Citizens' Trust in Public Institutions: Exploring Trust in Public Officials of Bangladesh

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Public Policy & Governance Program
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Dedicated to

My MPPG mates

Declaration

I declare that the dissertation entitled "Citizens' trust in public institutions: Exploring trust in public officials of Bangladesh" submitted to the PPG Program of North South University, Bangladesh for the Degree of Master in Public Policy and Governance (MPPG) is an original work of mine. 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 PPG for any errors and omissions to it.

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Acknowledgement

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Abstract

This study attempts to explore generalized trust in some major public institutions in Bangladesh. By using secondary data from a survey conducted by North South University, this study aims to achieve the following objectives. Besides secondary data, a focus group discussion with some key respondents has been conducted to further validate the findings from secondary data. This study takes a step to explore the trend of trust in different public institutions from two time series data. This study examines a number of hypotheses related to trust and socioeconomic background of the citizens as well as trust and performance factors of the public officials. Two sets of independent variables; i) socioeconomic background of the citizen comprising gender, age, education and ii) performance related variables comprising reliability, corruption, accessibility were used to whether it affects citizens' trust in public institutions.

The study finds that generalized trust in public institutions is not in a satisfactory level and it is decreasing over the period of time. Moreover the study finds that the level of trust in different public institutions varies from one to another institution. Generalized trust in civil service and police is increasing over the period of time. This trend is decreasing for the central government, election commission and some other public institutions. Trust in higher judiciary and lower courts are decreasing slightly.

Among the socioeconomic variables the study finds that gender and education have significant impact on the level of trust in central government. Study finds that males have less trust than females in central government. Less educated people have more trust in central government than more educated people. The study finds no significant relationship between age and level of trust in central government. Age of the citizen does not play any role in the level of their trust in central government.

The study finds influential impact of reliability in determining the level of trust in civil service. But the study does not find any relationship of corruption and accessibility with the level of citizens' trust in civil service.

From the focus group discussion of some key respondents it is revealed that the generalized trust in public institutions is not in a satisfactory stage. Trend of trust is generally decreasing

except some institutions. It is very necessary to enhance the quality of service delivery to improve the trust level of the citizens in public institutions.

This study suggests that public officials should try to improve the quality of service delivery to enhance the trust level of the citizens in public institutions. Citizens expect quality and timely services from the public institutions. When they do not get their desired services from the public officials it affects their mindset to the public institutions. On the other hand, if they get their desired services from the public officials it can affect their satisfaction and trust level to the public institutions. By this way a two way trustworthy relationship can be build up between the citizens and the public officials.

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List of abbreviations

AC(L)	Assistant Commissioner of Land
ADC	Additional Deputy Commissioner
BCS	Bangladesh Civil Service
DAG	Deputy Attorney General
NSU	North South University
PPG	Public Policy and Governance
SPSS	Statistical Package for the Social Sciences
UNO	Upazila Nirbahi Officer

Chapter I

Introduction

The issue of citizens' trust has gained much prominence in undertaking research and in assessing governance and citizen's interface across societies thereby 'trust' has captured both space and interest in public administration. The study of trust draws in institutions draws its impetus from the implicit assumption that without trust an institution may suffer from legitimacy and build negative perception which may question impartiality and responsiveness as an institutional norm. Citizens' trust on particular public institutions in Bangladesh may remain stable or may be declining for others. Stable or declining trust in particular institutions may result from several factors such as responsiveness, openness, accessibility, impartiality and to what extent it can insulate politicization. Institutional autonomy is likely to be curtailed with increased politicization. This study aims to map generalized trust of citizens on major public institutions in Bangladesh and explore the factors which may build generalized trust in public institutions. The first chapter of the study provides a brief introduction to this study. The chapter describes the background, scope of the study, research objectives, research questions, hypotheses and describes about the significance and limitations of the study.

1.1 Background of the study

Among all the factors of governing the state and society, Confucianists valued man's initiative most, paid great attention for selecting officials. "The Doctrine of the Mean," one of the most important Confucian classic works, where Confucius stated that if there are worthy officials, the state can be well governed; if there are not, the state will be in chaos. Confucianists insist that governing all depends on man. Law cannot play a role independently. Law is the foundation of governing, while good officials are the originators of law. If there were no good officials no one would decide the order of importance and urgency, nor carry out the law according to ever-changing circumstances, resulting in a chaotic state even if the laws were elaborate and complete. In Bangladesh trust somehow has been missed out in the official documents. It is less talked in the papers. It is embedded

that civil servants will be trustworthy. But in the laws, rules, regulations and different papers discussion of trust is missing. It is rarely discussed in the legal framework of the country.

Trust of citizens in public institutions is very important for ensuring good governance. Trust in public institutions mostly depends on the public officials because public officials are the representatives of public institutions. If citizens have trust on public officials as well as the public institutions then it becomes easier for the government to establish a better government and good governance can be a byproduct of this trust. On the other hand if citizens display distrust towards public officials, it will be very difficult for any public institutions to survive (Jamil and Askvik, 2013).

The other concern of this study is that whether the level of citizens' trust in public institutions is increasing, static or decreasing. This study will find out the generalized trust in different public institutions. It is not obvious that high trust will ensure better productivity. Sometimes less trust can also bring high productivity if the law, rules, regulations are well maintained and public officials are sincere about their duties. On the other hand blind trust can create opportunity for the officials to cheat the citizens.

Bangladesh became an independent country in 1971 after a violent struggle of freedom and war. Since independence she went through different phases of political and economic turmoil's from political to military rule and then gradual return to a parliamentary democracy. Bangladesh is developing in a smooth way and trying to be a middle income country. Bangladesh is a democratic country. The country has a well written constitution. As per article no. 21(2) of the Constitution of Bangladesh duties of public officials have been mentioned clearly.

In Bangladesh many public services such as electricity, gas, water, transportation, social safety net services, and licenses for different purposes are mostly delivered by the public institutions. To get these services citizens need to go to public officials in public institutions. In different public institutions they have to face different experiences for their desired services. They have to interact with the public officials. Accessibility of the public officials, behavior of the public officials, and difficulty of getting the services all these issues affects the mindset of the citizens. They have come to know about the procedure for getting the

services as well as the related law, rules, regulations. Trust or distrust has been created from these. Therefore, how public officials are doing their duties and public institutions are treating their citizens become an important issue for creating trust (Jamil and Askvik, 2013).

Bangladesh is a developing country. Corruption exists in public institutions and citizens have a perception about the public officials that they are corrupt. This kind of perception may create mistrust in the mind of citizens. Very often corrupted public officials and their activities published in newspaper or showed in electronic media. This creates a crisis in the level of trust of the citizens. In developed countries like Norway where transparency and accountability are ensured through an institutional process by public officials creates a strong trust among the citizens of the country. Kim (2005, p. 611) stated that for successful implementation of public policies and for ensuring good governance higher level of citizen trust is very necessary. Trust enhances the effectiveness as well as the legitimacy of a democratic government (Braithwaite & Levi, 1998). So for a developing country like Bangladesh it is very necessary to build a bridge of trust between citizens and public officials.

Trust is an ancient idea. Trust is instinctual and evolved from the willingness to share food in hunter-gatherer societies. But it was not in the same manner of today's definition of trust. After that trust take place in the traditional system of governance. Then in new public management it attracts more attention. It becomes an important factor for the institutions. For empowerment of the citizens, for ensuring their interaction and engagement in public decision making process citizens' trust has a great value. This study will find the level of citizens' trust in public institutions.

1.2 Statement of the Problem

Public institutions are responsible for providing public services. Citizens need to go to public institutions for getting their desired services. Government of Bangladesh is committed to provide quality services to the citizens. To ensure quality services to the citizen government has provided citizen charter in every public institution. Time needed to provide services are clearly mentioned in the citizen charter. Government has started National e-Service System

(NESS) to provide better and quick services. But when citizens do not get the desired services in the public institutions or do not get the services in time or have to face some illegal practices then obviously a mismatch creates between their expectations of getting quality service and the services provided by the public officials. Due to this mismatch, a perception creates in citizens' mind that there are lack of transparency, accountability, competency in public officials and they think that public officials are rigid, corrupt and not caring about the welfare of the citizens (Kim 2010, p. 801).

Development can be very effective when it becomes a two way process from both citizen and public officials. So trustworthiness of citizen in public officials is very necessary. A country and of course public institutions are run by the tax payer's money. Citizens are the real owner of the power. If they do not have the trust in public officials they will not be interested in paying tax. Development will be hampered. Joe Migdal (1988) proposed a general distinction between weak and strong states. In Bangladesh every citizen are bound to pay tax according to laws. But the taxation capacity of the state is very limited. Attempt to reorganize the local government system has not been successful.

Democratic institutions always try to establish transparency, accountability, impartiality in the public institutions and give effort for ensuring rule of law in a country. But this effort is not proved well enough. Citizens' trust is a must for enjoying the benefits from all these.

Considering trustworthiness, civil servants of Bangladesh are less trustworthy and citizens of Bangladesh think that if they work then they work for their own interest. Moreover they think that civil servants are not prompt and not efficient to their work. Most of them are corrupt (Jamil&Ashvik, 2013).

In Bangladesh government are committed to provide better services to the citizens and for to ensure the quality services government is providing training to the public officials and spending a lot of money. Training for capacity building of the public officials is going on. But still the output is not visible. If public officials are not efficient enough to provide effective services to the citizens and if corruption is there it would be a reason to build mistrust in citizen's mind about public officials. This study will try to assess the trust level of citizens on public officials.

There is a policy debate about the level of trust whether complete trust on public institutions is desirable or not. Institutions may still work well even with low trust. If the rules are maintained properly and the scope of corruption is less than even in low trust the institution can run effectively. On the other hand in high trust situation citizens can be bluffed by the public officials if the trust is blind. But at least a certain level of trust is a must to build a cooperative environment between the citizens and the public officials. But still there are lack of studies to find out the actual reasons behind the trust or mistrust of citizens and inadequate attention is found for uplifting and building trust. This study will work on this.

1.3 Scope of the Study

This study maps the trust perception of citizens' on major public institutions in Bangladesh such as central government, civil services, higher judiciary, lower courts, police, election commission and anti-corruption commission.

1.4 Objectives of the Research

Main objective of the study is to map generalized trust in key public institutions in Bangladesh such as central government, civil services, higher judiciary, lower courts, police, election commission and anti-corruption commission and to find out the trends of trust level of citizen's in those institutions. A comparison of two time series data will be analyzed which would show trends of generalized trust of citizens in public institutions. There are two complementary objectives of this study.

The study will also investigate if socio-economic variables affect citizens' trust in public institutions.

The study will find out the performance factors and other reasons behind the changing level of citizens' trust in public institutions.

1.5 Research Questions

This study aims to answer the following questions:

1. What is the level of generalized trust of citizens across public institutions in Bangladesh?
2. What is the trend of trust across public institutions over a period of time?
3. What factors affect citizens' trust in public institutions?

1.6 Hypothesis

Trust level of citizens' in government and public institutions has declined over the years. Such decline is likely to impact citizen's satisfaction and quality of life. A high trust in major public institutions is likely to increase citizens' reliance and confidence in them; conversely a low trust would mean non-reliance and lack of confidence resulting in non- compliance and more transaction cost on their part.

Hypothesis:

i. Males are likely to have less trust compared to women in public institutions.

ii. Young people are likely to have less trust in public institutions than older people.

iii. Less educated people are likely to have more trust in public institutions compared to more educated people.

iv. More the officials are reliable; greater would be the trust in civil service.

v. More the officials indulge in corruption; less will be the trust in civil service.

vi. More the officials are accessible to the citizens; greater would be their trust in civil service.

1.7 Significance of the study

A good number of researches have already been conducted about the trust and public

institutions in Bangladesh and globally. But there is not much study conducted about the factors those are responsible for trust or mistrust of citizens' in public institutions. There is a research gap. This study addresses that gaps and there is no doubt that citizen's trust towards public institutions is very important. Without this any public institutions can be collapsed. So it is necessary to analyze the things that may influence the level of trust of the citizens' in public officials as well as public institutions.

This study may be useful to the academics, scholars and other researchers. The study may validate the existing literature on trust and/or generate new insights in this field that may help to supplement the knowledge of different stakeholders in general and policy researchers in particular.

1.8 Limitations of the study

The major limitation of this study is that though it is empirical but drawn from secondary sources based on surveys conducted by Public Policy and Governance Program of North South University in 2010 and 2015. Therefore, it is somewhat old data. Moreover, the survey was designed to capture generalized trust on institution and therefore, it did not focus on a particular institution and their workings. Perhaps it would have been useful to make few case studies to substantiate the findings; however, due to time constraint this was not possible.

Another limitation of this study is that it focuses on macro level rather on the workings and trust on street level bureaucracy.

As there is no single yard stick to measure institutional trust, therefore a combination of factors and a multiple sources of evidence might be warranted to measure institutional trust in Bangladesh.

Generalization of data/information is also a big problem. The number of public officials who are working in Bangladesh is very large. Therefore findings of the study on the basis of the sample data may liable to be contested.

Although there are a lot of limitations of this study the study can be helpful for studying

citizens' trust in public officials as well as public institutions.

1.9 Structure of the study

There are six chapters in this study. First chapter deals with the introductory aspects of this study. It explains the background of the study, mentions research problem, finds the scope of study, clarifies research objectives, according to the objectives it specifies research questions and hypotheses, highlights significance of this study. It also describes the limitations and the structure of the study.

Second chapter gives a brief introduction of public institutions in Bangladesh to get a general idea about the structure of the public institutions. It describes the structure of central government as well as the field administration.

In the third chapter literature review, conceptual foundation, theoretical framework and finally an analytical framework is drawn for the development of the study.

Fourth chapter of this study describes the research methodology that is adopted for the relevance of this topic. It provides a description of methodological design, type of data, sampling, and data processing method. It will give a brief plan for analyzing data.

Fifth chapter works for analyzing data, explaining the interpretation of data and finally gives brief findings from the analyzed data.

Sixth chapter is the final chapter of this study. It deals with general summary of this study. Finally it ends up with a short conclusion mentioning the final results of the study.

