

Ethical Implications and Techniques of Promoting Better Governance in Bangladesh Public Service

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Abstract

The article presents the implication of public service ethics followed by conceptual arguments based on the professional literature to raise and sustain ethical standards in the public sector. This paper tries to extrapolate wide-ranging facts about the unethical doings in civil service of Bangladesh. The main purpose of the study is to identify specific instruments that can be successfully implemented in public institutions in correlation with specific ethical problems based on the sources of evidence include valuable works of specialists and studies conducted focused on ethics in public sector. This article has been followed by a secondary qualitative data analysis specifically used use retrospective interpretation method to explore new or unanswered issue from the existing set of data. Conclusions of the paper refer that corruption, conflicts of interest, favoritism, and nepotism are the effects of unethical actions in opposite of these, values, morals, accountability and transparency are the constituent of public service code of ethics as well as good governance in civil service.

Keywords: Public service; Ethical dilemmas; Public administration; Better governance

Introduction

This article focuses the problems in ethical implications in public-sector in Bangladesh and explores ways to promote effectiveness of civil service at both the organization and individual level. In Bangladesh public administration ethics dilemma arises because of its subordinate nature that does not comply with its democratic nature of civil administration where the administration there to serve not to govern [1]. Many scholars and practitioners identified the ethical responsibility of the public administrator [2-7], and have also bade to agreement in applied ethical guidance and structured theoretical frameworks for use within the sector [8-11]. In this regard, ethical code indicates the basic building blocks of the public sector. It has been emphasized by the constitution of Bangladesh (Article 21, clause-2) and public service conduct rules-1979 for practical mechanisms for setting and institutionalizing high standards of public service and ethical conduct integrity. What is surprising however that, many legal provisions is and moral obligation in the public service has been arranged still it is a controversial major area in Bangladesh and rated as one of the most corrupt countries in the world by various organizations due to absence of high standard of ethical implication all aspects including civil service. What is more is that Transparency International (TI) rated Bangladesh as the most corrupt countries in the world for five consecutive years. Up till now, the magnitude of corruption seems not to have changed that much [12]. The pervasive nature of corruption at many levels e.g. parliament, elections, and the delivery of core public services is one of the most fundamental obstacles to edifice trust in government in Bangladesh is [13]. Most agree that, the top of the reform agenda of the public administration in Bangladesh is needed improved ethics within the field of civil service.

Nevertheless, there has been considerable scientific debate on how to make the public sector function in the best way [14]. Bozeman [15] usefully summarizes the rationale of code of ethics and values to specify the rights, benefits and prerogatives to citizens and absence of it what Miazi and Islam [16] pointed out as weak performance of public administration that results the failure in progressive policy decisions. As such, recent move in worldwide is to restore a measure of trust and integrity in public institutions and officials, to safeguard

democracy and promote better governance through increasing ethical standard in public service. Most agree that the code of ethics ensures the moral qualities and strengthen respect for, and appreciation of, the role played by the public service which contributes in a fundamental way to good governance.

Conceptually, ethics which is “body and soul” of public administration, is the dynamic mechanisms that allow administration to thrive in any country for better governance that refers’...the set of responsibilities and practices, policies and procedures, exercised by an agency’s executive, to provide strategic direction, ensure objectives are achieved, manage risks and use resources responsibly and with accountability [17]. Ethically public servants are required to be impartial, to exercise procedural fairness and to support equity in employment [18] to import better service and people satisfaction. Bailey [19] noted that the ethical catches facing public servant requires specific attitudes that must be aligned with unique moral qualities and with same intention Cooper [20] presents twenty specific as “realms of obligation” for public servants, and Denhardt [21] identifies the “moral foundations” of a public administrator’s role as honor, benevolence. Other have argue that the civil servant is expected to maintain a level of morality and integrity which serves the interests of society while at the same time demonstrates personal responsibility, and truthfulness.

Therefore, this article briefly emphasizes on the significance of ethical responsibility associated with the role of civil servant. Suitably, this articles follows secondary qualitative data analysis based on retrospective interpretation method [22] for exploring new or unanswered issues regarding public service ethics. Also, it entails the

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inspection of the qualitative data of previous research to get new the concept from the original research. Besides, the tenable qualitative secondary analysis is used to include an inter-subjective relationship among factors of ethical issue of civil service. However, a more radical response is to argue that the design, conduct and analysis of both qualitative and quantitative research are always contingent upon the contextualization and interpretation of subjects' situation and responses. In case of ethical issues, reporting of original and secondary data analysis is a major one [22]. Considering these issues, we carefully design to conduct secondary qualitative data analysis in retrospective interpretation method. In this study we use those researches which use World Bank's World Government Indicator (WGI) database and the studies from Transparency International (TI). WGI database publishes the rank and position of the countries on corruption, government effectiveness, and regulatory quality, rule of law and voice and accountability from 1996. TI publishes data on the perception of corruption since 1995 and ranks the countries. We present the trend analysis of corruption score and ranks and extend our analysis.

