schemes, most of them are inspired by the entrepreneur's self-motivation. The study also found that securing tenure and position of innovating officials in a workplace is essential for implementation and sustenance of innovation schemes. The data shows that, any innovation scheme taken by the officials working below one year in the concerned station is not currently in place. Majority of the innovations taken by the officials working there for more than three years are currently running in full swing. From this study it is understood that, the current administrative practice in job tenure is an important factor in the implementation and sustenance of public service innovation schemes in the Upazila administration of Bangladesh.

Policy Implications

The role of public administration as well as the expectation of the people towards the government has changed in the current state structure and the modern world system. In recent years, the government of Bangladesh has initiated various approaches to increase the capability and efficiency of the civil service. These activities include promoting innovative initiatives in public service delivery, introducing second generation Citizen Charter, formulating Civil Service Act, and

various other reforms initiatives. Innovation is the most important factor in the development of public service delivery. There is no alternative to innovation to meet the new challenges of the public administration. In order to fulfill the expectations of citizens and to gain confidence, the reform of the structure and system of government administration in the light of the changing needs is very important. In view of the context, the policy framework on public service innovation may be revisited in harmonizing human resources management to ensure sustainable innovation schemes in the discharge of public service delivery.

Implication for future research

The basic purpose of innovation in the public administration is to develop or facilitate the service delivery system considering the needs of the citizen. There are many important issues involved with the innovation in public service to implement this purpose. Through this research, public service innovation has been observed with a small section of human resources management. Moreover, this study has only considered the incumbent's perspective on the issue. There are so many factors in determining successes and failures of innovation schemes like- efficient leadership, understanding the real condition of the service recipient, accepting the risks of examining the desired changes, the skill of identifying citizen problems, creative solution plan, change management, group initiative, networking and partnership, resource collection, risk management, and so on. There may be more extensive research on these issues related to public service innovation.

Conclusion

There are some important issues in developing the innovative culture of public administration. The notable issues are mandate and cooperation from the higher authority in promoting, piloting and implementing the innovative scheme, evaluation and follow-up of the sustenance of the innovation scheme. To develop innovation culture in the public administration competent, visionary and skilled officials are required to be patronized and encouraged. The contemporary trend of innovation at the government level is to make it sustainable and the emergence of

the innovation team is to make it up to date. This research has been conducted only on the job stability of officials relating to innovation team. It has been found that, if the innovating officials are vulnerable to frequent transfer of workplace, it also hinders the mobility and continuity of innovation schemes taken by that official. The research has been conducted for academic purpose within the limited scope and time. The purpose of the research was to explore the frequency of job transfer in the field administration of Bangladesh and find out if there is any relation between tenure of innovation officer and the lasting of concerned innovation. It has been found that the official can become more targets oriented to the innovation action plan if the position is guaranteed for a certain time in a workplace. Since the research has been conducted on one dimension for the sustainability of innovation scheme, the future research can be directed towards other dimensions of the effectiveness of innovation in the field administration.

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Annexure

Annex I: Composition of the respondents

	Frequency	Percent
Upazila Nirbahi Officer	9	16.4
Assistant commissioner (land)	9	16.4
Senior Upazila Fisheries Officer	3	5.5
Upazila Agriculture Officer	4	7.3
Upazila Livestock Officer	3	5.5
Upazila Health and Family Planning Officer (UH&FPO)	1	1.8
Upazila Family Planning Officer	1	1.8
Assistant Programmer	3	5.5
Upazila Engineer, LGED	3	5.5
Upazila Education Officer	6	10.9
Project Implementation Officer	1	1.8
Rural Development Officer	1	1.8
Upazila Secondary Education Officer	3	5.5
Upazila Social Services Officer	4	7.3
Upazila Statistics Officer	1	1.8
Women Affairs Officer	1	1.8
Youth Development Officer	1	1.8
Upazila Food Controller	1	1.8
Total	55	100

Annex II: Officials/departments working in the Upazila level.