CHAPTER II

Public Institutions in Bangladesh

2.1 Introduction

This chapter aims to give a general overview of the public institutions of Bangladesh. The country emerged as an independent and sovereign country on 16 December 1971 following a nine-month war of liberation. Dhaka is its capital. Official name of the country is the People's Republic of Bangladesh. It is a Parliamentary form of government, president is head of the State and prime minister is head of government. To operate the activities of the government there are some policy makers of government and some employees and to continue the managerial activity government itself has to direct control and motivate its employees that is why government has a specific administrative structure.

2.2 Public institutions and administrative structure of Bangladesh

Public administration of Bangladesh has two major parts; these are: Central administration and field administration. Central government works in the macro level and field administration works in micro level.

2.3 Central administration of Bangladesh

Central administration is Bangladesh Secretariat oriented which consists of the different ministries of the country. Ministries are responsible for making policies and for giving instruction to the subordinate offices to implement those policies.

2.3.1 Bangladesh Secretariat

Secretariat is the heart of the administrative machinery and all governmental activities. It includes primarily the policy level organizations when referred to collectively. Before

independence in 1971, the provincial government of East Pakistan was virtually a replica of the central government of Pakistan. It had a Secretariat consisting of several departments headed by provincial ministers when popularly elected government was in place. After liberation the existing structure of the provincial administration was transformed into an administration of national government.

The allocation of functions among the ministries/ divisions is made in accordance with the rules of business issued by the President in exercise of his powers conferred under article 55 (6) of the Constitution. Moreover, a separate document called 'Secretariat Instructions', issued by the government under rule 4 (x) of the Rules of Business, provides the manner of disposal of governmental business in the Secretariat and its various attached departments. The role of the Secretariat includes policy formulation, planning, evaluation of plan under execution, assisting the ministers in the discharge of their responsibilities to the parliament, personnel management at the top level, and such other matters as may be determined by the Prime Minister from time to time.

The Prime Minister may, whenever necessary, constitute a ministry consisting of one or more divisions. For efficient disposal of business allocated to a ministry/ division, it is divided into 'wings', 'branches' and 'sections'. A wing is a major self-contained sub-division of a ministry/division for conducting specified duties of a distinct nature and headed by a joint secretary or an additional secretary. A branch means several sections grouped together which is headed by a deputy secretary or an officer of equivalent rank, whereas a section is the basic working unit headed by an assistant secretary/ senior assistant secretary.

2.3.2 Administrative Structure in Secretariat

The secretary is the administrative head of a ministry/ division. He is responsible for its administration and discipline and for proper conduct of business assigned to it. He is also responsible for careful observance of the Rules of Business in his ministry/division and

attached departments and subordinate offices. The secretary keeps the minister-in-charge informed of the working of the ministry/division.

The secretary is also the principal accounting officer of the ministry/division, including the attached departments and subordinate offices, and ensures that funds allocated to the ministry/division, attached departments and the subordinate offices are spent in accordance with the budgetary provisions and the existing account rules. The secretary is responsible for the collection, examination, analysis and evaluation of the data, facts and figures, and the evidences. Once the policy is adopted, the secretary is responsible to observe that it is executed and to that end he/she is expected to give necessary instructions to the heads of attached departments who are actually responsible for the execution of all policies. He also is empowered to organize his ministry/division into a number of working units as well as to distribute work of the division/ministry among various wings, branches and sections under his overall charge. The secretary determines the nature and extent of delegation of powers to officers serving under him and issues clear standing orders laying down these powers and also the manner of disposal of cases in the ministry/division.

An additional secretary/ a joint secretary within his sphere assume full responsibility and submit all cases directly to the minister for orders. Such cases will be returned to him through the secretary. The secretary has the power to call for any case from the additional secretary/joint secretary for his own consideration and to request that he is consulted in any particular case before it is submitted to the minister.

A deputy secretary is empowered to dispose of all cases in which no major question of policy is involved or which, under the rules or standing orders he is competent to dispose of.

Chart 1: Structure of the ministry
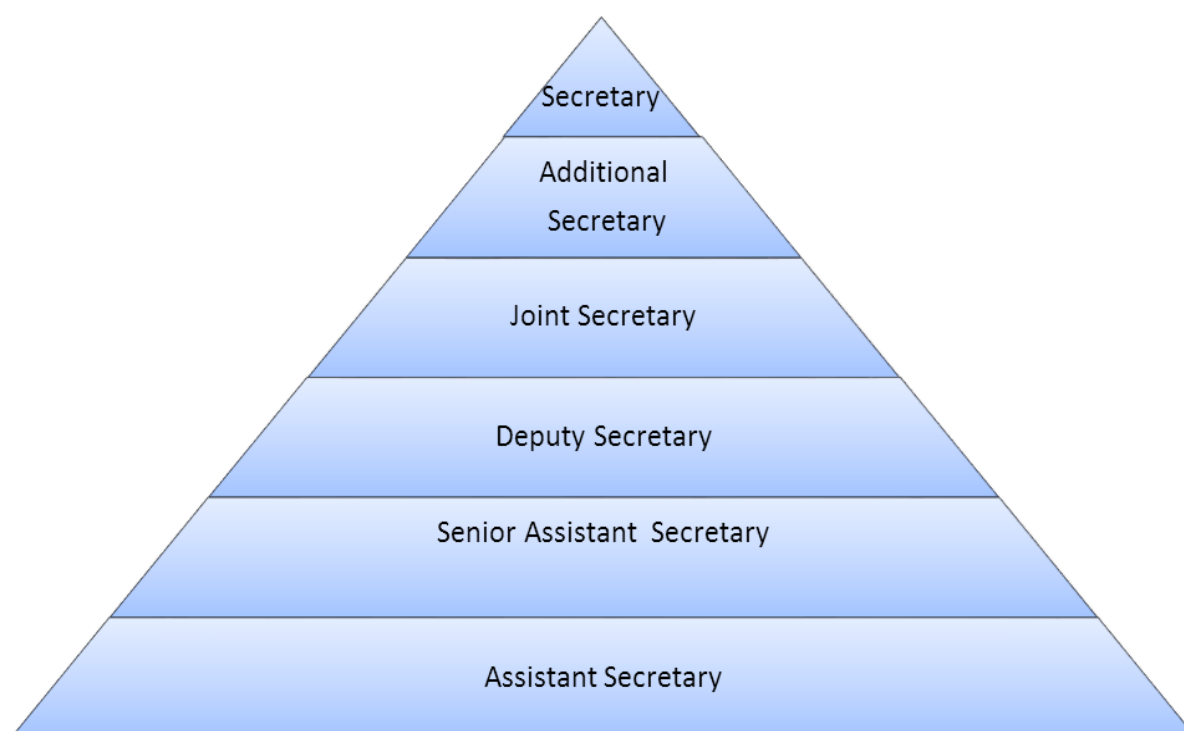
An assistant secretary/senior assistant secretary can dispose of all cases where there are clear precedents, and no question of deviation from such precedent is involved. In case of doubt, he may seek instructions from his superior officer. An assistant secretary/senior assistant secretary is ordinarily assisted by an administrative officer and other staff.

2.3.3 Ministry/Division

Ministry/Division is national level units of administration organized as parts of the Bangladesh secretariat for the conduct of business of the secretariat. In the rules of business of 1996, division is defined as a self-contained administrative unit responsible for the conduct of business of the government in a distinct and specified sphere and declared as such by the government. Ministry is defined as the division or a group of divisions constituted as a ministry. Business of the government is allocated among the different ministries and divisions. The responsibility for allocation of business rests with the cabinet

division. Under each ministry or division there are attached departments, subordinate offices.

Under the rules of business, the central role of the ministry/division is to formulate policy, planning, evaluation of execution of plans, legislative measures etc. Assisting the minister in the discharge of responsibilities to the Parliament; personnel management at the top level, i.e. of the officers not below the rank of member/director in the cases of public statutory corporations, and officers not below and level of National Pay Scale-V in the cases of attached departments and subordinate offices; and Such other matter/matters as may be determined by the prime minister from time to time.

Policy formulation remains one of the important functions of a ministry dealing with a specified subject. In formulating policy on the subject allotted to more than one ministry, inter-ministerial consultation is mandatory. After inter-ministerial consultation, the policy in draft form is placed before the cabinet for approval.

With regard to legislative measure, whenever a law is to be framed, the relevant ministry initiates the proposal, holds inter-ministerial consultations and then seeks the views of the ministry of law. Based on the views of the ministry of law, draft proposal is submitted to the cabinet for approval. Upon approval by the cabinet, the ministry of law gives legislative shape to the proposed law, and after that it is referred to relevant standing committee in the parliament. Based on the views of the committee final draft of the proposed law is placed before the parliament for approval.

As regards personnel management at the top level, the ministry is responsible for deployment of certain categories of officers including matters relating to their promotion, training and discipline.

The implementation of the policies as adopted by the division/ministries is normally carried out by a number of executive agencies. These agencies are generally designated as Attached Departments and Subordinate Offices. Attached department means the department that has direct relation with a ministry/division and has been declared as such by the government. Attached departments are generally responsible for providing executive directions in the implementation of policies laid down by the ministry/ division

to which they are attached. They also provide the technical information and advice their parent ministry/division on technical aspects of business transacted by the latter. A subordinate office is an office of the Government which has not been declared as attached department and normally does not deal directly with any ministry/division. Subordinate offices generally work as field agencies responsible for detailed execution of government policies. They normally function under the direction of attached departments. However, some subordinate offices are also placed directly under the concerned ministries/divisions in view of the fact that the volume of executive work in such offices is not considerable.

There are other types of organizations i.e., autonomous and semi-autonomous bodies, and public corporations which are created to perform certain specialized public functions or implement specific development programs. These organizations may be of various types commercial, promotional or regulatory. The relationship between the ministries/divisions and these bodies is regulated by guidelines issued by the government.

2.3.4 Cabinet Division

Cabinet Division means high power policy management division in the secretariat which works in close proximity to the prime minister in implementing important decisions made by the cabinet as well as in effecting inter-ministerial coordination, especially in matters when cooperation and joint actions by more than one ministry/division are necessary. The main functions of the cabinet division are to convene meetings of the cabinet and its various committees, to draw up their agendas according to the directives of the Prime Minister, to ensure proper submission of policy papers and supporting information to the cabinet/committee by the various sponsoring ministries/divisions; to record minutes and decisions of the cabinet/committee meetings and circulate them to all concerned; to follow up the implementation of decisions and policy directives and report to the Prime Minister, the cabinet and its various committees; to obtain periodic reports on the activities of various ministries/divisions and their attached departments/offices, as well as to scrutinize those reports and place relevant information before the Prime Minister/cabinet.

In addition, the cabinet division provides secretarial services to the President, Prime Minister and all other ministers, including all the committees constituted from time to time by the Prime Minister/cabinet. It also deals with matters relating to the remuneration and privileges of the President, Prime Minister and ministers. The responsibility for framing the rules of business and for allocation of functions among various ministries/divisions also rests with the cabinet division.

The cabinet division is responsible for looking after the general administration of the upazillas, districts and divisions. The cabinet division directly controls the Upazila Nirbahi Officers, Deputy Commissioners and Divisional Commissioners. The cabinet division is responsible for the preparation of a monthly report in the form of a resume on the activities of all ministries/divisions and its submission to cabinet meetings. It also prepares an annual report on the activities of different ministries/divisions for its submission to the cabinet. Thus the cabinet division plays a vital role in the overall coordination of all governmental activities.

2.4 Field Administration

Field administration works in the micro level. Field administration is now working in different level such as divisions, districts, upazila.

Bangladesh was divided into four main territorial divisions. In the late 1980s, the four divisions were divided into twenty-one regions, and the regions were subdivided into sixty-four districts. Below the district level, there were further urban and rural subdivisions. Urban areas include four municipal corporations (Dhaka, Chittagong, Rajshahi, and Khulna, each of which included several municipalities), eighty seven municipalities (pourashavas) and thirty townships (thanas). The four divisions had the same name as the four municipal corporations. The countryside had 460 sub districts, which were further divided into 4,401 unions (the rough equivalent of an urban ward); these, in turn, contained 60,315 mouzas (groups of two or more villages–about 20 percent of the total) and single villages (about 80 percent of the total). Throughout its history, one of the main challenges to the Bangladeshi government has been finding ways to involve people in democratic politics at every administrative level.