Conceptual Analysis of Ethics and Challenges of Bangladesh Public Service

It is pointed out by many scholars that, the issue of public values and ethics has been emphasized in recent research in order to guide the proper conduct of public administration. Originally, the Greek word 'ethos' in English ethics, 'means character, customs or conduct, and ethics deals with the moral behavior of humans and how one should act [12]. But a large number of studies have described code of ethics as "global" or "international". By and large, ethics involves think more systematically about the values that are embedded in the choices made in a practical or political grounds alone [9] and to ensure that people and the institutions they shape, live up to the standards that are reasonable and solidly based [14]. Michael Josephson said ethical is person measured by basic ethical principle rather than by laws and rules that indicates ethics and laws are two different things. Therefore it has two aspects, first one involves the ability to choose right from wrong, good from evil, and propriety from impropriety and second involves the pledge to do what is right, good and proper.

Obviously, one can be dishonest, unprincipled, untrustworthy, unfair and uncaring about issues and services without breaking the law. There are undoubtedly many reasons for why special ethical codes for civil servants in the public sector are important [15]. Public service ethics concerns relations among public servants, but above all between public servants and the interest parties in the outside world: elected politicians, the media, institutions and citizens [1]. Ethical action of public service is reflective that means it is based on thought and reasons; is principled that means it dawns on sound values; and is making normative judgment's that mean choice [16]. Cooper was asked four big questions about public service ethics- —first, what are the normative foundations for public administration ethics? Second, how do American ethical norms fit into the global context? Third, how can organizations are designed to support ethical conduct; and fourth, should people be treated equally or fairly [1]. Kinchin [23] mentioned about five virtues of ethics called: Fairness, Responsibility, Transparency, Efficiency and No Conflict of Interest. These principles and virtue are related with the new concept of Public Administration. So for ensuring better governance system these principles and virtue of ethics are maintained by the public servant [24].

Public service ethics have three core components called: values, standard and norms and behavior. Value included individual, group

and social statements, opinion, attitudes towards freedom, justice, honesty, loyalty, neutrality, responsibility etc. of the public servants. The principle that identify that guide the actions of people and employees and help to control their behavior in the context of rules, laws and codes of conduct is called standards and norms.

Public administration of Bangladesh is challenged to find ways to institutionalize these ethical values and hold public servants accountable for behaving in accordance with these standards to ensure better governance. Good governance is now an acceptable goal for public servants in developing countries who have been asked, besides striving for professional excellence, to be more transparent and fair in all their transactions and respond with integrity to the demands of citizens [18]. Widespread political ill-treatment and economic corruption have provided much of the instinct for the growth of modern public administration and developing professionalism in civil service. Bangladesh administration can foster organization cultures entailed with high ethical standard that exemplify, encourage and reward core public service values and can follow three ways for promoting public service ethics given by Denhardt at the institutional level, the organizational level and the individual level. Dhiraz Kumar Nath has also identified eight major parameters of good governance by the public servants. The public servants must follow the rule of law, accountable, transparent, responsive, equitable and inclusive, effective and efficient, participatory and consensus oriented. These issues are frequently related to the ethical principle of the administration. The code of ethics of the public administration of a country is providing this components or parameters of better governance of the administration.

It is suggested that a move is essential to restore a measure of trust and integrity in public institutions and officials, to promote better governance in Bangladesh which can incorporate in administrative system in Bangladesh which are given by some International organization and authors. The International Monetary Fund (IMF) stresses the importance of tackling corruption; the World Bank finds political stability and absence of violence/terrorism worth mentioning; The United Nation adds consensus orientation; and finally, the European Union accession criteria (the Copenhagen criteria) include democracy, human rights and respect and protection of minorities. Organization for Economic Cooperation and Development (OECD) views are, ethical standards of public service should be clear; ethical standards should be reflected in legal framework; ethical guidance should be available to public servants; Public servants should know their rights and obligations when exposing wrongdoing; the decision making process should be transparent and open to scrutiny; clear guideline for interaction between the public and private sector; manager or administrator should demonstrate and promote ethical conduct; management policies, procedures and practices should promote ethical conduct; and appropriate procedure and sanctions should exist to deal with misconduct [25]. Michael Josephson gave five principles of public service ethics e.g. public office is a public trust that means by using powers and resources of public office to advance public interest not to attain personal goals; Principle of independent judgment that means in time of performing the servants deciding all matter by their merits, free from conflict of interests; Principle of accountability-acted openly, effectively, equitably and honorably; Principle of democratic leadership-spirit of representative democracy and set a positive example of good citizenship by scrupulously observing the letter and spirit of laws; and principle of respectability and fitness for office- they should conduct their professional and personal life so as to reveal character trait, attitudes and judgments that are worthy of honor and respect and demonstrate fitness for office.

