

Performance Appraisal System in Bangladesh Civil Service: A Review and Recommendations

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Abstract: *Performance appraisal system was first introduced during the period of Chinese Emperors of Wei dynasty (ad 386–534/535). Later on, after a long span of time, the western world was accustomed and introduced it in Government sector in the 19th century. In Bangladesh it was first pioneered by the British colonial Government. At present, in Bangladesh the performance is assessed by Annual Confidential Report (ACR). It is mentionable that existing ACR had gone into gradual changes over time and especially during different times of reform. The present ACR system is found handicapped to objectively explain the performance indicators for personnel management, like transfer, posting, promotion, deputation, training and reward etc. In many other countries of the region, as well as the developed countries, have already changed the performance management system and introduced Performance Based Evaluation System (PBES). The PBES is a scientific process of performance management as well as performance development tool. Ministry of Public Administration is trying to introduce PBES on a piloting basis. As PBES is a new and unfamiliar system of performance appraisal, it may face a good number of challenges and constraints. With a view to improve performance management system in Bangladesh Civil Service at the senior level, there is no way out other than adopting PBES as an effective tool of human resource management.*

1. Introduction

1.1 The concept of Performance Management (PM) has been thought about as one of the most important and positive developments in the sphere of Human Resource Management. Managing the public services in the 21st century has evolved around the world with a view to improving the performance of the employees both in public and private sectors in delivering better services to its clients. Performance measurement is an essential and important managerial activity to evaluate people at work. Measurement is a significant issue to ascertain the productivity of any service or organization, public or private. A human resource specialist 'Beach' defined it as "The systematic

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evaluation of the individual in respect of his performance on the job and his Potential for development." Another expert T. H. Stone defined it "as the process of collecting, analyzing and evaluating data related to job behaviours and results of individual."

1.2 The importance of Performance Appraisal, inter alia Performance Management System, is recognized world wide as the essential aspect of organizational management. It is the means for selecting an individual for promotion, posting, reward or punishment and is treated as an effective tool for career planning. Performance measurement refers to an assessment of the degree of achievement of employees by the controlling authority in relation to efficiency, output, quality and effectiveness. Efficiency, essentially and fundamentally signifies the quantum of output, tangible or intangible indicating the ratio of the amount of output to the amount of input.

2. History of Performance Measurement

2.1 PMS in Earlier Days

The history of formal performance measurement system can be traced back to the period of Chinese Emperors of Wei dynasty (ad 386-534/535) who used to appoint imperial assessors to evaluate the performance of officials with high rank and profile. Performance measurement for industrial workers was perhaps first introduced in 1800 at Robert Owens's cotton Mills in Scotland. But this appears to have been isolated efforts.

2.2 19th Century Development

Widespread use of performance measurement started in public organizations in the western world in the 19th century. Formal measurement systems were introduced in industries for hourly rated workers after the First World War. The practice of measurement techniques was developed at the wake of Frederick Taylor's time. The use of formal performance measurement system for managerial personnel in industry and business, however, is a much later development that really started only after the Second World War. The year 1960, has been identified for the extensive use of performance measurement system for managerial personnel in public and private enterprise industries.

2.3 Bangladesh Context

In Bangladesh, the Personal Management system used in Civil service, as well as in all other government offices, is known as Annual Confidential Report and it contains as many as twenty five attributes for evaluating an employee. The system for evaluation of performance and personality traits has many inadequacies in selecting prospective candidate for shouldering crucial responsibilities. The effective and efficient achievement of desired national goal, being the main theme of Public Administration Reform, absolutely depends on choosing the **right man for the right job**, having efficiency, dynamism, moral courage, integrity and honesty. The performance evaluation system should necessarily facilitate the process of person identification for the requirement of a specified post. These all in turn speak of an ideal Performance Appraisal and a good career planning.

2.4 PMS & HRM

Performance Management System (PMS) is one of the major components of the Human Resource Management (HRM). The Performance Based Evaluation System (PBES) is the recent development of Performance Management proposition. The PBES is popularly known as an ideal Performance Assessment approach or Performance Measurement System in an organization. Performance appraisal is a periodic activity, whereas performance management system is a continuous process for an overall personnel development.

3. Legacy and Evolution of Annual Confidential Report in Bangladesh

In Bangladesh, performance is measured in the light of assessment of a person made in line with Annual Confidential Report.

3.1 Purposes of ACR in Bangladesh Civil Service

ACR in Bangladesh Civil Service is normally meant for a particular calendar year. Its purposes are:

- (i) Ensuring accountability in Civil Service;
- (ii) Providing cumulative records of an officer's performance;
- (iii) Playing the role as a means for improving performance;
- (iv) Supplying vital information for the purposes of posting, transfer, training, career advancement and other personnel decisions.