- (i) Upazila Nirbahi Officer (UNO)
- (ii) Upazila Health and Family Planning Officer
- (iii) Upazila Family Planning Officer
- (iv) Upazila Agriculture Officer
- (v) Upazila Fisheries Officer
- (vi) Upazila Livestock Officer
- (vii) Upazila Project Implementation Officer
- (viii) Upazila Social Welfare Officer
- (ix) Upazila Education Officer
- (x) Upazila Women Development Officer
- (xi) Upazila Youth Development Officer
- (xii) Upazila Cooperatives Officer
- (xiii) Upazila Engineer
- (xiv) Assistant Engineer (DPHE)
- (xv) Upazila Rural Development Officer
- (xvi) Upazila Secondary Education Officer
- (xvii) Forester/Deputy Range Officer
- (xviii) Assistant Commissioner Land
- (xix) Police
- (xx) Ansar-VDP
- (xxi) Statistics
- (xxii) Accounts
- (xxiii) Sub-registrar
- (xxiv) Election

Annex III: Map of Rajshahi District, Bangladesh



Source: <https://www.thebangladesh.net/rajshahi-district.html#maps>

Annex IV: Survey questionnaire

Part A

Respondent's Name: _____ Gender: Male Female

Name of the Office: _____ Designation: _____

Upazila: _____

District: _____

Division: _____

Part B

1. Total length of service: _____ years

2. How long have you been in the current workplace?

More than 4 years 3-4 years 2-3 years >1, <2 year Less than one year

3. How many times have you been transferred in the last three years?

More than three times Three times Twice Once Never

4. Type of transfer: Voluntarily/self-pursuance Involuntary, administrative decision Other (please specify in case of more than once)

5. Cause of transfer (i.e. promotion, completion of three years in a place, deputation, illness etc.)

(Please specify):

6. What was the duration in the previous (immediate past) workplace?

More than 4 years 3-4 years 2-3 years 1-2 year Less than one year

Part C

7. You must be familiar with the kind of innovations taking place in the field administration. Please tell me your views on those initiatives.

	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
a) The officers are self-motivated and voluntarily doing innovation	1	2	3	4	9
b) Most of the innovations are mimetic from the ideas of others	1	2	3	4	9
c) Innovations are taken by order of the superior authority	1	2	3	4	9
d) If no innovation is taken, that can	1	2	3	4	9

have negative consequences on officer (i.e. impact on ACR, transfer etc.)					
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8. Is there any innovation by your own initiative to reduce the time, cost and visit (TCV) of the service seekers in your present or previous workplace? Yes No

9. (If yes) Would you please write about what kind of innovation you have taken?

Innovations in present workplace (if applicable)

Innovations in previous workplace (if applicable)

10. Which factor/s mostly influenced you for that innovation? (You can select multiple options)

- a) Encouragement by the superior officer
- b) Government policy
- c) Award (i.e. ICT award, Innovation award etc.)
- d) Self motivation
- e) Others (Please specify) _____

11. How much of your innovative initiative could have been implemented in the previous workplace? (if applicable)

100%	90%	80%	70%	60%	50%	40%	30%	20%	10%
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12. Have you received any recognition/award for that innovation? Yes No

13. Is your initiative taken in the previous workplace currently running? (if applicable)
 Fully Running Partly running Not running Don't know whether running or not

14. Please specify the drivers that you think are necessary to sustain an innovation.
(Please rank them according to your preferences, while 1(one) is the highest and 8 (eight) is the lowest rank)

	Rank (according to the preference) 1= Highest rank 8= Lowest rank
a. Sense of ownership	
b. Consistent recognition and reward/incentives	
c. Mandate from the superior authority	
d. Continuous monitoring by the controlling officer	

e. Job stability of the innovator	
f. Motivation for adoption	
g. Necessary resources (human, capital etc.)	
h. Other (please specify):	

15. To what extent job stability of the innovating officer in concerned workplace is essential for implementation and sustenance of innovation?

Highly essential Essential Slightly essential Not at all essential Don't know

16. Please check the appropriate box to indicate your ratings to the following statements.
(1=Strongly agree 2= Agree 3=Disagree 4=Strongly disagree
5=Neutral)

Statement	Rating				
	1	2	3	4	5
a) Premature or abrupt transfer disrupts the continuation of implementation of the officer's action plan in respective field.					
b) Whether an officer's innovation will be continued after his/her transfer depends on the desire of the next officer.					
c) Implementation rate of "Annual Innovation Action Plan" varies with the transfer of particular officer.					
d) There is a possibility of sudden transfer of the officer if he/she does not compromise on the undue pressure of any influential person/group.					
e) Present rules relating to the transfer of the officers are not consistent with/helpful to ensure sustainability of innovation.					
f) Unpredictable career path creates obstacles in sustainable innovation					
g) If officials are transferred and posted according to their expectations, then the officials are more motivated to innovate.					
h) A supporting policy for innovation is needed to harmonize the position and tenure of the innovative officers					
i) The current transfer and posting rules are not applied justly for all officers					
j) The official can become corrupt if the position is guaranteed for a certain time in a workplace.					
k) The official can become more innovative and target oriented to the Annual Action Plan if the position is guaranteed for a certain time in a workplace					

Signature (Not mandatory) _____ Date _____

Thank you very much for your time and cooperation.