Bangladesh is rated as one of the most corrupt countries in the world rated by different organizations as it is found from the report of Transparency International (TI), rated Bangladesh as one of the most corrupt countries in the world for five consecutive years [12]. This corruption is a result of ethical plunge. So the condition of the administration is degrade thus the better governance cannot take place here. For understanding the present situation of Bangladesh public administration and the effectiveness of the public service for better governance the World Governance Index (WGI) example is decisive. WGI 2014 gave rank of the governance through some indicators among these indicators the effectiveness of the government, rule of law and control of corruption are much more related with the study. Government effectiveness has been measured through the quality of the public services, the quality of the civil service, the degree of independence from political pressure, the quality of policy formulation and implementation and the credibility of the government's commitment to such policies. Rule of law captures the perceptions of the extent to which agents have confidence in and abide by the rules of society and in particular quality of contract enforcement, property rights, the policies and the courts. Control of corruption has been measured by the perceptions of the extent to which public power is exercised for private gain, including both petty and grand corruption as well as the elites and private interest groups domination. As an example, the rank of public service effectiveness, rule of law and control of corruption have been discussed in this study. In Bangladesh from 2010-2018 the rank of the effectiveness of the public service, rule of law maintenance and control of corruption can be illustrate from the following (Figure 1).

Worldwide governance indicators has been ranked shown in this Figure 1, based on score 0(low) to 100(highest) by the rank of government effectiveness is diminishing day by day because in 1998 it was 39.02 but in 2013 it was only 22.49 in the score of 100. The difference is 16.53 which is a vast amount. So the level of effectiveness of the government is diminishing day by day in Bangladesh. The situation of maintaining rule of law was better in 2011 but in 2013 the score was lessened. But it's a hopeful thing that the control of corruption situation is better than the past few years. In 2013 the score was 20.57. The sight was too unpleasant at 2004 when Bangladesh was stated as the most corrupt country in the world. In that time the score was only 2.93 in 100. So the state of governance and public service ethics condition of Bangladesh is very meager in recent years.