3.2 Scenario before 1982

In Bangladesh, the Performance Appraisal known as Annual Confidential Report (ACR) has long traditions and evolutions. Before 1982, ACR form in Bangla (Bangladesh Form No, 290-Ka) was used for both Class-I and Class-II Government servants. The form contained thirteen specifically narrated indicators to be evaluated as Ka-I/Ka/Kha/GA/Gha. 'Ka-I' stood for very good, 'Ka' for good, 'Kha' for average, 'Ga' for below average and 'Gha' for unsatisfactory/poor performances. Further, there were four other blank columns '14-17' to write down the special attributes of the Officer Reported Upon (ORU). Besides, items '18-24' were incorporated to evaluate additional qualities ascribing tick mark only on appropriate box.

3.3 Secrecy of the Contents

In Civil Service, the contents of the ACR was primarily strictly secret. The ORU was given only the extracts of adverse remarks, if any. He/she had no feedback about the improvement of his/her weaknesses and the ACR thereby lost developmental motivational value or improvement of the Officer Reported Upon (ORU).

3.4 ML Committee Report in 1982

In 1982, a Martial Law committee was set up to review the format of Annual Confidential Report. Based on the recommendation of the committee, some changes were incorporated and ACR form was revised accordingly. The new form was introduced for class-I officers and the previous form was kept valid for class-II officers. The new form was developed in English and was made open so that the Officer Reported Upon (ORU) could know his strengths and weaknesses for future improvement and further development.

3.4.1 Features of New Form

The new form had eight personal attributes and twelve performance attributes, with a rating scale 1-5. Every item/mark contained descriptive adjectives, such as personality: Most dignified, effective and dynamic=5; commands obedience=4; Average personality=3; partially effective=2 and weak=1. The Total grading were outstanding=91-100, Good= 81-90, High Average=65-80, Average=45-64, Below Average=31-44 and Unsatisfactory=20-30. The form was for all class-I officers except secretary, Additional Secretary Incharge/Joint Secretary Incharge.

3.5 Change in 1984

In 1984, minor changes in the overall nomenclatures of the grading were done and both ACR form-I and ACR form-2 were translated in Bangla and were introduced as such. The overall grading slaps of ACR form-1 were:

Extraordinary	=	91-100
Very Good	=	81-91
Good	=	65-80
Average	=	45-64
Below Average	=	31-44 and
Unsatisfactory	=	20-30

3.6 The Problem of Feedback

The decisions of providing feedback of weak points to the concerned ORU allegedly led to overrating and deterioration of personal relationship between the ORU and the RIO. The Government as such made the ACR closed again from 1985 (vide circular of CR branch, Ministry of Establishment, dated 5th May, 1985.)

3.7 Changes in 1990

In 1990, some major changes were brought in the ACR form-I and the existing ACR form-1 [Bangladesh Form No. 290-Gha (revised)] was introduced with some development. The form has thirteen personality trait items and twelve performance attributes with a rating scale of 1-4. Some of the items of personal attributes have been inter changed. Four new attributes such as reliability; capability to take decision; interest and capability to train subordinates and promptness in initiating and countersigning ACRs have been added. The overall grading as per the new form, is outstanding=95-100; Very Good=85-94; Good=61-84; Average=41-60 and Below Average=40 and below. No descriptive traits for award of score have been introduced.

4. Existing Performance Evaluation (ACR): Short Comings and Weaknesses

4.1 Nature of Attribute in ACR

As discussed above, present ACR has twenty five attributes, thirteen

personal and twelve performance attributes with a rating grade 1-4 without any descriptive attributes. This compels the RIO to be totally subjective in awarding marks. Personal trait forms 52% marks and performance attribute 48% marks. Devotion to duty, volume of work and quality of work comprise only 16% marks. As a result, placement of too many indirect attributes neglecting the quality and quantity of work is appeared to be one of the major shortcomings. Moreover, most of the job criteria are overlapped rather than work related or job centered.

4.2 Instruction in Part-III & Part-IV

In part III and part IV, some of the items/traits are highly correlated. For example, if an ORU is well disciplined, he must be punctual and one who have no sense of responsibility, he cannot be devoted to his duties, discipline and punctuality. On the contrary, an officer with, good sense of responsibility, must be security conscious. Further, "initiative and drive"; "promptnesses in taking action and carrying out orders", "co-operation" seem to be very broad in nature and overlapped. There is a separate item/trait for 'personality' which may not be required at all, since all other personality traits combined together make the personality of a man. It is so that deficiency in one may lead to the failure in others. It is not logical to set correlated items for separate scores.