Chart 2: Administrative Structure in Field Administration
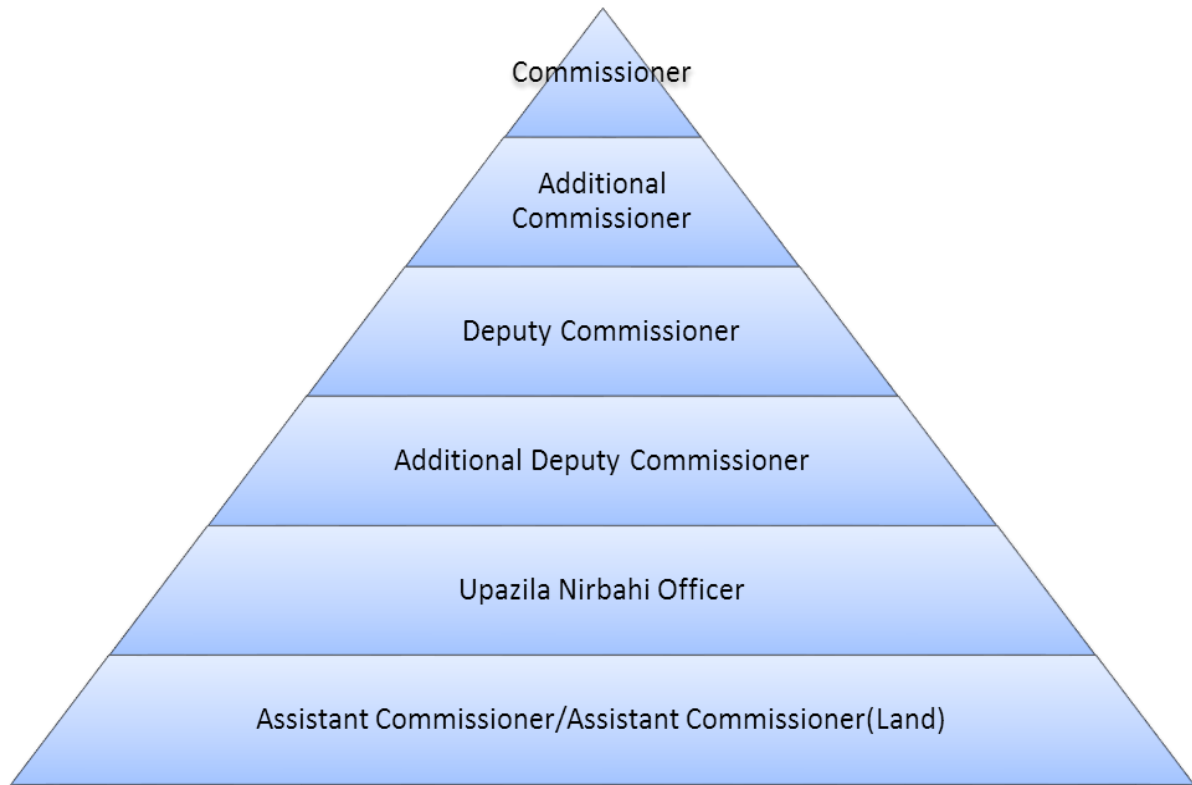
At present in Bangladesh field administration is divided in some parts. The highest level is in division. Commissioner of a division is head of the respective division. Deputy Commissioner is the administrative head at the district level and Upazila Nirbahi Officer is the administrative head of the upazila. There are some Assistant Commissioner working under Commissioners and Deputy Commissioners. Some Assistant Commissioner of land are working under ministry of land in the upazila level. There are 8 divisions, 64 districts, 490 upazilas. 8 commissioners are working in the divisions along with some additional commissioner. In 64 districts there are 64 DCs with some ADCs working in this important field administration level. In every upazila one UNO is working as the representative of the cabinet division.

2.5 Rules of Business

Government of Bangladesh is operated by the rules of business. It is a framework of some instructions or procedures which is universally applicable for all the ministries. Rules of Business are framed by the competent authorities for the purpose of allocating as well as transacting government business. The concept and practice of rules of business in effect evolved during the British rule in India. Basically two aspects of decision making in administration have been evolved over the years: first, the manner and procedure of disposal of business of the government; second, the sharing of responsibilities or subjects by different ministries/divisions. Precisely, the rules of business constitute the procedures of transaction of business of the government and allocation of functions among various ministries/divisions.

Since the enactment of the Charter Act of 1833 and until the move towards representative government culminating in the Government of India Act of 1935, the rules of business underwent various changes. In those days the rules for the conduct of business in the executive council were formulated through resolutions adopted in the council meetings. With the enactment of the Government of India Act of 1935, such rules came to acquire a constitutional or legal source of authority. Thus, section 59 of the Act authorized the Governor of Bengal to make rules for transaction of the business of the government. The rules laid down procedures for organization of departments, transmission of information and submission of cases to the governor, including procedures of inter-departmental consultations, meetings of council of ministers, disclosure of information, and so on. These rules were issued again on 30 May 1946 with minor modifications.

After the partition of India new rules of business modeled almost on what had been in existence prior to 1947 were framed in Pakistan under the constitution of 1956. Under the constitution adopted in 1962, new rules of business were then framed under article 81 of the constitution which was revised from time to time. In Bangladesh, the rules of business were first published on 1 November 1975. The rules were then designed for a presidential system of government, under which there was a council of ministers appointed by the

president. The assigned duty of each of the ministers was to aid and advise the President; the latter also could get things done by officers subordinate to him.

After the elections of 1991 the country adopted a parliamentary form of government which necessitated a revision of the existing rules of business, although the basic structure and contents of the revised rules remained much the same. By a notification issued on 18 November 1991, the government decided that all cases requiring approval of the President under the presidential system would henceforth be submitted to the President through the prime minister.

CHAPTER III

Literature Review, Concepts and Theories of Trust

3.1 Introduction

This chapter deals with literature review related to trust. Concepts of trust are described in this chapter. Definition of trust, types of trust, importance of trust, necessity and benefit of interpersonal and institutional trust also discussed in this chapter. Theories related to trust are analyzed here. Finally, an analytical framework of this research is developed for the purpose of this study.

3.2 Trust

Although a big number of studies have been done on trust, a single, worldwide accepted definition of trust is not possible. To define trust different study use different way (Kramer, 1999 cited in Sabatini 2009:4). As per Gibb, the word trust derived from a German word that is "Trost", which means comfort. Blomqvist(1997) argues that universal definition of trust is not possible because trustis always an idea which is situation specific. Accordingly, sometimes trust is a difficult phenomenon to articulate. That means trust in people does not explicitly specify the beliefs of people about the trusted persons.

Social complexity can be reduced by trust (Luhmann, 2000). Luhmann stated that deficit of information and lack of knowledge creates a situation where people become forced to keep trust. Trust is basically irrational. Herbert Simon discussed human behavior in this kind of situation. Human by nature is rational and when they fall in this kind of situation they they think rationally and analyzing the future risk and thinking about the consequences they keep trust on something or someone (Reidl :4). Trust can be defined as confidence on goodwill of others and a belief that they will not cause any harm to person when he is vulnerable to them (Ring and Ven 1992).

In the society people expect something and trust is that expected thing which people want from others or from the society where they live (Garfinkel 1963; Luhmann 1988). When two or parties have clear perception about others then they have a relation and trust will be there (Wheeless and Grotz 1977:251). Rist and expectations are two correlated things for building trust. Hence, very often risk becomes the substitute of trust. Baier said "Trust involves the belief that others will, so far as they can, look after our interests, that they will not take advantage or harm us. Therefore, trust involves personal vulnerability caused by uncertainty about the future behavior of others, we cannot be sure, but we believe that they will be benign, or at least not malign, and act accordingly in a way which may possible put us at risk".(Baier 1986 cited in Bouckaert et al 2002:10). So, trust is there where no certainty prevails. Coleman also described trust as a very important element for describing trust. According to him trust is all about the calculation of expectations of gain and loss. If someone thinks that it something will make a profit for him then there will be trust. On the other hand if his calculation says that he will be looser for something that will create mistrust in him about that thing (Coleman 1990; Ruscio 1996 cited in Bouckaert et al 2002:10). Trust is not an absolute thing. When there is no expectation or uncertainty, there is no question of trust. Hence, trust is always a conditional and contextual thing.

Information is an important thing in the discussion of trust. Trust only exists in the environment where there is not enough information. In a situation where all information is available and the outcome is completely certain nobody can feel the necessity of keeping trust because everybody knows the future outcome. But in reality there is no world where perfect information is available. So, there is uncertainty about the final outcomes. Hence one should keep trust on others for their expected outcomes. So, trust in individuals as well as in institutions becomes a very important fact in all the time.

There are three levels of trust. First one is interpersonal trust, where people trust their family members, their close friends etc. Second one is societal trust, where people keep trust in strangers. Third one is institutional trust, where people keep trust in various institutions. Trust in public institutions is an example of institutional trust.

Putnam (2000) mentioned about generalized trust and particularized trust. When most people can be trusted then it is called as generalized trust. Generalized trust exists when

trust does not depend on the activities or characteristics of an individual or a single group (James and Sykuta 2004:1). Particularized trust arises when people keep trust in their family members, friends or others who have their similar background. It is a strong bond among close people. Uslaner (2002) argues that Particularized thrusters do not keep trust in people who are not known to them. They think that as they do not know them they will not have any control over those people. So they become suspicious of them and do not trust them. So, in term of particularized trust people keep trust in some specific individuals and some individuals who are from a specific group (James and Sykuta 2004:1).When government is trustworthy it can generate interpersonal trust which is very important for establishing a happy society and a developed country (Fukuyama 1995).

3.3 Trend of Trust

For doing business activities trust based relationship has been proved as a very important organizing principle (McEvily 2003). Although trust has an immense appeal in organizations there is clear prove that the level of trust is reducing in many organizations and many societies (Bruhn 2001). Citizen's trust on government is also declining in many countries. There may be several reasons behind these. One of the major important reasons behind is that governments and public officials are engaged with lots of duties and responsibilities. They have to face the challenges of globalization as well. On the other hand citizens are aware of their rights and many global services. As a result their expectation from the public officials has become very high. Due to the impact of globalization public officials from under developing countries and developing countries have become less competent than the public officials from the developed countries. Reasons behind this are organizational lacking, low compensation package and low salary of the officials. Political instability is another important reason. Interpersonal confidence and mutual trust are declining day by day because of social, economic or ethical down gradation.

Trust is a bridge between government and citizen. Trust on public officials can lead to increase the flows of information to the citizens which can ensure the transparency and accountability of the government.

3.4 Benefits of Trust

Mishra and Morrisey (1990) has discussed about the productivity of the public institutions. According to them if there is trust in public institutions then it will create an environment where both the party will feel comfort to share information, knowledge and the communication will be a smoother one. Decision making is also an important thing. If the citizens get the opportunity to take part in the decision making process and at the same time if the employee themselves take part in decision making process then the productivity will be increased. Gamson (1978) mentioned that in an organization where people have higher level of trust there is a positive attitude towards the authority and the decisions made by them. As a result, it becomes easier for the authority to implement the decisions. This enhances the organizational productivity. On the contrary, in an organization where people have lower level of trust there is a negative attitude towards the authority and the decisions made by them. Then it becomes very difficult for the authority to implement their decisions. This reduces the organizational productivity. According to Lester and Brower (2003) performances of employees depends on organizational trust. In an organization if there is faith and dependency among the employee then the working condition become an easier one and it increases the performances of the employee. Emanet (2007) describes that higher level of trust within organizations surely increases the internal factors of the employee. He was talking about the importance of motivation. No doubt that motivation of the employee is very important for increasing the productivity of an institution. He stated that motivation of the employees is increased due to the trust level.

3.5 Concept of Trust

In different discipline the concept of trust has been described in different ways. The psychologists explain the concept of trust by the pattern of behavior. According to them reliable and unreliable behavior of the individual, groups and institutions can be the factor to define trust. The economists think trust as confidence in the individuals and the institutions and their accounts while the sociologist state trust as desirable, fair, ethical behavior in interpersonal relationship (Milligan, 2003: 20). Durkheim (1973) stated that for building social relationship interpersonal trust among the individuals and groups is very important. Erickson (1963) describes trust as a basic element of life. He stated concept of trust comes from the very beginning of life. He stated that the traditional way of introducing a new born human being by deciding if the human being is reliable or not. Seligman (1977) argues that trust can be an important factor for handling many unexpected situations. He mentioned that if there is an environment of trust in the organization then it decreases the possibility of unexpected situations. Blau (1964) stated that trust is very necessary for durable social relations. The concept of trust is mostly dependent on the behavior of the individuals as well as the organizations. So basically we can see interpersonal trust between two individuals, political trust, social trust, trust between juniors and superiors' inter-organizational trust and organizational trust.

3.6 Trust in Institutions

Trust indicates the level of vulnerability of an individual who exposed himself before some other individuals or institutions. This individuals and institutions have the capacity to make any harm to him. But when he trusts an individual or an institution then he expects that the individual or the institution will not betray him (Levi and Stoker 2000, p. 476). An individual is willing to make a positive expectation and that is he wants to believe that other individual or institution will try to act so that his expectation to that individual or institution can be fulfilled and these will not harm him. Only then trust builds in his mind. Some factor influences his mind such as commitment of that trusted person or institution and the promise keeping practice of them. Not only this, ability of doing the expected job is also

important in building trust in the mind of citizens (Askvik2008, p. 519). When public officials are friendly and helpful to the citizens and citizens can easily get free access to the public officials then it creates and impression in the mind of the citizens. At the same time if public officials acts according to the officials norms, rules and regulations and become responsive to the expectations of the citizens then that public officials as well as the institution become trustworthy to the citizens (Sztompka1999, pp. 41–44).

Level of citizens' trust in public officials and public institutions is a clear way of measuring the success of the government (Kim 2005, p. 611; Bouckaert et al. 2005; Putnam 1993).When citizens have higher trust in public institutions then it becomes easier for the public officials to implement any public policy and increases the chance of becoming those policies more popular. Moreover, in a country where citizens have the tendency to trust public officials and public institutions then they have higher incentive to pay more tax. Because they will believe that the public officials and the public institutions will use their money in the proper way and it will befit them. So high tax revenue can be collected which can lead to the development of the country (Hammar et al. 2009, p. 239). Studies on Scandinavian countries showed the same argument and empirical studies showed that behind the development of these countries citizens' trust in the bureaucratic institutions is one of the major reasons (Rothstein cited in 2011, p. 146). As a result trustworthiness of public officials is a big concern for any government. For this transparency and accountability of the public officials has become a very important issue. If the public officials are transparent and accountable then it will build the trustworthiness of the citizens to the public officials.

Citizens' trust in public institutions reflects citizens' positive expectations to the public officials. They assume that public officials will follow the laws, rules and regulations for performing their duty. This will work for the betterment of the ordinary citizen. Among the public officials there are some political persons and elected members of the parliaments as well. Citizens assume that the elected parliament will be the best way to run a country. Mechanisms of government system also create trust in citizens' mind. By this way citizen feel confidence in government systems as well as in public institutions (Jamil& Ashvik,2013).

Levi (1998) sated that institutional trust depends on the behavior of the public officials of

the institutions and their mechanisms of delivering the services. If the public officials of the institutions do their duties according to the laws, rules and regulations then the trust of citizens increase significantly.

Trust theories distinguish the basic differences between trust in an individual and trust in institution. According to Seligman (1997) interpersonal trust arises when an individual handle the risk to achieve his desired goal and manage the uncertainty by keeping the expectation to another person. This believes come from the expectation that the person will not harm him. Concept of trust in institution is little bit different. According to Hardin (1999:23), trust in institutions does not depend on the same factors. It may vary from situation to situation and person to person. Accessibility to information that they need and the incentive that is provided for their welfare creates an impact on trust. Moreover in government institutions big number of employees does their job. Their behavior, attitude, accessibility, their honesty can make a difference to the trust level of the citizens in public institutions.