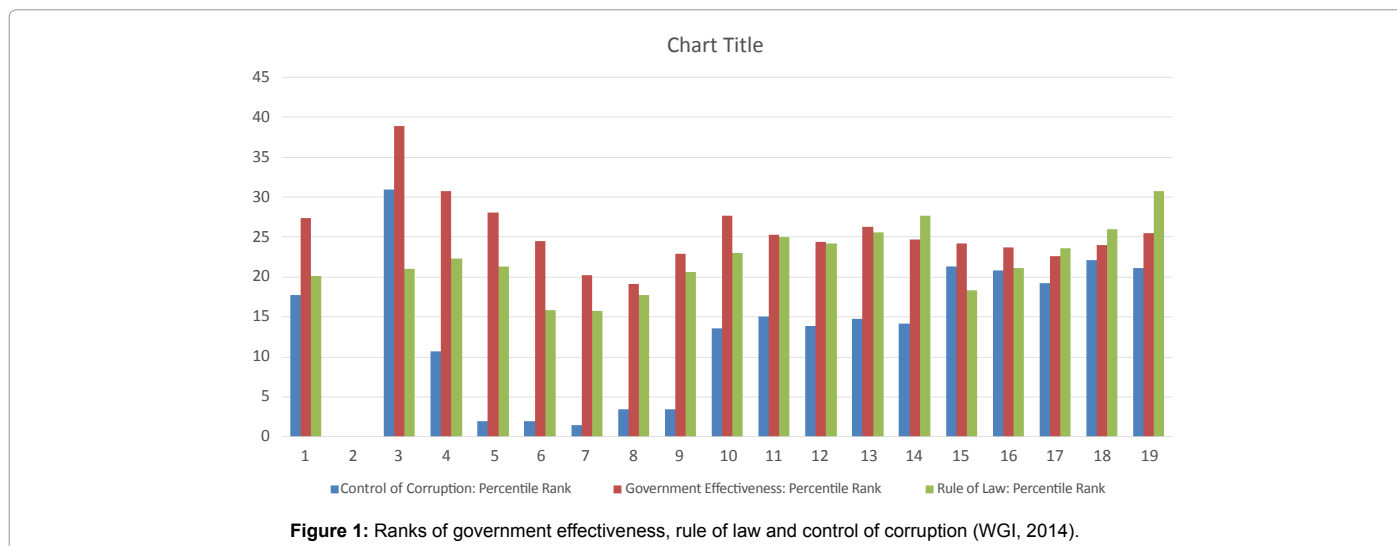
Ethical Dilemmas of Better Governance

Civil service in Bangladesh is struggling for ethical qualms or dilemmas to better governance and the development of the efficiency and effectiveness and equity etc. A dilemma is a concept which is broader and more exacting than problem no matter tough or complicated it is [26]. According to Hanekom et al. [27], the most common unethical problems in public sector are: bribery, nepotism and theft, conflict of interests, misuse of insider knowledge, use and abuse of confidential information for personal purposes, public responsibility and accountability, corruption, the influence of interest and pressure groups and so on. Commonwealth Association for Public Administration and Management (CAPAM) published in 2010 a report regarding the most important ethical dilemmas met in public sector. According to CAPAM (2010), these issues are the following: administrative discretion, corruption, nepotism, administrative secrecy, information leaks, public accountability and policy dilemmas [28]. The ethical implications are described below:

Corruption

Corruption is one of the greatest challenges of contemporary world and it is the main reason to undermine the better governance system, fundamentally distorts policy, and leads to the misallocation of resources harms the poor citizen [29]. According to Gildenhuis [30], corruption and maladministration are identified as the most important issues in public sector are corruption and maladministration. Corruption is conventionally understood, and referred to, as the private wealth-seeking behavior of someone who represents the state and the public authority or as the misuse of public goods by public officials for private ends [14]. In many occasions, junior bureaucrats have to accept the corrupt activates of their seniors. Sometimes the seniors get into corruption by themselves or due to nexus with the politicians [28]. It is entrenched rapidly in Bangladesh hampering economic growth and efforts for poverty reduction.

In 2011, TI was done a survey on six countries of South Asia where Bangladesh also included and found more than one in three people who deal with public services pay bribes. The survey shows that, the country most plagued by bribery is Bangladesh where 66% report paying bribes to public institutions [12]. Transparency International Bangladesh (TIB) report 2013 was presents a survey analysis called Global Corruption Barometer Survey (GCBS) 2013. Here they identified



that an overwhelming portion of the respondents (84%) identified the government administration as the corrupt institution in Bangladesh. About 60% of the respondents opined that overall corruption has increased in Bangladesh during the two years reference period from 2011 to 2012 and about 76% considered corruption in the public sector of the country as a matter of grave concern [29]. Transparency International (TI) puts the South Asian Countries as the corruption prone countries [12]. The Corruption Perception Index (CPI) 2013 of Transparency International (TI) was given score of 177 countries. Almost 70% countries were scored below than 50 where 0 score means highly corrupt and 100 means to be very clean. No countries achieve a perfect score in this index. The score of Bangladesh in this Index was found only 27 [29]. CPI scores of Bangladesh from 2001-2013 has been shows in Figure 2 that, Bangladesh was earlier placed at the bottom of the list for five continuous years from 2001-2005. In 2006, 2007, 2008, 2009 and 2010 Bangladesh was ranked at no 3, 7, 10, 13 and 12 respectively while in 2011 and 2012 it occupied the 13th position in the index. Corruption is the main ethical dilemma in the context of public service in Bangladesh.

Conflict of interest

A conflict of interest in civil service involves when the public duty and the private interest of a public official, in which the official's private-capacity interest improperly influence the performance of their official duties and responsibilities. Civil servants and public officials are expected to maintain and strengthen the public's trust and confidence by professional competence and efficiency. Terry Cooper noted that confronting conflicting responsibilities is the most typical way public administrators experience ethical dilemmas [31]. A conflict of interest arises when a public sector employee or official is influenced by the personal considerations when carrying out their job [14]. These contending interests can make it tough for the public servants to carry out their responsibility and duty to the citizens. But in the era of new public administration, citizen must be served first by the public officials. According to civil service code of ethics article-4, the civil service corps member shall be impartial in the execution of their assignments and duties and in particular [32]. In the public sector conflict of interest is a situation where a conflict arises between public duty and private interest [33]. Pan-Suk noted that Ghoosh (bribe), Tadbir (patronage or

persuasion), Baksis (tips/incentive money), Tenderbaji (manipulation in tender process), Gift, Percentage (especially in various projects) have become a common day practice of getting services from any public office In Bangladesh. Trust is the main base for working as a network in public service as a part of ethical standard. But the trust is ruined between and among the employees for the theme of conflict of interest in the public service of Bangladesh.