4.3 Comparison of Grading

Comparison of the overall grading of pre-1990 and 1990 ACR is as follows:

Table-1: Comparison between Pre-1990 and 1990 ACR

Grading	Pre-1990 ACR score	Latest (existing) ACR score	Remarks
Outstanding	91-100	95-100	
Very Good	81-90	85-94	
Good	65-80	61-84	
Average	45-64	41-60	
Below Average	31-44	40 and below	
Not satisfactory	20-30		

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4.4 Comparison between Personal Attributes

Comparison between personal attributes and the performance attributes of the pre-1990 ACR and the current ACR are as follows:

Table-2: Personal Attributes in ACR

Pre-1990 ACR Items	Existing ACR Items	Remarks
Sense of discipline	Same as pre-1990 ACR	
Judgment and sense of proportion	-do-	
Intelligence	-do-	
Initiative & drive	-do-	
Public Relations	-do-	
Personality	-do-	
Co-operation	-do-	
Security Consciousness	-do-	
	Punctuality	Brought from performance trait of pre-1990 ACR
	Reliability	Newly added
	Sense of Responsibility	-do-
	Interest in work	-do-
	Promptness in taking action and carrying out orders	-do-

4.5 Comparison 1990 ACR & Existing ACR

Table-3: Comparison of Performance Attributes of the Pre-1990 ACR and Existing ACR

Pre-1990 ACR Items	Existing ACR Items	Remarks
Professional knowledge	Same as pre-1990 ACR	
Quality of work	-do-	
Output of work	-do-	
Ability to supervise and guide	-do-	
Relationship with colleagues	-do-	
Capability to implement decision	-do-	
Power of expression-written	-do-	
Power of expression-oral	-do-	

Sense of Responsibility and Devotion to duty	Devotion to duty	Sense of responsibility has been shifted to personality traits
	Capability to take decision	Newly added
	Interest and capability to train subordinates	-do-
	Promptness in initiating and Countersigning ACR	-do-

4.6 Pen Picture by the RIO

The fifth part is the space kept for pen picture by the RIO. In many cases it is seen that (i) the qualities of the ORU which have been marked in part-III & part IV are again mentioned in this space, (ii) the remarks written contradict to the marks awarded to each individual trait, (iii) the remarks contradict to the overall grading of the ORU, (iv) special qualities of the ORU are not mentioned. For example, the overall grading made by RIO is good but in the 'pen picture' the ORU has been awarded an adverse comment. For example, in some cases, the overall grading of the ORU is seventy five but he/she has been adjudged as the asset of the country in the 'pen picture'. These inconsistencies are unfortunate and diminishes the value of Performance Appraisal System (PAS).

4.7 Less Scope to Assess according to Professionalism

Present ACR lacks in evaluating an ORU as per his/her professional activities, for there is no such item to be evaluated. For example, an Upazilla Nirbahi Officer and Deputy Commissioner may be evaluated for their contributions in the field of primary education and eradicating mass illiteracy, a teacher (education cadre) for his contribution in teaching, a fishery officer for his service in pisciculture, a Livestock officer for his relevant service to the people and so on. It is felt that there should have been specific professional/job oriented criteria for performance evaluation.

4.8 No Specification of Training Need or Aptitude

In the sixth part of the existing ACR, specific comments are not made as to the training need and aptitude of the ORU. These are pre-requisites for a sound human resource development planning, without which the deficiency of the ORU cannot be removed and he cannot be made ready to shoulder higher responsibilities in future. These should be clearly spelt

out by the RIO.

4.9 No Mention of Last Date of Promotion

In the column "fitness for promotion" four specific traits are to be ticked. This is also discriminately ticked by the RIOs. Because in most of the cases, the RIOs are not aware of the time of ORUs last promotion. To rectify this, a column for "date of last promotion" should be introduced in the "Bio-data" Part (part two) of the ACR.

4.10 Lacks Comment of CSO

The seventh part of the ACR is for the CSO. In many cases, he/she did not indicate whether the evaluation of the RIO is very good/reasonably good/ conservative/liberal/biased. The CSO mostly does not write any comment in the space as provided in the ACR. This is an irregularity and does not help in proper assessment of the ORU.