Sztompka (1999:41-45) stated that trust in an individual, trust in a society, trust in an institution have different sorts of demand and characteristics. As for as example of at the time of flying in an airline people keep trust in pilots, cabin crew and others people who are related to the plane. Although the passengers do not know them personally they keep trust in them. May be the reputation of the airlines or the publications related to that airline create an effect to the mind of the passengers so that they keep trust on specific airlines.

Trust in institution depends how the citizens evaluate the performance of public officials. So, trust in institution becomes a consequence of institutional performance (Mishler and Rose, 2001:31). When public officials perform well in an institution then the citizen expects that the institution will be well functioning and it will fulfill their demand. By this way institutions can generate trust. On the contrary when public officials do not act accordingly then they become un-trustworthy; as a result citizens do not trust that institution and an untrustworthy relation builds among them. By this way good performance of public officials create positive attitudes and poor performance of public officials generate negative attitudes towards public institutions (Bok 2001; Sims 2001 cited in Van de Walle, 2002:3). The summary of this discussion is that when citizens get their desired services and become

satisfied with the officials then the institutions become trustworthy and vice versa. According to Miller and Listhaug citizens' trust depends on how public institutions works including the desired quality in the public officials such as honesty, efficiency, responsiveness to the citizen, fair and equitable (Miller and Listhaug 1990: 358, quoted in Levi and Stoker 2000: 498).

Very usually if citizen get the desired services which may meet their need then they will be satisfied. Besides this, necessary information and cooperation can make the citizen satisfied. Friendliness of the public officials, promptness, effectiveness and some other factors may be responsible for satisfaction of the citizens and this satisfaction can lead to the trust of citizens on public officials as well as public institutions (Christensen and Laegreid 2002:10).Citizens' participation in political activities, effective services provided by the public institutions, lower rate of corruption enhances trust in citizens' mind which lead to the economic growth and development of a country (Knack and Keefer 1997; Zak and Knack 2001 cited in Bahry et al 2005:2). For ensuring good governance and establish democracy trust in public institution is very necessary (Seligman, 1997).

3.7 Literature Review

Haque (2015) analyzed patient's trust on Upazila Health Complex (UHC) which provided primary health care at upazila level in Bangladesh. The research identified major trust arenas as well as potential factors of trust variation. The study showed patients were enjoying high level of trust on UHC. In case of analyzing the trust variables, age has inverse relation with trust. Older patients have less trust than the younger ones. Gender has no significant relation with trust.

Jamil and Askvik (2013) revealed the scenario of determining citizen's trust on public officials in Nepal and Bangladesh. This study provided a comparative study on trust variables in two different South Asian country's context. In Nepal, citizen's perception about civil servants is more negative than in Bangladesh. In Bangladesh, friendliness, helpfulness and efficiency have the most significant positive correlations with citizen's trust to civil servants whereas predictability and reliability of civil servants have no implications on trust. However, predictability and reliability have positive but a little bit weak relation to trust in

the context of Nepal. In case of Bangladesh, corruption has high influence to generate mistrust whereas in Nepal, corruption has no implication for trust. In case of Nepal, friendliness, promptness and efficiency of civil servants draw high trust. Further the study focused that Bangladeshi citizens perceived trust with the dimensions such as honesty, truthful, moral character, idealism, religious belief, education, and high commitment.

Anisuzzaman (2012) assessed level of trust from horizontal and vertical perspective. The study addressed the relationship between trust and the socio-economic and interpersonal factors. It finds no correlation of gender with trust in organization. In Bangladesh, old aged employees are found more trustworthy than the middle aged employees within organization. Less educated employee show high trust in coworkers. The findings of this study further show that coworkers are more trusted than the superiors in an organization.

The study administered in Nepal by Pande (2010) explored factors which affect citizen's level of trust. The study identified gender and indigenous identity as influential in assessing citizen's trust. Women had generally more trust than the men. As a disadvantaged group, women in Nepalese society were supposed to have less trust than men. In this context, the study came up with an argument that institution under study was probably more women friendly in its operation. Three other factors like age, education and income are found indifferent in trust formation. However, transparency and participation in decision making are highly significant for trust.

3.8 Theoretical discussions on Trust

From trust literature, numbers of trust theories have been reviewed. Social Capital Theory (Fukuyama) highlights the radius of trust. He explained trust network concept. Rational Choice Theory (Kramer 2006) argues that trust develops from 'calculation of advantages.' This theory ignores that 'without calculation', people may have trust. Integrative Model of Trust (Mayer et al.) emphasized on three factors namely ability, benevolence and integrity for overall trust. Mayer et al.'s (1995) model of dyadic trust shows that human being is very much rational in their decision making behavior. Usually people do not want to take

risk. Risk taking behavior is a unique thing to do by a human being. But people take risk. According to the model someone take a risk only when the dyadic trust is great. Mayer mentioned integrative model of organizational trust in which it is stated that trust worthiness is defined to be the outcome of three factors: ability, benevolence, and integrity (Mayer et al.1995).

According to Kim (2005) there are five dimensions of institutional trustworthiness. The dimensions are: Fairness, Honesty, Benevolence, Credible commitments and Competency. Without these five dimensions there are some additional variables such as corruption which can be an important dimension of trustworthiness. It is assumed that if public officials are more corrupt then there is more distrust in public institutions. Rothstein (2011) stated that corruption is responsible for decreasing the quality of public officials as well as public institutions. This can be a major cause of reducing social trust which can lead to a worse situation in the society both in social and economic perspective. According to Anderson and Tverdova (2003) corruption can be defined by this way: it is the misuse of public office for someone's private gain. It creates negative impact on social, economic and political system. It becomes a factor for reducing confidence in public officials as well as in public institutions. In some country there is a political culture of corruption within an acceptable range. This limited range has less effect in public institutions (Jamil&Ashvik 2013).

Chang and Cheung (2006) come to the hypothesis that negative impact of corruption can be mitigated in East Asian countries perspective. Wedeman (2002) explained that corruption is a positive thing and to some extent corruption can be an important factor for the economic development of East Asian countries. They explained that corruption may be reflected as a gift giving culture. If it is happened then it will be very difficult to differentiate whether it is bribery or gift. Trustworthiness of public officials can also be measured by some other dimensions. These dimensions are: (a) Friendliness and helpfulness, (b) Predictability and reliability, (c) Promptness and efficiency and (d) Corruption. When a public official makes his decision according to the rules and regulations of a country then it draws more attention of the citizens which in turns enhances respect and trust in public officials as well as public institutions (Jamil&Ashvik 2013).

Friendliness and helpfulness is an indication of the welcoming attitude of the public officials. It is the reflection of the flexibility and openness of public officials and institutions. Citizens have an expectation that the public institutions will solve their problems and will fulfill their desire. When they get the free access to the public officials and get their services then a confidence builds in their mind and they keep trust in public institutions.

Fukuyama's theory of social capital

Social capital was coined much earlier than Fukuyama by Coleman but Fukuyama's thesis was how social capital can build generalized trust in lead to different work culture and a country's prosperity. Fukuyama mentioned social capital as an informal norm. According to him social capital enhances cooperation among the citizens of a society. Social capital has huge importance in our social, economic, cultural and political life. As for as example in considering economic life it reduces transaction costs, if we consider political life it promotes necessities to enjoy a healthy life which is very necessary to build a sound society as well as a peaceful country. For ensuring social development social capital is an important issue. It is not possible to produce social capital through public policy. For establishing social capital is very necessary to establishes cultural component of the societies, that have been organized since the enlightenment on the basis of formal institutions, rationality and the rule of law. There is a big difference between economic development and building social capital. Building social capital has been seen as a task for "second generation" economic reform; but unlike economic policies or even economic institutions, social capital cannot be so easily created or shaped by public policy.

James Coleman (1988) is responsible to bring the term social capital into wider use. He once stated that social capital is a public good. He said that as social capital is a public good it would be under produced by private agents interacting in markets. That was completely wrong. As cooperation is utmost necessary to virtually all individuals as a means of achieving their selfish ends, it stands to reason that they will produce it as a private good.

Fukuyama's Networks of Trust concept

According to Fukuyama networks of trust is an important thing. He described the concept of "radius of trust." According to him different groups embodying social capital have a specific radius of trust. Circle of people among whom cooperative norms are operative. Sometimes

social capital of a group produces positive externalities. Then the radius of trust may become larger than the group itself. This is also possible for the radius of trust to be smaller than the membership of the group, as in large organizations that foster cooperative norms only among the group's leadership or permanent staff. A modern society may be thought of as a series of concentric and overlapping radius of trust. These can range from friends and cliques to NGOs and religious groups.

Fukuyama's theory of social capital described that because of narrow radius of trust a group of people keep trust only their close ones such as their family members or close friends. This narrow radius of trust reduces the ability of group members to trust outsiders. This results of less cooperation with outsiders which creates negative externalities on the latter. In Chinese parts of East Asia and much of Latin America, social capital resides largely in families and a rather narrow circle of personal friends (Fukuyama 1999). At this circumstance it becomes difficult for people to trust people living outside of these narrow circles. Strangers fall into a different category than kin. A lower standard of moral behavior applies when one becomes, for example, a public official. This provides cultural reinforcement for corruption: in such societies, one feels entitled to steal on behalf of one's family. Based on the social capital theory it may be argued that with increased social capital there would be more generalized trust and less need for particularized trust. In case of low or declining social capital, there would be more dominance of particularized trust resulting in more transaction costs. In Bangladesh, social capital is low therefore there is more dominance of particularized trust as there are manifestations of corruption, bribery, 'tadbir' [1]in transactions.

Rational Choice Theory

According to rational choice theory, trust is the outcome of mutual dependence and calculative judgment. People keep trust on others in a calculative measure that the trustor would not demonstrate opportunistic behavior to the trustee or would not take advantage of the vulnerabilities. A typical case of rational choice would be the relationship

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[1] 'Tadbir' is an act of influence system by informal means, network, and connections to yield favorable decisions.

between a boss and subordinate where boss expects his subordinates to be loyal and compliant, the subordinate in exchange of his loyalty, expects protection, support. Another example can be given in case of a doctor and patient, where a patient expects the doctor to be kind and compassionate to him and treat him well. The doctor on the other hand may expect that the patient does not sue the doctor for any failure in treatment. Citizen of a locality may have trust in a particular public hospital. It may the result of a particular trust in a specific doctor or a previous service he got earlier. It may be changed when that doctor transfers from that hospital. It is a calculative trust of that patient. He knows that there is a good doctor in that hospital and the doctor will not take unwanted advantage of him.

Butler's Trust Theory

Butler (1991) developed comprehensive multidimensional conditions that activate trust. He proposed ten conditions namely availability, competency, consistency, discreetness, fairness, integrity, loyalty, openness, promise fulfillment, and receptivity. These conditions denote the characteristics of trustee that lead to trust. If trustee encompasses these characteristics, trustier will have trust on the trustee. Each of these trust conditions addresses perception of trust which focuses on one's willingness to depend on another whose behavior is not under one's control.

Choice of theory

Based on the above theoretical discussion, for exploring generalized institutional trust, it can be argued that social capital theory is more relevant. As social capital theory emphasizes shared understanding, reciprocity and general expected norms and behavior. In the event of low social capital there will be dominance of particularized trust. In Bangladesh service delivery is very much dependent on personal connections and network. Therefore, generalized trust in institutions and social behavior is expected to be conditioned by the prevailing low trust social behavior. When there is low radius of trust people trust only those who are personally well known to them. Particularistic trust is more operative there and consequently generalized trust is expected to be low which is manifested by the fact that people do not trust each other beyond groups or without

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acquaintance generally. They trust only limited people who are inside their radius. On the other hand when there is wider radius of trust generalized trust is very high and people trust others generally even though they do not personally know others.

In Bangladesh 'tadbir' acts as lubricant to decision making. 'Tadbir' manifests the dominance of particularistic trust. Radius of trust is limited. People do not trust beyond familiarity. Particularistic trust may make institutions inaccessible, remote and non-transparent, hence lead to low generalized trust. In that case decisions may be tilted on the basis of 'tadbir' rather than on standard operating procedures and merit. Therefore, personal networks, familiarity with officials are instrumental to responsiveness and prompt public services. In its absence, service delivery could be slow and satisfaction could be questioned. If the public officials are personally known to the citizen then they feel comfortable and their services become smooth. Generalized trust is very low. But it is desired that the generalized trust will be very high in the public institutions and the citizens will have confidence in the public officials even though they are not personally known to each other. If there is high radius of trust in public institutions there will be generalized trust and higher number of people will go for the services in the public institutions.

For example very often citizens need to get services from police. If the citizens think that if he or she goes to a police station for getting their service without knowing the police officers personally they will face hassle that means low radius of trust or particularistic trust then there will be less people in police station for getting services. On the other hand if the generalized trust is high in police there will be higher radius of trust in police and citizen have the trust in police that if he or she goes to a police station they will get good service and friendly behavior then higher number of citizens will go to police station for getting their desired services.

According to rational choice theory one to one based trust can be explained like trust between a doctor and patient but it is difficult to explain trust in anti-corruption commission or trust in election commission or trust in higher judiciary by rational choice theory.

According to Butler public officials will have to obtain ten characteristics to be trustworthy to the citizens. Availability is one the characteristics among them. If the public officials are available to the citizens then they will be trustworthy. For example if a citizen go to the office of the Deputy Commissioner or office of the Superintendent of Police and find them available to share their problems then that DC or SP will be trustworthy. Consequently trust in DC office or SP office will be enhanced for the availability characteristic of that DC and SP. By this way other quality affects level of trust in public institutions. By measuring all these ten characteristics trust in public institutions can be measured and explained. Based on the above discussion, Butler's trust conditions and Fukuyama's theory on social capital i.e. network of trust concept are found more relevant to the study of generalized trust of institutions in Bangladesh.