Favoritism, nepotism and partiality in public service

In the political sphere favoritism is the penchant of state officials and politicians, who have access to state resources and the power to decide upon the distribution of these, to give preferential treatment to certain people when distributing resources. The purpose of it is to sustain and prolong one's power, position and wealth [14]. The Government Servant Conduct Rules-1979 in rule-27 provisioned that 'no government servant shall indulge in parochialism, favoritism, victimization and willful abuse of office. In practice opposite of the rule has become institutionalized [34]. The civil servants do not precisely abide by these rules and engage in unethical behavior and various allegations including of nepotism, favoritism, cronyism and regionalism for either to serve their individual interest or the interest of the members of their family [35]. Nepotism is the special form of favoritism and in Bangladesh public service recruitment, promotion and transfer favoritism and nepotism are practiced as an alarming way. Public service recruitment does not assess for innovative thinking and systematic aptitude [36]. It is claimed that the leak of question has been made against the Public Service Commission (PSC) that has not so far resolved this difficulty politicization costs the reliability of the public service examination procedure and is producing meritorious students to reevaluate tracking public sector jobs [37]. The partisan influence affects the whole viva voce [38].

Administrative discretions

The exercise of discretion occurs when officials are required or permitted to make decisions without being given instructions which would in effect predetermine those decisions [59]. Civil servants often face multifaceted ethical dilemmas in applying discretion in administration because there is the desire to serve national interest or people's welfare and on the other hand there have individual or group

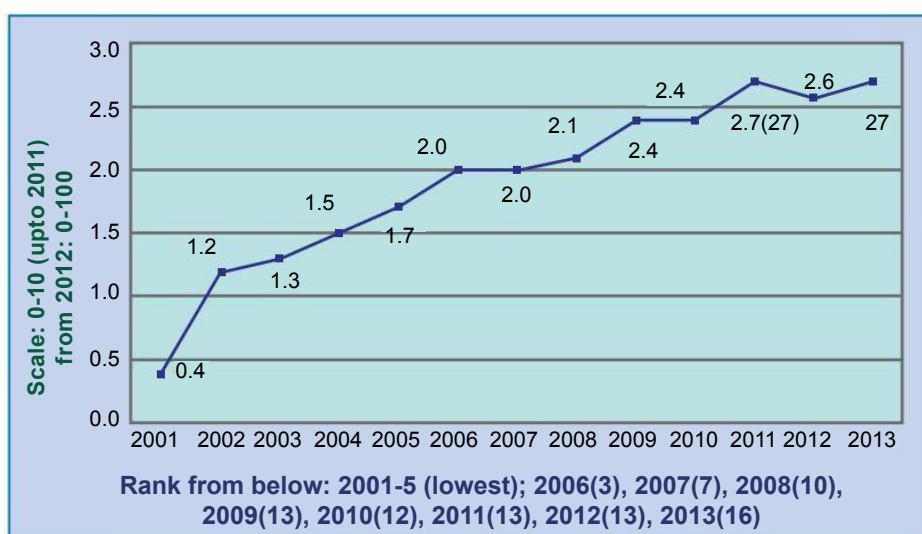


Figure 2: Bangladesh: CPI scores 2001-2013 (TIB, 2013).

interest. Structural inflexibility, many hierarchical coatings and a rigid formal procedure towards administrative decision has significantly slackened the making decision and managerial harmonization. With the changing reform of Bangladesh administration now field or local level administrators are authorized to take decisions on many complex issues owing to local variations, needs, demands and circumstances. Noor in 2008 gives some example of administrative discretion in the context of Bangladesh like- Magistrates in Bangladesh and the Officers-in-Charge of the *Upazilas* (sub-districts) are empowered under section 54 of the Bangladesh Criminal Procedure Code-1898 to arrest any individual who seems to them prejudicial to state or social order and keep him/her confined in custody without bail for 24 hours. The question of ethics emerged because the basis of this power is mainly the sense of mind or the consideration of the administrators not the traditional rules and regulations, ethics or the sense of right and wrong becomes important as inner check on administrator's behavior [59]. So the decision is based on the moral values of the administrator. But the moral values as we see before the ethical condition and morality of the public servant is diminish by the wave of corruption, bribery and political affiliation. Thus it is also an ethical dilemma deal by public service of Bangladesh.