4.11 Under Rating of ORU by RIO

Personal experience reveals that in some cases, ORU's failure to comply with illegal/unethical request of RIO are reflected lower rating than the ORU actually deserves. This happens because of the traditional and subjective system of Performance Appraisal. Furthermore, in some cases, the CSO do not possess any idea about the performance of the ORU and even then they evaluate the ORUs discriminately. This is one of the weaknesses of the present ACR and this can be removed by evolving a formula for ideal evaluation of the ORUs.

4.12 Indulgence of Sycophancy by Subordinates

Usually the communication flows downward. Rarely subordinates can give meaningful feedback to the superiors. To avoid undesired marking in the ACRs which may hamper promotion or other upliftment process of the ORUs, they normally follow other ways. To keep the superiors in good humour and to facilitate their career path (for getting extraordinary grading) many subordinates indulge in sycophancy. This adversely affects development and maintenance of healthy working relation between officials at different levels in the hierarchy.

4.13 Irrational use of Adverse Comment

Before making an adverse remark, the RIO must follow the instructions laid down below:

(a) In case of initial offence, first point out verbally the mistake/omission committed by the officer concerned and suggest corrective action;

(b) In case of recurring or a deliberate offence/error/omission, a written warning should be issued. The warning should be frank, firm and unambiguous.

It is found from experience that in almost all the cases, when adverse comments were written no such warning is usually issued. In such a situation any such adverse comment could hardly be sustained.

5. Some Issues for Consideration

5.1 BPSC Report in 1990

Bangladesh Public Service Commission in its report of 1990 stated as, "very often the officers reported upon had been assessed 'not fit for promotion', though the overall rating of the officer was satisfactory and he/she had fulfilled all the criteria for promotion prescribed in the relevant rule. In some cases, it is found that initiating officer had made adverse comments in different columns of the ACR forms but the ORU had been recommended for promotion. It is extremely undesirable to have contradictory remarks in the ACR." The Commission has further noted that the adverse comments were not communicated to the concerned officer for long time. Some cases of writing ACR after long time delay had come to the notice of the Public Service Commission. All these issues need to be addressed properly.

5.2 Survey by BPATC

BPATC in a survey found that 34% (84 out of 246) respondents from different services who got more than 80% marks in their ACRs, had full knowledge about their ACRs and 33.5% (82 out of 246) had partial knowledge. It indicates that the ORUs who got very good/good in the ACRs happen to know about their score although the ACRs are not supposed to be shown to the ORUs. It indicates that the present Performance Management System is not working well in terms of secrecy.

5.3 Justification of Assessment Rating

"Instructions for Filling up ACR form-1 and ACR Form-2" has been published and introduced by the Ministry of Establishment in 1982, in

which it is mentioned as "An outstanding grading is received only in very exceptional cases and such officers will be only amongst the top 5% of gazetted officers in the organization. An officer will be considered "outstanding" only when he/she sets a unique example of dedication to duty or an extraordinary service to the people or so efficient a service that results in remarkable achievement for the organization." It is not being followed in many cases by the RIOs. To avoid such type of overrating the RIO/CSO should be instructed to cite specific example to justify the marking. Otherwise, that particular ACR of the ORU be considered as good or an average of the last five years ACR be taken into consideration.

5.4 Transparency in Assessment

It could be recalled that before 1985, it was also envisaged in the above mentioned instructions that "Parts I-VI of the ACR will be shown to the ORU, for which purpose an interview will be fixed by the RIO with prior notice. In the interview, the RIO will informally and frankly, present his/her assessment of the performance to the ORU, He/she will commend the ORU for good work and also point out his/her shortcomings, with necessary advice for correction". Although, this provision was withdrawn by the Government since 1985, no effort had yet been taken to revise the instructions. Recently, Ministry of Public Administration has undertaken initiative in this regard.

5.5 Justification of Reform in Appraisal System

5.5.1 The design of the form of ACR and the way of its operation hardly cope with the purpose of ACR. Like other developed and developing countries, Bangladesh can also introduce the goal and result-oriented system of appraisal in the BCS to have better results.

5.5.2 To make the Appraisal system more effective, career development/planning is to be integrated with it. In order to make it more realistic and meaningful, selection of the right man for right job is a prerequisite. Transparency, effectiveness, accountability, rationality and dynamism in all the spheres of administration should be restored. It is very much necessary to revise the existing ACR form which will surely & positively contribute in Public Administration Reform.