3.9 Analytical framework

After analyzing the definitions and concepts of trust, its types, dimensions and characteristics and reviewing trust literature and using theories of trust independent and dependent variables are identified in analytical framework. From the analytical framework it can be seen that the dependent variable is citizens' trust in public institutions. Independent variables are broadly classified as socio-economic variables and performance variables or characteristics of the employees. Socioeconomic variables are gender, age, level of education and performance variables are accountability, corruption and accessibility.

Table 1 : Summary of literature review

Name of the Authors	Major argument of the authors
Haque (2015)	Age has inverse relationship with trust. Older patients have less trust than the younger ones. Gender has no significant relation with trust.
Jamil and Askvik (2013)	There is significant relationship of friendliness, helpfulness, efficiency, corruption with trust.
Chang and Cheung (2006)	Negative impact of corruption can be mitigated in East Asian countries perspective.
Kim (2005)	There are five dimensions of institutional trustworthiness. The dimensions are: Fairness, Honesty, Benevolence, Credible commitments and Competency
Wedeman (2002)	Corruption is a positive thing and to some extent corruption can be an important factor for the economic development of East Asian countries.
Fukuyama (1995)	Trust is a significant factor for organization, society, economic system.

Chart 3: Analytical framework.

Analytical framework

Independent variables

Dependent variable

↓

↓

Socio-economic factors

- ➤ Gender (Patterson 1999)
- ➤ Age (Haque 2015)
- ➤ Education (Kim 2005)

Citizens' trust in public institutions

Performance (Jamil & Ashvik 2013)

Institutional image (Aminuzzaman 2016)

Performance factors

- ➤ Reliability (Mishra 1996)
- ➤ Corruption (Jamil & Ashvik 2013)
- ➤ Accessibility (Butler 1991)
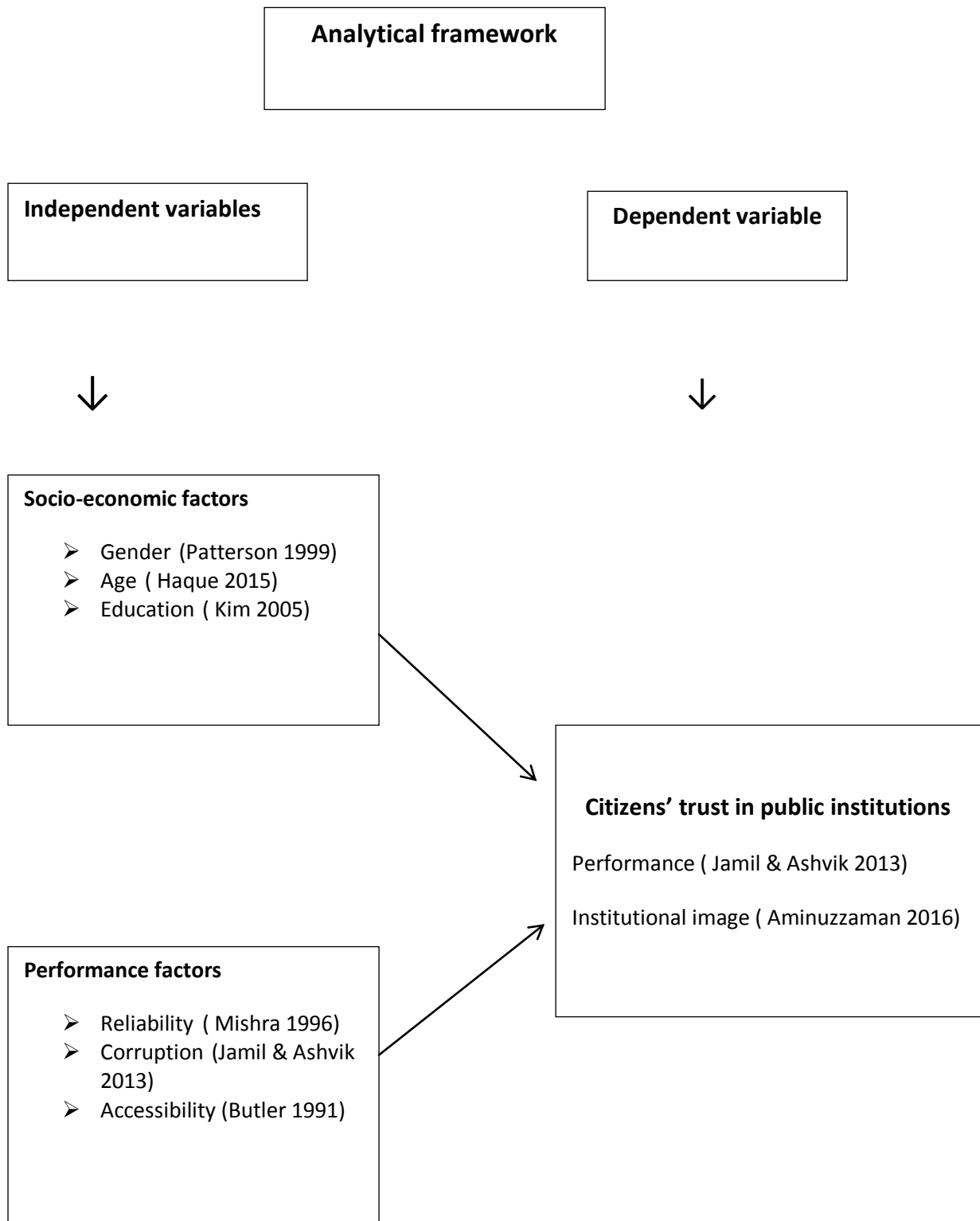
Table 2:Socio-economic variables and Hypothesis.

Socio-economic Variables	Assumptions	Rational behind the assumptions
Gender	Males are likely to have less trust compared to women in public institutions.	Males are prone to have more interface with public institutions as they get involved in transactions compared to women. Therefore they may more informed and aware of and critical to institutional norms and standards.
Age	Young people are likely to have less trust in public institutions than older people.	Young people having more technological skill expect fast and digital service from public institutions but most of the government institutions are providing services in an analogue manner. They may have less trust in public institutions than old age people.
Education	Less educated people are likely to have more trust in public institutions compared to more educated people.	Illiterate or little educated person may have little or no knowledge about the rules and regulations and may not be well known about the right as a citizen. Educated person do have knowledge about these and have larger chance to be unhappy with the performance of the public institutions if there is any kind of deviation from the rules and regulations. They may have less trust in public institutions than the less educated people.

Measurement Indicators of performance variables

a) Reliability refers to the level of confidence on the public officials.

b) Corruption refers to the use of public office for personal gain.

c) Accessibility refers to what extent citizens have access to the public offices.

Table 3: Variables with measurement indicators

Variables	Measurement Indicators	Dependent variable	Hypothesis
Reliability	Confidence on officials. Fulfillment of commitment. Acts on laws & rules.	Citizens' trust in civil service.	More the officials are reliable; greater would be the trust in civil service.
Corruption	Non-compliance or deviations from rules and regulations for personal gain, Number of public complaints.	Citizens' trust in civil service.	More the officials indulge in corruption; less will be the trust in civil service.
Accessibility	Citizens access to reach officials.	Citizens' trust in civil service.	More the officials are accessible to the citizens; greater would be their trust in civil service.

3.10 Operational Definition of Trust

From all the definitions and discussions, the definition of trust for this study is as follows: Trust is a belief in the persons or institutions based on the expectation that the persons or institutions are reliable, accessible, free from corruption and trustworthy to fulfill their

commitment. In this study, institutional factors are operationalized as reliability, corruption, accessibility.

Based on the forgoing trust constructs and overview of literature, citizen's trust in public institutions has been assessed for this study by the following independent variables: a) reliability b) corruption c) accessibility. All of these variables have been considered from citizen's perspective. And the dependent variable citizen's trust in public institutions has been measured by a questionnaire survey with a series of question scaling from 1 to 5.

From the questionnaire survey and focus group discussion of some key respondents this study will analyze the above mentioned variables and their relation to the citizens' trust in public institutions.

CHAPTER IV

RESEARCH METHODOLOGY

4.1 Introduction

The major objective of this chapter is to present the methodology used in this research. Research method provides a planned and systematic approach of investigation that denotes the detail framework of the study, data gathering techniques, sampling focus and interpretation strategy and analysis plan. The following section deals with research design, research methods, and sources of data, data collection techniques, validation of data, and data processing and analysis plan in detail.

4.2 Research Design

This study is mainly based on two time series data from a questionnaire survey conducted by Public Policy and Governance Program of North South University in 2010 and 2015. These two time series data has been used to find out the trends of trust in public institutions. The latest survey of the two has been analyzed to find out the generalized trust in some key public institutions like central government, civil services, higher judiciary, lower courts, police, election commission, anti-corruption commission. Besides this two survey focus group discussion of some key respondents have been done to validate the findings from the survey data. This study analyzes the relationship between level of citizens' trust in public institutions and socio-economic background of the citizens. The study finds the relationship between the performance factors of the public officials and the level of trust in public institutions.

4.3 Research Method

There are major three approaches in conducting scientific research i.e. qualitative approach and quantitative approach and mixed approach.

Using both qualitative and quantitative elements in research is known as mixed method research. Mixed method overcomes the disadvantages of qualitative and quantitative methods benefits from the advantages of each. Its goal is not to replace either of these approaches but rather to draw from the strengths and minimize the weaknesses of both in single research studies and across studies.

The present study applies a combined method i. e. combination of both the quantitative and the qualitative technique. Firstly two time series data have been analyzed to measure the trends of trust. After that the latest survey conducted in 2015 has been used to find the generalized trust level in public institutions of Bangladesh. To validate the findings of the survey a focus group discussion of some key respondents have been done and finally the study comes to a decision.

4.4 Study Population and Sampling

The study works mainly on the Governance and Citizens' Trust Survey Bangladesh conducted in 2015 by Public Policy and Governance Program of North South University. Data is collected by questionnaire survey. Sample size was 2748.

Table: 4 Respondent's demographic profile

Demographic background		Frequency	Percent (%)
Gender	Male	1379	50.2
	Female	1368	49.8
Age	17-30 Years	701	28.0
	31-59 Years	1411	59.3
	60 Years & Above	264	12.7
Education	Illiterate to Primary Level	1750	76
	Secondary to Higher Secondary Level	482	18.1
	Graduate and higher Degree	158	5.9

We can see that the ratio of male and female of the respondents are almost equal. Percentage of male is 50.2 and the female is 49.8. Most of them are of middle aged persons from 31-59 years. The reason behind clustering the age group is that in Bangladesh one can enter in government job within 30 years of age and normally the retirement age is 59 years. One group is of aged from 17 to 30, another is 31-59 and last one from 60 to above. 59.3% are from the middle aged group, 28% from the first group that is between 17 to 30 years and 12.7% of the respondents are of 60 or above aged. 76% of the respondents have either primary or no education, 18.1% have the education level from secondary to higher secondary level of education and 5.9% of them are graduated or have higher degree.

This study compares these survey findings with another survey conducted by the same institution in 2010. Both the survey is similar in nature. Sample size was 2000. Among them 1036 are male and 964 are female.

4.5 Data Collection Tools

The data for the study are obtained from various sources including documents, archival records, questionnaire survey, focus group discussion etc.

4.6 Validation of Data

The data collected from the questionnaire survey have been crossed checked using focus group discussion of some key respondents about the generalized trust in public institutions of Bangladesh, trends of trust in the recent years in these institutions, factors affecting the trust level in public institutions. Among the key respondents there are Secretaries and Joint Secretaries to the government of Bangladesh, Deputy Attorney General (DAG) of Bangladesh, District Judge (Retired), senior lawyers of Bangladesh Supreme Court, ADCs working in two districts of Bangladesh, UNOs working in Upazilas of Bangladesh, AC(L)s working in Upazilas of Bangladesh. Total 17 key respondents are interviewed.

4.7 Data Processing and Analysis Plan:

The data collected through the use of different techniques have been organized, processed, and analyzed by using different statistical tools with the help of SPSS.

The dependent variable under examination here is citizens' trust in public institutions with special focus in civil service. This study measures trust directly using a scale approach.

Cross tabulation and correlation have been used to show the relationship between different independent and dependent variables. Data are presented in percentage. The hypotheses related to socio-economic background have been tested by using Chi-square test to find out whether hypothesizes are statistically significant or not. Further, the correlation has been used to establish the relationship between performance variables and the dependent variables and related hypotheses used in this research.

This chapter focused upon the methodology of the study. It considered the research questions, the survey instrument, the participants, and the plan for analysis. The next chapter will take up the question of the results. It will examine the results from each question and how they apply to the research questions. It will also discuss the findings in terms of the research questions.

Chapter V

Data Presentation, Analysis and Findings

5.1 Introduction

This chapter presents the data and results which are collected by the survey and the outcomes of the focus group discussion of some key respondents. It maps the level of generalized trust of citizens in different public institutions. On the basis of two time series data it analyses the trends of trust. This chapter explains how the socio-economic background of the people like gender, age, education affects the level of trust in different public institutions. It also explains the effects of different performance factors that can be a reason for the variation of trust level in public officials as well as in public institutions. This study analyzes the Governance and citizens' trust survey which is conducted in 2015 in Bangladesh. Total number of respondents is 2748.

5.2 Generalized trust in different public institutions

One of the main objectives of this study is to find out the level of generalized trust in different public institutions. After analyzing the survey data findings for different public institutions are mentioned bellow.

To what extent citizens trust central government?

In order to measure trust in central government, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"

The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence', '2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as 'high level of trust'.

Table: 5 Trust in central government

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	654	27
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1737	73
Total	2391	100.0

According to the data 27% respondents have low level of trust in central government and 73% have high level of trust in central government.

This findings show that a large number of people have no trust in central government. Central government is responsible for many services provided for the citizens. Maintaining law and order situations is one of the main responsibilities of the central government. When the law and order situation become worse, citizens lose their confidence on central government. In the same way if the price of food grain goes very high and the low or middle income people face trouble buying food grain then it also become a reason to lose confidence in central government. According to the key respondents of focus group discussion due to unemployment problem of the country, inflation rate, corruption and some other macro-economic problems central government lose the trust of citizens in them.