Reforms of administration and ethical dilemmas

Bangladesh public service of Bangladesh came through the Traditional Public Administration (TPA) approach which is based on some doctrine; should be politically neutral; organizational structure should be a centralized bureaucracy; programs should be implemented through top- down control mechanisms; limiting discretion as much as possible and officials should be kept in a procedural straitjacket. The administrative reforms sometimes created many doubts about the ethical issues. The new concepts e.g. downsizing, privatizations, public-private partnership, democratization, delegation, restructuring these were raised uncountable ethical dilemmas. John Naisbitt pointed that we are in a multiple choice society⁶, within a board of showmanship, alienation and dependency, strikingly present societal characteristics [39]. The governance has to face great expectations of citizens with the reform where efficiency, effectiveness, economy, value, social equity, democratization etc. are presented.

Weak national integrity system

A weak National Integrity System (NIS) bedeviled by wide gap of practice and implementation compared to legal provisions and institutional capacity is undermining the prospect of governance and nourishing corruption, reveals in a study of Transparency International Bangladesh (TIB) where 15 NIS institutions were selected between August 2012, to September 2013, shows that despite having relatively strong legal framework, resources and institutional framework their implementation and practice are largely insufficient and a culture of non-compliance generally prevails resulting in a lower than possible level of transparent and accountable governance in the country. Each institution has been assessed in terms of their legal provision, capacity, governance and role. Legal framework and institutional practice is the main focus of this study. The National integrity system assessment provides a standard for analyzing the strength and effectiveness of a country's institutions of accountability in addressing corruption. According to the study a dysfunctional parliament bedeviled by the culture of boycott, a dominant power exercising executive, and increasing politicization of the bureaucracy, police and judiciary has resulted in lack of oversight, transparency and accountability required for establishing good governance in Bangladesh [29]. For weak national

integrity the ethical issues and morality of public servants effected like: transparency and accountability these concepts are related to morality and ethical standard of one self. there have some other ethical dilemmas in public sector of Bangladesh e.g. information leaks, deficiency of integrity among the officials, lack of justice and equality at service, value related tricky, moral behavioral problem, lack of accountability and transparency etc. Kim, Pan-Suk, Monem and Baniamin argued that the main ethical dilemma in the public service of Bangladesh is the result of some pull and push factors. Increasingly people are pushed to corruption and at the same time an encouraging condition within the public service is being created for corruption depending on various situations. The push factors force an individual to get involved in corruption and the pull factors create a helpful environment to attract an individual to get embroil with the corrupt practices. In Bangladesh, the nepotism and patronage system are acute, accumulation of excessive power, lack of accountability and representation in difference towards public needs and demands, official secrecy and inaccessibility and the recruitment process and posts of government are sold explicitly and implicitly. Recognizing such limitations of public service to be a genuine public domain, some scholars became interested in exploring alternatives to enhance its exposure [31,40].

Techniques of Promoting Ethical Implication

There are increasing expectations from ordinary citizens, business leaders and Civil Society In most countries today that Governments will establish and deliver higher standards of ethicality [41]. Ethics infrastructure can be maintained by the public service of Bangladesh for resolving the unethical issues and achieve excellence. Abramovitch [42] mentioned that ethical awareness should be kept in shape because it is pivotal to the organizational success. OECD gave an ethical infrastructure for the public service which has eight key components, e.g. political commitment; effective legal framework; efficient accountability mechanisms; workable codes of conduct; professional socialization mechanisms including training; supportive Public Service conditions; existence of central ethics coordinating body; and an active civil society able to act as a watchdog over the actions of officials. Each of the components of the infrastructure performs one or more overlapping roles in controlling behavior, providing guidance to behavior or managing other elements of the infrastructure. These infrastructure components are worked as resolving tools for unethical issues in the perspective of Bangladesh. On the standpoint of Bangladesh Public Service Ethics these components are described below to manage ethical dilemmas⁷ for promoting better governance.

Political commitment

Political commitment is usually expressed through discussion, validates through setting an example, and supported by allocating adequate resources. Accountability to political forums, such as elected representatives or political parties, can be very important facts. In parliamentary systems with ministerial responsibility and a general civil service, political accountability usually is exercised indirectly, through the minister. Increasingly, however, public managers too have to appear before parliamentary committees, for example in the case of parliamentary inquiries [43]. It gives not only the authority for legal and administrative controls but also guides all ethics related activities and also essential for providing a sound response to the severe people.

In the American presidential system, senior public managers, heads of agencies for example, are often directly accountable to Congress and in administrative systems that work with political cabinets and spoils, as for example in the US, France, or Belgium, public managers will also

find they have an, informal and discrete, but not to be disregarded, accountability relationship with party bosses [43]. In Bangladesh, the democratically elected officials have two crucial roles in the public service e.g. as politicians they deserve a unique position in society to fulfill the public demands and needs transparently and equitably; and as legislators they have power to enforce their demands as they can ask reasonable questions to the public servants like: what activities they are undertaken and how they were carried out [44]. Moreover, senior civil servants ethics would be characterized by a combination of strict moral principles, a high value on security, limited but increasing democratic convictions, instrumental rationality, and a strong commitment to the public interest in spite of a corporatist view. Civil servant can be summoned by courts for their own acts, or on behalf of the agency as a whole [43]. If the commitment is fully implemented then the dilemma of ethics will be resolve and good governance systems will be richer.

Effective legal framework

A legal framework is the set of laws and regulations which set standards of behavior for public servants and enforce these limits through system of investigations and prosecution. Legal framework can be used to an ethics infrastructure of Bangladesh public service by setting limits on public servants behavior, enforcing them through sanctions and enabling public scrutiny and action by improving the transparency of government operations. In the civil service of Bangladesh there is no codified law of ethics. Whatever is there, an amount to ethical laws, are scattered in the laws like the Government Servants Conduct Rules 1979, and the Government Servants (Discipline and Appeal) Rules 1985. These rules deal with behavioral standards considered prejudicial to the honesty and integrity of the civil servants and infliction of punishments [45].

Efficient accountability mechanisms

In most western countries legal accountability is of increasing importance to public managers as a result of the growing formalization of social relations [46, 47]. Civil servants and public officials are expected to use powers and resources under accountability mechanisms for managing ethical dilemmas like: corruption, administrative discretion, nepotism etc. They should be accountable for the decisions they make, and prepared to justify their actions. The idea of accountability can be divided into two stages. First there is calling to account, that is being required to provide an explanation of what has been done, or not done, and why. Then there is holding to account, or being sanctioned and required to put in to effect remedial measures if something has gone wrong [48]. According to Dobel [49]. “public officials need a complex array of moral resources to exercise discretion”. Besides, Civil servant can be summoned by courts for their own acts, or on behalf of the agency as a whole [43].

Workable codes of conduct

The public expect to the civil servant to maintain a level of morality and integrity which serves the interests of society while at the same time demonstrates personal responsibility, diplomacy, truthfulness and overcoming ethical dilemma. The ethical dilemmas facing public administrators requires specific attitudes aligned with unique moral qualities [19], and Waldo [50] identifies more than a dozen sources of obligations relevant to the conduct of the public administrator’s role. Denhardt [21] identifies the “moral foundations” of a public administrator’s role as honor, benevolence, and justice. Lewis [51] identifies five simple principles for the ethical behavior of a public administrator: obey the law, serve the public interest, avoid doing harm,

take individual responsibility for the process and its consequences, and treat incompetence as an abuse of office. Citizens expects from public servants to serve their interest with impartiality, legality, integrity and transparency on a daily basis. To put the values into effect, it is needed to have established written, formal codes of behavioral standards for the civil servant of Bangladesh. Codes of conducts also take on a controlling function since they establish and publicize boundaries of behavior and set of standards for public servants. The development and implementation of workable codes of ethics require sound management strategy that secures genuine employee acceptance of underlying values and ethics being promoted. If it is not done in a sound way then it may be covering the illegal and unethical acts of the servants and also act as a cynical form of moral corruption.

Ethics coordinating body

Ethics framework can be coordinated through forming Ethical Review Committee, Ethics Advisory Board” (EAB), or “Ethics Advisor” (EA). Necessarily, given the nature of ethical debate, there are differences of opinion and interpretations that remain to be resolved. It can be installed to examine all protocols involving administrative functions subjects to ensure that they follow the centre’s ethical principles to serve the people. The work of these experts should facilitate, build upon and complement existing oversight regimes by competent legal authorities. In the UK, The general growth of regulatory bodies and regulation is well-documented [52]. The purpose is to offer to account for their growth including the perceived need to ensure uniformity of delivery; to control what might be seen as arrogant professionals who cannot be trusted to regulate themselves and to support a performance oriented culture with penalties [53]. The committee or body of expert may take into account both local administrative procedures to top management to guide for any violations of code of ethics at service. Following the example from U.K. in Bangladesh, it is indispensable to establish to manage the components of the ethical infrastructure of the public service by coordinating them. They will operate it in a direct way and sometime by the delegation of task to the other concern departments and agencies in Bangladesh.

Active civil society

An active civil society emerged as increasingly influential actors in national development. In one area in particular-the provision of basic services and also may work as a watchdog to the public servants for observing their task and minded them that they are the servant of people and they must do their duty ethically. Their effectiveness is indomitable by the level of public criticism of government tolerated in the society and the position of free and independent media as an important aspect of revealing corruption and unethical actions. The civil society can capable to query on government decisions and officials act to ensure that they abide by the rule of law and ethical standards in the new trend of public service to promote better governance for the mass people. Without these infrastructure elements there have some other components of ethics which are work as a managing tool for ethical dilemmas.