To what extent citizens trust civil service?

In order to measure trust in civil service, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"
The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence',' 2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not

very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as high level of trust.

Table: 6 Trust in civil service

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	662	27
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1815	73
Total	2477	100.0

According to the data 27% have low level of trust in civil service and 73% have high level of trust in civil service. The findings indicate that majority of the citizen have high level of trust in civil service. In Bangladesh civil servants are recruited in a competitive examination and they are well qualified. Moreover civil servants are more pro-people than earlier. Government is working to establish a pro-people administration and digitalized service delivery. These issues affect the mindset of the citizens and a positive attitude is seen in the citizens. But still a large number of respondents showed no or less trust in civil service. Deviation from rules, regulations and standard service delivery in the public institutions may be the reason behind this low trust in civil service.

To what extent citizens trust higher judiciary?

In order to measure trust in higher judiciary, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"

The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence', '2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as 'high level of trust'.

Table: 7 Trust in Higher Judiciary

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	513	21
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1893	79
Total	2406	100.0

According to the data 21% have low level of trust in higher judiciary and 79% have high level of trust in higher judiciary.

Level of trust in higher judiciary is little bit high then the trust level in central government and civil service. Higher judiciary contains a significant position in the structure of the country. It is the guardian of the constitutions as well. Higher judiciary is responsible for ensuring the human rights. But still the trust level is not too high about the higher judiciary. According to the key respondents a large number of cases and huge jam of cases may be a reason for this.

To what extent citizens trust lower courts?

In order to measure trust in lower courts, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"

The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence', '2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as 'high level of trust'.

Table: 8 Trust in lower courts

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	636	26
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1824	74
Total	2460	100.0

According to the data 26% have low level of trust in lower courts and 74% have high level of trust in lower courts.

Data for both the higher judiciary and lower courts showed relatively high trust in them in comparison to other public institutions. People have trust in judicial system in Bangladesh. People expect judiciary as their ultimate hope for establishing justice.

To what extent citizens trust police?

In order to measure trust in police, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"

The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence', '2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as 'high level of trust'.

Table: 9 Trust in police

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	1452	55
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1173	45
Total	2625	100.0

According to the data 55% have low level of trust in police and 45% have high level of trust in police. This is a very alarming situation. Police department is mainly responsible for the maintaining law and order situation of the country. Data shows that more than half of the respondents have low level of trust in police. Only 45% respondents have high level of trust in police.

Nature of job and their job responsibility is the main reason of this situation. Police have to do many challenging job. It is very difficult for them to satisfy the need of the citizens every time. According to the key respondents engagement of some members of police department in illegal activities creates a bad impression to the overall police department. This affects the overall trust level of the citizens of the country.

To what extent citizens trust election commission?

In order to measure trust in election commission, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"

The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence', '2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as 'high level of trust'.

Table: 10 Trust in election commission

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	829	35
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1515	65
Total	2344	100.0

According to the data 35% respondents have low level of trust in election commission and 65% have high level of trust in election commission. Election commission of Bangladesh is not beyond the disputes. Every time the opposition teams raise questions about the formation and activities about the election commission. Neutrality of the election commissioners is frequently being questioned. It creates a negative impression in the mindset of the citizens.

To what extent citizens trust anti-corruption commission?

In order to measure trust in anti-corruption commission, the question was "I am going to name a number of organizations and institutions. How much trust do you have in them?"

The respondents were asked to rate their response in five scales where '1 'denotes 'none at all confidence', '2' denotes 'not very much confidence', '3' denotes 'quite a lot of confidence' and '4' denotes 'a great deal of confidence'. 'None at all confidence' and 'not very much confidence' have been merged as 'low level of trust' and 'quite a lot of confidence' and 'a great deal of confidence' have been merged as 'high level of trust'.

Table: 11 Trust in anti-corruption commission

	Frequency	Percent (%)
Low level of trust (None at all confidence' and 'not very much confidence)	867	40
High level of trust('quite a lot of confidence' and 'a great deal of confidence')	1300	60
Total	2167	100.0

According to the data 40% respondents have low level of trust in anti-corruption commission and 60% have high level of trust in anti-corruption commission. Anti-corruption commission is itself accused of corruption. Top officials have confessed that. Moreover neutrality of the commission and the scope to work independently are being questioned. It reflects the overall trust level of the citizens in the commission.

5.3 Trends of trust over the years

One of the most important objectives of this study is to find out the trends of trust in public institutions in Bangladesh. Public Policy and Governance program of North South University conducted a survey on governance and citizens' trust in 2010. This research makes a comparison between trust level of citizens in public institutions by comparing governance and citizens' trust survey conducted in 2010 and a similar survey conducted by the same institution in 2015. Sample size was 2000 in the survey conducted in 2010. And in the survey of 2015 the sample size is 2748. To analyze the trends of trust this study uses a question which was asked to the respondents in both the survey.

Trend of trust in central government

Question: How much trust do you have in central government? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 12 Trust in central government: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	72.6%	↓	Trust in central government is decreasing.
Governance and Citizens' Trust Survey 2010	2000	76.6%		

Level of trust in central government is decreasing slightly from 76.6% in 2010 to 72.6% in 2015.

Trend of trust in civil service

Question: How much trust do you have in civil service? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 13 Trust in civil service: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	73.3%	↑	Trust in civil service is increasing.
Governance and Citizens' Trust Survey 2010	2000	49.9%		

Level of trust in civil service is increasing from 49.9% in 2010 to 73.3% in 2015. It is a dramatic change. In the recent years civil servants become closer to the mass people. Mass people are getting easier access to the government officials. Officers of the public institutions are arranging for some public hearing days, citizens service fair etc. Government officials are working for the digitalization process. Government services are easier to get than earlier period. Citizen charter is implemented in the government offices. Although everything is not in the perfect conditions but the initiatives has been started and the citizens are influenced by all these initiatives.

Trend of trust in higher judiciary

Question: How much trust do you have in higher judiciary? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 14 Trust in higher judiciary: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	78.7%	↓	Trust in higher judiciary is decreasing.
Governance and Citizens' Trust Survey 2010	2000	86%		

Level of trust in higher judiciary is decreasing from 86% in 2010 to 78.7% in 2015. There are a large number of cases are pending in the higher courts. As a result people need to wait a long time to get their justice. It affects the mindset of the citizens.

Trend of trust in lower courts

Question: How much trust do you have in lower courts? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 15 Trust in lower courts: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	74.1%	↓	Trust in lower courts is decreasing.
Governance and Citizens' Trust Survey 2010	2000	76.1%		

Level of trust in lower courts is decreasing slightly from 76.1% in 2010 to 74.1% in 2015. Increasing number of cases in the lower courts is the main reason for the decreasing trend. Moreover there is a crisis in the judges in the lower courts. These create negative impression about the lower courts.

Trend of trust in police

Question: How much trust do you have in police? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 16 Trust in police: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	44.7%	↑	Trust in police is increasing.
Governance and Citizens' Trust Survey 2010	2000	16.1%		

Level of trust in police has been increased in a very significant rate from 16.1% in 2010 to 44.7% in 2015. The main reason behind this dramatic change in the trust level of citizens in police may be their effort to be friendly to the citizens. It is true that some unexpected incidents have been done by some police officers but generally police department is trying to go close to the people. They are now closer to the media and mass people. They are trying to show what they are doing for the citizens. Moreover police officers are now more accessible than earlier. Mobile numbers of officer in charge of every police station and senior officers are published and available in website, sine board and different mobile software. All these things affect the mindset of the citizens and create positive impression in police.

Trend of trust in election commission

Question: How much trust do you have in election commission? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 17 Trust in election commission: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	64.6%	↓	Trust in election commission is decreasing.
Governance and Citizens' Trust Survey 2010	2000	86.5%		

Level of trust in election commission has been decreased from 86.5% in 2010 to 64.6% in 2015. Election commission is a constitutional body. They are supposed to work independently. But very often the opposition parties raise the question about the neutrality of the election commission. Sometimes appointment of election commissioners is being questioned by the opposition parties. If any election is not fair the whole election commission faces the image crisis. All these reasons affect the trust level of citizens in them.

Trend of trust in anti-corruption commission

Question: How much trust do you have in anti-corruption commission? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

For easy understanding of the data quite a lot of confidence and a great deal of confidence have merged and mentioned as high level of trust.

Table: 18 Trust in anti-corruption commission: comparison between 2010 and 2015

Survey year	Total sample size	High level of trust	Same or changing direction of trust level	Comments
Governance and Citizens' Trust Survey 2015	2748	60%	↑	Trust in anti-corruption commission is increasing.
Governance and Citizens' Trust Survey 2010	2000	52.5%		

Level of trust in anti-corruption commission is increasing from 52.5% in 2010 to 60% in 2015. Trust level has been increased but still it is not in a significant stage. Only 60% respondents have high level of trust in anti-corruption commission. Anti-corruption commission itself is suffering from the disease of corruption. Top officials of anti-corruption commission confessed the fact. But the effort of improving the activities of the anti-corruption commission affects the mindset of the citizens and results in a slight increase in the trust level.

Trend of trust is decreasing for most of the public institutions. But level of trust is increasing at a significant level for civil service and police and slightly increasing for anti-corruption commission.

5.4 Perception of trust of respondents on civil service according to their socio-economic factors:

To measure the perception of trust of respondents on civil service the following question of the questionnaire was considered:

Question: How much trust do you have in civil service? There were 5 options in the questionnaire: 1=None at all, 2=Not very much Confidence, 3=Quite a lot of confidence, 4=A great deal of confidence, 5=Don't know.

Scale 3 that is quite a lot of confidence and scale 4 that is a great deal of confidence have been merged and considered as high level of trust.

Table: 19 Socio-economic background and percentage of high trust in civil service

N=2748

Socio-economic Background		Trust in civil service			Pearson Chi-Square	
		High level of trust	Total (N)	High level of trust (%)	Value	Significance
Gender	Male	948	1308	72.48%	21.115	.002
	Female	866	1168	74.14%		
Age	17-30 Years	531	711	74.68%	239.770	0.197
	31-59 Years	1056	1459	72.38%		
	60 Years & Above	217	294	73.81%		
Education	Illiterate to Primary Level	1385	1835	75.48%	41.949	0.04
	Secondary to Higher Secondary Level	330	482	68.46%		
	Graduate and higher Degree	100	159	62.89%		

5.4.1 Gender

First socio-economic background that is considered to test the level of trust in central government is gender of the respondents. Here the hypothesis is "Males are likely to have less trust compared to women in civil service." The assumption is that in Bangladesh women are comparatively less educated than men. As a result they may have less knowledge about the rules regulations and overall system through which a civil servants works. It would be difficult for them to judge the performance of the civil servants. Moreover in Bangladesh generally large number of male goes to the public institutions compared to women to get the desired services provided by the government offices. It is usual that women have to face less difficulty and less experience about the civil servants. They would have less information about the civil service. All these can lead to the hypothesis that Males are likely to have less trust compared to women in civil service.

Above mentioned table shows the level of trust in civil service in terms of gender. Out of 1308 males 948 have high level of trust in civil service. That means 72.48% male have high level of trust in civil service. On the other hand, out of 1168 female 866 female have high level of trust in civil service. That means 74.14% female have high level of trust in civil service. The data shows that female have more trust in civil service than male. The hypothesis "Males are likely to have less trust compared to women in public institutions" matches with the data.

Chi-square test shows that the Pearson Chi-Square value is 18.867 and level of significance is 0.004. The value is statistically significant. The hypothesis is statistically accepted.

5.4.2 Age

Next demographic variable is the age of the respondents to test the level of trust in civil service. The hypothesis is set as "Young people are likely to have less trust in civil service than older people." The assumption is that young people have more technological skill then the old. So they expect fast and digital service for any institutions. But unfortunately most of the government services are still providing services in an analogue manner by the public institutions. So they become unhappy with the service provided by the civil servants. Moreover young people holds more interest towards the outer world and expect same

services in the own country. Sometimes do not like to consider the economic condition of the country. So these create unhappiness to them. They may have less trust in civil service.

Age level of the respondents has been fragmented in three groups. The logic behind the fragmentation of the age group is that in Bangladesh 18 is the adult age, 30 is the highest age of entering public job and 59 is the retirement year from government services. The above mentioned table shows that among the young people aged 17 to 30 years 74.68% have the high level of trust in civil service, among 31 to 59 years age group 72.38% have high level of trust and among aged over 60 years 73.81% have high level of trust. There is no significant relationship of citizens' trust in civil service with age of the respondents.

Chi-square value is 239.770 and level of significance is 0.197 which is statistically insignificant. The hypothesis "Young people are likely to have less trust in public institutions than older people" is not accepted. So the age of the people does not have any influence in determining the level of trust in civil service.

5.4.3 Education

The third identity is the educational background of the respondents. The level of trust may differ based on the level of education of the respondents. The hypothesis is "Less educated people are likely to have more trust in civil service compared to more educated people." The rationale behind this is that the educational background of a person can make great influence in trust level for many reasons. It would be very usual that an illiterate person or a very little educated person would have very little or no knowledge about the rules and regulations according to which civil servants perform their duties. All though there is an act named the right to information act, 2009 in Bangladesh, an illiterate person may not be very well known about his or her right as a citizen. They may not be aware of their rights given by the constitutions as well. On the other hand a well-educated person may have clear knowledge about the rules, regulations that should be maintained by a civil servant. At the same time they may have the knowledge of different developed countries. They will have a greater chance to be unhappy with the performance of the civil servants.

Above presented table shows that from illiterate to primary level 75.48% respondents have high level of trust in civil service. From secondary to higher secondary level 68.46% respondents have high level of trust in civil service. Among higher educated people (graduate and above) have 62.89% have high level of trust in civil service. There is a relationship between education level of the respondents and the trust in civil service. Higher the education level of the respondents lowers the trust in civil service.

Statistically the Chi-square value is 41.949 and level of significance is 0.04. It is statistically significant. The hypothesis less educated people are likely to have more trust in civil service compared to more educated people is statistically accepted.