Whistle blowing in civil service

Whistle blowing may work as a managing tool for ethical dilemmas’ in public service of Bangladesh. Since the 1960s, the public value of *whistle-blowing* has been increasingly recognized in the world as it means calling attention against the wrongdoing of public servants. Whistle-blowing involve disclosure by employees of any wrong-doings or illegal acts by the management or employees of an organization

[51]. This procedure outlines that civil servants ought to follow when reporting a perceived wrongdoing within the department, including something they believe goes against the core values in the Civil Service Code i.e. integrity, honesty, objectivity and impartiality. Miceli, Near, and Schwenk [54] describe whistle-blowers as committed members of the organization who feel compelled to report wrongdoings by their own sense of moral behavior. The civil servants as whistle-blowers must have a reasonable belief that raising the concern is in the public interest and should not act in bad faith or raise malicious, vexatious or knowingly untrue concerns. The steps for the investigations should be conducted sensitively and as quickly as possible handling the matter fairly and in accordance with the Whistle blowing Procedure. Problems in this procedure are noted by an organization can react in diverse ways toward whistle-blowing. Employees avoid whistle-blowing owing to fear of retaliation [55]. Some scholars suggested this procedure may not be suitable to promoting ethical concern in civil service in developing countries. Escaleras consider that corruption in public sector organizations in developing countries is most alarming and that it cannot be easily rooted out. This can be a cause of low confidence in public sector organizations. There should be legislation to encourage public sector employees to report wrongdoing [56], whereas Near and Miceli [54] argue that organizational effectiveness enhances when whistle-blowing is encouraged and wrongdoing is discouraged.

Values of public servants

Public value indicates the public services are distinctive because they are characterized by claims of rights by citizens to services. Public value offers a framework for how the information gathered using these processes to improve the quality of the decisions. It calls for a continuing dialogue or conversation between public managers and citizens (Coats and Pass more). Public value enables civil servants through the application of professionalism and trust, targets, voice and democracy, choice, contestability and quasi- markets [57], for a healthy respect for professional judgment. All public services need clear objectives or target and that the public must be involved in the process of deciding what these objectives should be and a high value on voice to care about the involvement of the public and assess contestability policies against their outcomes and their consistency with the principles of accessibility and equity (Coats and Pass more). As values associated with the efficiency, impartiality, honesty, loyalty, risk-aversion, equity, hierarchy, integrity, accountability and fairness of civil servant these could be ensured through conducting a series of workshops with public servants emphasizing on improving values of civil servant. These are cornerstone of public administration and necessary for achieving justice, assuming citizens have legitimated the system of public administration and public service [58-60].

Internal controls

Internal controls of the officials are more necessary than the institutional based controls as it can be the effective solution to ethical dilemmas. Public servants should be accountable for their actions to their superiors and, more broadly, to the public. Bailey [19] suggested about three attitudes and three qualities of public servants should have for high ethical standards; the first attitude is an awareness of moral ambiguity of person and public policies; the second attitudes needed is appreciation of the contextual forces at play in decision situation and the third mental attitudes is a conception of the paradoxes of procedures [19]. The three moral qualities are optimism, courage and charity. However, the specific mechanisms may be effective for the detection and independent investigation of wrongdoing.

Conclusion

This article analyzes the main ethical issues and also the main tools that a civil servant can use in promoting efficiency in public service. In general, various type of ethical dilemmas 'in the public service of Bangladesh particularly the corruption of the public servants existing at a massive proportion. Along with that one, favoritism, conflict of interests and, bad administration of nepotism and partiality in public service are the main ethical concern in civil service in Bangladesh. Public service is essential for the functioning of the government followed by the regulation, ethical and moral standards and expected to be an elite group composed of talented professionals. The mechanisms are found standard in the professional literature that a civil servant must well know all the issues and ethical dilemmas, can implement in public institutions. Ethical management is not enough for ensuring better governance and an ethical climate thus a combinations of the reforms concept are essential for the management of ethics in public sector e.g. the Traditional Public Administration approach compliance is needed but the excessive rules and regulations must be avoided as well as strengthening integrity is needed among the concepts which are essential to solve the dilemmas. The future public service organization will be complex and complicated and will need managers to balance a competing set of ethical claims [53]. Possible ways to curb political and administrative corruption and manage conflicts of interest are through setting ethical standards and of creating an ethics infrastructure or ethics regime. This is important to say that mechanisms should not be ethically ambiguous. They need even more so to be grounded in a set of principles, purposes and ethical performance [53] and it must be seen primarily in institutional and organizational terms.

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