5.5 Performance factors and level of trust in civil service

This study will find out the factors which are responsible for the trust level of citizens in civil service. There may be a lot of factors working behind this but this study will analyze few of them.

Table 20: Performance factors and level of trust in civil service

Performance indicators	Hypothesis	Pearson Correlation	Sig. (2-tailed)	Results	Comments
Reliability	More the officials are reliable; greater would be the trust in civil service	.200	0.000	Statistically Significant	Accepted
Corruption	More the officials indulge in corruption; less will be the trust in civil service	.007	.735	Statistically insignificant	Rejected
Accessibility	More the officials are accessible to the citizens greater would be their trust civil service.	.003	.863	Statistically insignificant	Rejected

5.5.1 Reliability

Hypothesis: More the officials are reliable; greater would be the trust in civil service

From the table it is seen that Pearson correlation value is 0.200 and significance (2-tailed) is 0.000. It is statistically very significant. Therefore the hypothesis that is more the officials are held reliable; greater would be trust in civil servants is accepted.

This study revealed what the citizens opinion about the level of reliability of civil servants. Civil servants become reliable when they work according to rules and regulations and provide quality services to the citizens.

5.5.2 Corruption

Hypothesis: More the officials indulge in corruption; less will be the trust in civil service.

From the table it is seen that Pearson correlation value is .007 and significance (2-tailed) is 0.735. It is statistically insignificant. Therefore the hypothesis that is more the officials indulge in corruption; less will be the trust in civil service is rejected.

Moreover it is known that corruption means the use of public office for personal gain. Respondents were asked the following question:

"Please suggest whether you agree or disagree on the statement that civil servants serve their personal interests instead of that of the citizens". Their response is measured by 1 for completely disagree and 2 for partially disagree. These two groups are merged and named as disagree in the following table. Again 3 for partially agree and 4 for completely agree and merged as agree in the following table.

Table: 21 Personal interest and trust in civil service

Response of the respondents	Frequency	Percent
Disagree	462	17
Agree	2026	74
Don't Know	257	9
Total	2745	100.0

74% respondent said that civil servants serve their personal interest instead of the citizens. Only 17% said against of it.

Study finds no significant relationship between corruption and the trust level of the citizens in civil service. Corruption is being used as the substitute of trust. It gives some element of certainty. Citizens get their desired services by giving a amount of bribe and get some element of certainty about their desired services. This is the reason for having no significant relationship between corruption and trust level of the citizens.

5.5.3 Accessibility

Hypothesis: More the officials are accessible to the citizen; greater would be their trust in civil service.

From the table it is seen that Pearson correlation value is .003 and significance (2-tailed) is 0.863. It is statistically insignificant. Therefore the hypothesis that is the more the officials are accessible to the citizens; higher the trust in civil service is not accepted.

Respondents were asked the following question:

"Please suggest whether you agree or disagree on the statement that civil servants are accessible". Their response is measured by 1 for completely disagree and 2 for partially disagree. These two groups are merged and named as disagree in the following table. Again 3 for partially agree and 4 for completely agree and these two groups merged as agree in the following table.

Table: 22 Accessibility and trust in civil service

Response of the respondents	Frequency	Valid Percent
Disagree	641	23
Agree	1833	67
Don't Know	267	10
Total	2741	100.0

23% respondents disagreed with the statement. On the contrary 67% respondents agreed that it is difficult to get access to the civil servants. When a large number of citizens find it difficult to get access to the civil servants it means that generalized trust is very low in the civil service. Particularistic trust is high there and those who have personal interaction or tadbir they have easy access to the civil servants.

The study finds the relationship between socio-economic background of the citizens and their level of trust in public institutions. Study finds significant relationship of gender and education with trust in civil service. The study does not find significant relationship between age of the citizen and level of trust in civil service.

In the survey maximum respondents said that the public officials are not accountable, reliable, they are corrupt, they work for their personal gain rather public interest, they are not easily accessible, and they work on tadbir. All these things create a negative image in the mind of the citizens. Ultimately all these issues become responsible for the low trust in public institutions.

This study finds no significant relationship between accessibility of the civil servants with the level of trust of citizen which is a very unconventional finding. More accessibility to the civil servants creates more option to be corrupted. Moreover more accessibility creates opportunity to build personal relationship which can be a barrier for taking impartial decision.

5.6 Findings of the focus group discussion of some key respondents:

5.6.1 Generalized trust in public institutions

Key respondents expressed their view about the citizens' trust in public institutions. They said that it is very much important for ensuring good governance. For telling about the general perception of people about public institutions they said that due to the corruption index of Transparency International of Bangladesh the general attitude is negative towards the public institutions. Moreover citizens have a general concept in their mind that the public officials are mostly corrupt and if they go to the public institutions they will have to face lot of hassles and they will not get their services in time.

5.6.2 Things to be done for being a trustworthy institution

All of the key respondents agreed that public institutions should enjoy people's trust. They also mentioned some important factors for public institutions so that they can be trustworthy institutions. Most of the key respondents gave emphasize on service delivery. According to them, Citizens come to public institutions for getting their services. If it is possible for the institutions to ensure the quick and hassle free service then the institutions can easily be a trustworthy institution. They mentioned that one of the basic differences of the public and private institution is quick service delivery. Many people like public institutions just because of their quality of service delivery. For example they mentioned about the services of state owned bank and private bank. Many people go to private bank for the same service available in the state owned bank just because of their quality of services.

5.6.3 Different trust level for different institutions

In interview they expressed their view about different level of trust in different public institutions. It is very usual for the nature of works. For judiciary trust level do not change much but for police it may vary rapidly. Whenever people see a traffic police doing something wrong or illegal they evaluate whole police department and it built a negative impression in the mindset of the citizens.

5.6.4 Trend of trust in civil service

According to the key respondents, trust in civil service is increasing. One of the main reasons of this is digitalization process of the government. A good number of government services can be provided now digitally. It ensures transparency and accountability which is very necessary for building trust. Moreover civil servants are more accessible now. Mass people can get access of the civil servants and can make complaints against them. Citizen charter is being implemented in every public office. Right to Information Act, 2009 has been enacted.

Opinion of the key respondents matches with the findings of the survey results about civil services.

5.6.5 Trend of trust in police

As per survey findings trust in police has been increased dramatically from 2010 to 2015. But key respondents do not agree with the findings of the survey. According to them there is no valid reason for this dramatic increase in the trust level of the citizen in police. According to them respondents did not express their real view. May be they wanted to stay in the safe side.

5.6.6 What would happen if there is lack of trust in public institutions?

In absence of citizens' trust in public institutions regular work may go on but in the long run it will be very harmful for the administration and it will definitely hampered the governance. Key respondent viewed their thoughts in such a way that the public officials are not from another planet. They are from this country. And citizens are also from the same country. Interaction of the citizen and officials are a two way process and there must be some trustworthy relationship between these two party.

Finally the study finds mostly similarities between the survey findings and key respondent's opinions. General trend of trust in public institutions are decreasing. For civil service and police it is increasing according to the survey findings. But according to the key respondents trust in civil service is increasing mainly for the digitalization process by the government but trust in police is decreasing.

There is no doubt that the trust in public institutions is very necessary both for the citizens and for the public officials. Trust should exist in the both side for accelerating the quality of the public services.

CHAPTER VI

SUMMARY AND CONCLUSION

6.1 Introduction

This concluding chapter is mainly devoted to summaries of the study. First, a recap of main issues of this study is highlighted. Second, an overview of the results of hypotheses is presented. It also underlines which factors are very influential in determining the trust level. Suggestions for future areas of study are also outlined.

As stated in chapter one, there were some objectives behind this study; such as: to map the generalized trust level of citizens in public institutions of Bangladesh, to find out the trend of trust in different public institutions, to assess the relationship between socio-economic background of the respondents and their level of trust in public institutions, and to analyze the relationship between performance factors of the officials and level of trust in civil servants. There were altogether six hypotheses; three hypotheses to reflect the socio-economic background of the people and three hypotheses to measure the performance of civil servants which are as follows:

Hypotheses:

i)   Males are likely to have less trust compared to women in civil service.

ii)   Young people are likely to have less trust in civil service than older people.

iii) Less educated people are likely to have more trust in civil service compared to more educated people.

iv)   More the officials are reliable; greater would be the trust in civil service.

v)   More the officials indulge in corruption; less will be the trust in civil service.

vi)   More the officials are accessible to the citizens; greater would be their trust in civil service.

The study was carried out through mixed methods approach. It has tried to analyze the relationship between the level of trust and socio-economic status of the citizens as well as performance of public officials. So descriptive cum analytical research design have been used. The data were collected through questionnaire survey conducted in 2015 among the 2748 respondents. Previous questionnaire survey data conducted in 2010 has also been analyzed to get the trends of trust in different public institutions. Besides, focus group discussion with some key respondents was utilized to validate the findings of the collected data. Results are presented through descriptive and narrative text as well as statistical tools like Chi-square and correlation to show the relationship between independent and dependent variables.

6.2 Findings on research question

Research question 1: What is the level of generalized trust of citizens across public institutions in Bangladesh?

Findings: Form the survey the study finds that the generalized trust in public institutions is in a moderate level. Respondents have highest level of trust in higher judiciary and it is 79%. Trust in central government, civil service and lower courts are around 73%. Generalized trust in election commission and anti-corruption commission is around 60%. For police this trust level is 44%. This picture gives an idea that a large number of citizens have low level of trust in public institutions.

Research question 2: What is the trend of trust across public institutions over a period of time?

Findings: The study finds that the overall trend of trust in public institutions is decreasing. Trust in central government, higher judiciary and lower courts are slightly decreasing from 2010 to 2015. It can be considered as almost static from these periods. But the trust in election commission is decreasing in a very high rate. Trust in anti-corruption commission is increasing slightly. But trend of trust for civil service and police has increased dramatically according to responses of the respondents.

Research question 3: What factors affect citizens' trust in civil service?

Findings: Socioeconomic factors and performance factors which affect citizens' trust in civil service describes with six hypotheses; these are:

Hypothesis i: Males are likely to have less trust compared to women in civil service.
Data shows that male have less trust in civil service than female. Chi-square test shows that the Pearson Chi square value is 21.115 and the level of significance is 0.002 which is statistically very significant. So the hypothesis is statistically accepted.

Hypothesis ii: Young people are likely to have less trust in civil service than older people. Data finds no significant relationship between age and citizens' trust in civil service. Chi-square value is 239.770 and level of significance is 0.197 which is statistically insignificant. The hypothesis "Young people are likely to have less trust in public institutions than older people" is not accepted.

Hypothesis iii: Less educated people are likely to have more trust in civil service compared to more educated people. Data supports the hypothesis and statistically the Chi-square value is 41.949 and level of significance is 0.004 which is statistically very significant. So, the hypothesis less educated people are likely to have more trust in civil service compared to more educated people is accepted.

Hypothesis iv: More the officials are held reliable; greater would be the trust in civil service. From the table 20 it is seen that Pearson correlation value is 0.200 and significance (2-tailed) is 0.000. It is statistically very significant. Therefore the hypothesis that is more the officials are reliable; greater would be the trust in civil service is accepted.

Hypothesis v: More the officials indulge in corruption; less will be the trust in civil service.

From the table 20 it is seen that Pearson correlation value is 0.007 and significance (2-tailed) is 0.735. It is statistically insignificant. Therefore the hypothesis that is more the officials indulge in corruption; less will be the trust in civil service is rejected.

Hypothesis vi: More the officials are accessible to the citizens; greater would be their trust in civil service.

From the table 20 it is seen that Pearson correlation value is 0.003 and significance (2-tailed) is 0.863. It is statistically insignificant. Therefore the hypothesis that is more the officials are accessible to the citizens; greater would be their trust in civil service is not accepted.

According to this study some factors like reliability, friendliness, accountability, accessibility of the public officials influence citizens' trust in public institutions. As per the comments of the key respondents of the focus group discussion quick and hassle free service delivery, clean environment of the public institutions built trust in the mindset of the citizens. Main reason is that citizens have some expectations from the public institution and their satisfaction basically depends on the quality of their service delivery. When the environment is citizen friendly and they get their desired services in time and without any hassle automatically their level of trust in public institution upholds.

Fukuyama's theory of social capital has been helpful to analyze the trust situation in the public institutions. Study finds that the generalized trust is very low and the radius of network is narrow in most of the public institutions. Particularistic trust is very high in most of the public institutions. Public officials work on tadbir and very often there is violation of rules and regulations and institutional norms are not followed strictly. According to Fukuyama's theory particularistic trust should be low and the generalized trust should be high so that the radius of trust would be high and only than any citizen can get the access of public officials and get their desired services from public institutions. But the finding that is no relationship between accessibility of the civil servants and citizens' trust in civil servants cannot be explained by this theory.

6.3 Implications for Future Research

This study has explored the generalized trust in the public institutions of Bangladesh, trends of trust in public institutions, main factors that have been affecting the level of citizens' trust in public institutions with special focus in civil service of Bangladesh. It would be beneficial if street level public service delivery get privilege in future research. People tend to be harassed more in the street level offices where they have to go for getting public services. It would be useful if case studies are being done in future to get a clear picture of the public institutions. There is a need for further empirical research. As Bouckaet, et al. (2002) notes, trust is never absolute; it is always conditional and contextual. Furthermore, broad social changes may be affecting the meaning of trust over time (Barber 1983). The meaning of citizens' trust several decades ago may have a much different meaning today, and the meaning of trust in public institutions today may have a much different meaning in the future. This dissertation research, although a worthy endeavor represents just a snapshot in time of a particular population. Follow-up studies are warranted to measure the results of the dissertation questions over time.

6.4 Conclusion

In spite of some limitations, the present study can be considered as one of the first attempts to explore the generalized trust and trends of trust in public institutions. This study identifies that the generalized trust varies from institution to institution due to the nature of the institutions. This study analyzes two time series data and by comparing these two survey data trend of trust is measured. Study shows that overall trust in public institutions is declining over a period of time. Generalized trust in some key public institutions like civil service, police is increasing significantly. Generalized trust in most of the public institutions like central government, election commission is decreasing. This study examines different factor that influences level of trust in civil service. This study identifies some socioeconomic variables those affect the level of trust. At the same time study finds some performance

factors of the public official that affect overall trust level in the public institutions. The study uses SPSS software to analyze the data. Moreover the study makes a focus group discussion of some key respondents from Bangladesh to validate the findings of the survey data. Finally the study finds all the answers of the research questions and fulfilled the objectives of this research.

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Governance Survey Questionnaire 2014-2015

Public Policy and Governance (PPG) Program
Department of Political Science and Sociology
North South University, Dhaka, Bangladesh

Questionnaire Serial Number:

Name of the district:	Date:
Constituency No:	
Name of the upazila	Ward/Union/Municipality:
Village:	Poling Station No:
Name of the interviewer:	

Part A: Socio-economic background

1.   Gender: (1) Male, (2) Female

2.   Age:

3.   Religion:

Muslim (1)
Hindu (2)
Buddhist (3)
Christian (4)
Others (5)

4.   Place of birth:
District: Municipality: Union:

☐h address and place of birth are same

5. Education qualification (according to last degree obtained):
1   Illiterate
2   Literate
3   Primary level (5th grade)
4   Lower secondary level (8th grade)
5   Secondary level (10th grade)
6   Higher secondary level (12th grade)
7   Graduate degree
8   Master's degree or higher

6.   Occupational Status:

1. Working
2. Self-employed
3. Unemployed
4. Retired
5. Student
6. House wife/homemaker

6a. If "working" than in which profession in the followings you are involved with (if your answer is 1 in the question No.6):

1.   Farmer
2.   Manual worker (skilled)
3.   Manual worker (unskilled)
4.   Executive, top management, director
5.   Professionals (for example, lawyer, doctor, accountant, etc)
6.   Teacher in a university
7.   Teacher in a school
8.   Teacher in a college
9.   Military service/police/security
9.   Public service
10. Other (please specify)………………
11. Not Applicable

6b. Main occupational sector (if your answer is 1 "working" in the question No.6):

1.   Private sector
2.   Public sector
3.   NGOs/foundation/social organization/trade union/civil society
4.   Other (please specify)…………………………………….
5.   Not Applicable

7. Please specify your monthly income …………

8. Are you involved with any social, voluntary, civil society or community organizations?

1. Yes,
2. No

9. If you answer is "yes" to the question No. 8 then please mark from the following list (you can chose multiple response)

1.   National level NGO
2.   Local NGO
3.   Trade Unions
4.   Professional organization (for example, business association)
5.   Student organization
6.   Voluntary association
7.   Community based organization

8.　　　　Religious organization
9.　　　　Cultural organization (drama and theatre, sports clubs, association or club)
10.　　　International organization
11.　　　Political party
12.　　　Other (please specify) …………….
13.　　　Not applicable

10. Do you attend religious services (such as religious ceremonies, festival, or going to mosque/mandir/pagoda/church)

Please explain you religiosity in the following manner.

Not religious at all				Very religious				Don't know
1	2	3	4	5	6	9	10	99

Part B: Level of satisfaction

11. Considering overall (for example, political, economic, family, etc.), how satisfied are you with your life?

			Very Satisfied			Don't know				
1	2	3	4	5	6	7	8	9	10	99

12. How satisfied were you five years ago?

Very Dissatisfied							Very Satisfied			Don't know
1	2	3	4	5	6	7	8	9	10	99

13. People have different views about the governance of our country. Where on this scale would you put the political system as it is today?

Very bad							Very good			Don't `know
1	2	3	4	5	6	7	8	9	10	99

14. Where on this scale would you put the political system, as you would expect it to be 5 years from now?

Very bad								Very good		Don't know
1	2	3	4	5	6	7	8	9	10	99

15. Are you satisfied with the way democracy is developing in our country?

Very Dissatisfied								Very satisfied		Don't know
1	2	3	4	5	6	7	8	9	10	99

16. Please respond to the following statements about the different social relationships.

	Strongly Disagree (1)	Quite Disagree (2)	Partly Agree (3)	Strongly Agree (4)	Don't know (5)
a) Even if parent's demands are unreasonable, children still should do what their parents ask.	1	2	3	4	9
b) Top officials in government/private sector/NGO are like head of the family. Their decisions should be followed by everyone.	1	2	3	4	9
c) It is normal that those with power, money and belonging to a high status family background should be respected and obeyed.	1	2	3	4	9

Part C: Citizens' trust in public/social institutions

17. I am going to name a number of organizations and institutions. How much trust do you have in them?

Organizations/Institution	None at all (1)	Not very much Confidence (2)	Quite a lot of confidence (3)	A great deal of confidence (4)	Don't know (9)
a) Parliament	1	2	3	4	9
b) Central Government	1	2	3	4	9
c) Upozilla council	1	2	3	4	9
d) Union council	1	2	3	4	9
e) Municipality/city corporation					
f) Department of govt.	1	2	3	4	9
g) Political party	1	2	3	4	9
h) Higher court	1	2	3	4	9
i) Lower court	1	2	3	4	9
j) Police	1	2	3	4	9
k) Army					
l) NGO	1	2	3	4	9

	1	2	3	4	9
m) Labor Organization/Trade Union	1	2	3	4	9
n) Student forum/association (apolitical)	1	2	3	4	9
0) Educational organization					
p) Election Commission	1	2	3	4	9
q)) Anti Corruption Commission	1	2	3	4	9

18. Generally speaking, would you say that most people can be trusted or that you need to be careful in dealing with people?

1.Most people can be trusted   (1) Yes (2) No   (9) Don't know

2.Need to be careful in dealing with people   (1) Yes (2) No   (9) Don't know

19. In your opinion what are the characteristics of a trusted man (please mention 3-5 characteristics).

a) …………………………………………………………………………..

b) ………………………………………………………………………….

20. In your opinion what are the characteristics of a trusted organization (please mention 3-5 characteristics).

a) ………………………………………………………………………….

b) ………………………………………………………………………….

21. I am naming some professions. Please mark your perception on these professions weather they are positive or negative?

	Very Negative (1)	Negative (2)	Not negative, not positive (3)	Positive (4)	Very positive (5)	Don't know (6)
a) Civil servant	1	2	3	4	5	9
b) Central politician	1	2	3	4	5	9
c) Local politician	1	2	3	4	5	9

d) Elected representative of local government (chairman, member etc.)						
e) Policeman	1	2	3	4	5	9
f) Judge						
g) Physician/Doctor	1	2	3	4	5	9
h) Nurse	1	2	3	4	5	9
i) Military personnel/Army officer						
j) Student	1	2	3	4	5	9
k) Official/Staff of NGO	1	2	3	4	5	9
l) Businessman	1	2	3	4	5	9
m) Official/Staff of business sector	1	2	3	4	5	9
n) School/college teachers						
o) Madrasa teacher	1	2	3	4	5	9
p) University teacher	1	2	3	4	5	9
q) Lawyer		2	3	4	5	
r) Journalist	1	2	3	4	5	9

22. How proud you are on the following?

	Not at all proud (1)	Not that proud (2)	More or less proud (3)	Too much proud (4)	Don't know (5)
a. As a Bangladeshi					
b. As a member of district or citizen of a locality					

23. Please suggest whether you agree or disagree on the following statements regarding government employees and services delivered:

	Completely Disagree (1)	Partially Disagree (2)	Partially agree	Completely agree (4)	Don't know (5)

			(3)		
Prompt and efficient					
Corrupt					
Self-serving rather serving public					
Helpful and responsive					
Friendly					
Disrespectful to the people					
Difficult to reach or inaccessible					
Reliable and trustworthy					
Treats everybody equally					
Not fully aware of own responsibility and duty					
Acts on 'tadbir'					
Follows existing rules and instructions while discharging duty					
Non-secretive in the disposal of official business					
Capable of discharging official tasks					

24. Stated below are different forms of government. Please give your opinion as to the different forms of government in governing this country:

Forms of Government	Completely Disagree (1)	Partially Disagree (2)	Partially agree (3)	Completely agree (4)	Don't know (5)
Parliamentary Form					
Presidential Form					
Federal Form					
Unitary Form					

Dictatorial Form					
Disrespectful to the people					
Monarchy					

25. Please give your opinion on the following statements:

Statements	Completely Disagree (1)	Partially Disagree (2)	Partially agree (3)	Completely agree (4)	Don't know (5)
It matters little whether you cast your vote or not, elected parties act on their own priorities					
Politics can hardly be influenced by ordinary people like us					
Most of the politicians make many promises without keeping them					
Politicians are corrupt					
Most of the politicians are capable and fully aware of their roles					
Politicians serve their own interest rather than that of public					
Most of the time politicians undertake appropriate actions					
Consequence may not be good when a government loses public trust					
Present political system has become polluted					
We need a strong visionary to lead us					
In general terms it can be said that, the country is being run to serve the interest of some big powers					
In general terms it can be said that, the country is being run for the welfare of the people of the					

	country					

26.1 Please assess the following elements of governance in the overall performance of the public and private institutions:

	Accountability					
Institutions/Sector(s)	Very low (1)	Low (2)	Average	High (4)	Very High (5)	Don't know (9)
Central Government						
City Corporations/Pourashovas/ Upazila/ Union Council						
Police						
Health Services						
Education System						
Agriculture Services						
NGO, Localized Institutions/ Associations						
Private Institutions						

26.2

	Transparency					
Institutions/Sector(s)	Very low (1)	Low (2)	Average	High (4)	Very High (5)	Don't know (9)
Central Government						
City Corporations/Pourashovas/ Upazila/ Union Council						
Police						
Health Services						
Education System						
Agriculture Services						
NGO, Localized Institutions/ Associations						
Private Institutions						

26.3

	Rule of law at Governmental Activities					
Institutions/Sector(s)	Very low (1)	Low (2)	Average	High (4)	Very High (5)	Don't know (9)
Central Government						
City Corporations/Pourashovas/ Upazila/ Union Council						
Police						
Health Services						
Education System						
Agriculture Services						
NGO, Localized Institutions/ Associations						
Private Institutions						

26.4

	People's participation at Governmental Activities					
Institutions/Sector(s)	Very low (1)	Low (2)	Average	High (4)	Very High (5)	Don't know (9)
Central Government						
City Corporations/Pourashovas/ Upazila/ Union Council						
Police						
Health Services						
Education System						
Agriculture Services						
NGO, Localized Institutions/ Associations						
Private Institutions						

27. Please give your opinion on the quality of services delivered by the following institutions of your locality during the last few years:

Services	Completely unsatisfactory (1)	Unsatisfactory (2)	Average satisfactory	Satisfactory (4)	Very Satisfactory (5)	Don't know (9)
Primary School						
Secondary School						
High School						
College						
University						
Health Services in a Public Hospital						
Health Services in a Private Hospital						
Law and Order						
Supply of electricity						
Supply of energy(gas, fire wood, kerosene)						
Waste disposal						
Construction of roads and maintenance						
Maintenance of bridges and culverts						
Water supply						
Drainage and sanitation						
Communication network with local markets						
Mass tan sports(bus, train, launch, steamer)						
Postal services						
Banking services						
IT services(Internet and communication technology)						
Agriculture extension(seeds, new or advanced technology, fertilizer)						
Livestock services(artificial insemination, control of diseases)						

28. Please give your opinion on the quality of services delivered by the following institutions of your locality during the last few years:

Sectors	Very Successful (1)	Partly successful (2)	Neither successful nor unsuccessful (3)	Yet to become successful (4)	Not at all successful (5)	Don't know (9)
Poverty Alleviation						
Prevention and control of crime(Control of narcotics and drugs)						
Ensuring public safety						
Provision for creation of jobs						
Prevention of environmental pollution and reduction of risks						
Family Planning						
Anti-corruption						
Prevention of trafficking of human beings						
Strengthening of local government institutions						
Developing human resources for overseas employment						
Reduction in the rate of maternal and child mortality						
Overall improvement in the economic conditions of Bangladesh						

29. Please give your opinion on the Bangladesh governments' capability to cope with the challenges of disasters?

	Extremely incapable (1)	Incapable (2)	Averagely Capable (3)	Capable (4)	Very capable (5)	Don't know (9)

Natural disasters(Flood, landslides, land erosion, earth quake)					
Accident (Road accidents, fire, land erosion etc.)					
Disease and epidemic (cholera, dyhorrea, dengue, malaria etc.)					

30. Please give your opinion/perception of the following statements:

	None of them (1)	Hardly any (2)	Few (3)	Quite many (4)	Most of all (5)	Don't know (9)
Generally speaking are Bangladeshi politicians corrupt?						
Generally speaking are Bangladeshi government officials and employees corrupt?						

31. In the last few years, did any government officer or employee asked for bribe from you or any member of your family?
    i).Not at all.
    ii).Hardly any.
    iii).Some times
    iv).Most of the time
    v).Always
    vi).Don't Know

32. To what extent you are interested in politics?

    i).Not at all interested.

ii).Least interested.
iii).Partially interested
iv).Little interested
v).Don't Know/ will not disclose

33. Which political party you feel attached to?
………………………………………………………………………..

Annex II

Interview guide for Focus Group Discussion in relation to citizens' trust in public institutions

1. What is the general perception of people about public institutions in Bangladesh?

2. Do you think that public institutions should enjoy people's trust?

3. What according to you are important factors for institutions to become trustworthy?

4. What is the present level of trust on some key institutions of Bangladesh such as higher judiciary, police and election commission?

5. Do you think that trust on institutions in Bangladesh such as police, civil service, higher judiciary has declined in recent times?

6. Do institutions in Bangladesh vary in terms of trust? Which are the institutions enjoy more trust than others and why?

7. According to the survey findings level of trust for civil service and police in Bangladesh has been increased compared to the past. On the other hand trust in election commission has been decreased significantly. Level of trust in judiciary, army has been relatively stable in the recent years. Do you think that all these observations are valid?

8. What according to you are reasons for these variations across institutions?

9. What consequences may arise in absence of citizens' trust in institutions in Bangladesh?