6. The Performance Based Evaluation System (PBES): A Paradigm Shift

6.1 The PBES is the most recent concept evolved in the arena of scientific performance management system. It is necessary to mention that some works have already been done on PBES. First of all, back in 2007, this idea was propagated by the Ministry of Public Administration to replace existing Annual Confidential report (ACR) with PBES. Some donor agencies came up with fund and Ministry of Public Administration with the assistance of development partners devised a format of PBES. In this regard workshop was held and inter-ministerial discussion took place. Attempts were made mainly from Confidential Report Branch of the Ministry of Public Administration. Officers from different Cadres were invited in the workshop held at BIAM sometimes back in 2007. Later on the issue was dropped down like many other research drives of the Ministry of Public Administration.

6.2 The issue was again activated when a PIP group of MATT-2 Programme headed by Monwar Islam, the then Joint Secretary of CPT Wing of Ministry of Public Administration, took PBES as their Performance Improvement Project (PIP). They could comfortably managed the issue, as some basic job was already done by the Ministry of Public Administration earlier. Further enquiry reveals that Mr. Islam took the same discourse in his NDC Individual Research Paper, in 2009. Of course this time he tried to make significant improvement of it. So, one could obviously find some legacy and ground work on PBES. Anyway, PBES in present day, is a common tool for measuring performance in many corporate offices and private sector business. It is also used in Bangladesh Defence Services with some acceptable flexibility.

7. Performance Based Evaluation System (PBES)

7.1 Role of PBES

Performance measurement system has been used as an important management tool and assessment index to ensure the expected output and measure outcome. A major overhauling, leading to qualitative change in service delivery of Bangladesh Civil Service, is a prime need of the time. Without an efficient and committed Public Administration, vision 2021 as declared by the Government can never be optimally implemented. The incorporation of Performance Based Evaluation System (PBES) in place of present ACR, may bring an incremental change in Bangladesh civil service.

7.2 PBES as a Problem Solving Tool

The perception of PBES in context with BCS is to improve the quality of performance of the personnel working in the same in order to achieve the targeted results. It facilitates the mutual understanding of the practices by the policy makers and other actors assesses/officer reported upon (ORU), assessor/report initiating officer (RIO), Counter Signing Officer (CSO) - in Public organizations. The main motto of PBES is to find out the problems currently faced by the organization and the challenges ahead of it. One of its principles is to identify the potential gap between an employee's actual performance and expected performance with a view to minimize the gap. PBES incorporates employee's feedback, development and market compatible compensation package.

Performance based evaluation system, not merely change the skeleton of ACR, rather it is an integrated comprehensive approach which tries to build a linkage among transfer, posting, promotion, training, award, reward, and recognition and in some cases sanctions also. PBES can play a vital role in ensuring effective civil service and creating a phenomenal change in the arena of good governance.

7.4 Scope and Objectives of PBES

The significance of Performance Based Evaluation System is to ensure expected results which inevitably involves on how individual performance is measured in relation to the strategic goal of a public organization. The probable specific objectives of PBES are listed below:

- (a) To ensure a realistic yardstick for evaluating individual's contribution to the implementation of the government policy/program, efficiency level, managerial strength and development activities;
- (b) To assess the individual in achieving the organizational goal;
- (c) To pave the way for right man on the right place by considering the potentiality of the employee;
- (d) To envisage a realistic basis for assessing training needs, eligibility of promotion, appropriateness of reward and development of inner qualities of an individual officer;
- (e) To make an accurate distinction between good performer and non-performer.

7.5 Model of PBES

Performance Based Evaluation System is a process whereby a ministry/division/department/agency may involve its employee both as individual and a member of the group, with a view to realize its organizational strategic goal and objectives. Following PBES, many of the South-East Asian countries like Singapore, Malaysia and South Korea have achieved tremendous organizational development. A probable model of PBES has been developed taking experience of those countries and especially the piloted PBES by the Ministry of Public Administration. It may be mentioned that Defence Services and Bangladesh Bank have also successfully introduced modern PMS for their respective officials. Attempts have been taken by Ministry of Public Administration to validate the model.

8. Stages of PBES

The PBES may be divided into six stages considering its operational dimensions. We are giving below the brief identity of the whole system:

- (a) Preparation of a Forward Job Plan (FJP) – the planning process
- (b) Implementation Monitoring of FJP – Monitoring process
- (c) Objective evaluation of performance evaluation process – Performance measurement
- (d) Ranking by an independent body – External evaluation
- (e) Improvement of performance (for non performance) – positive achievement
- (f) Linking PBES to Career path – Career Management

9. Description of Stages:

9.1 Stage-1: Formulation of a FJP (the planning process)

9.1.1 PBES starts with yearly work target, setting of goals in order to achieve the optimum output. There are five queries in planning process of PBES, as narrated below:

- (a) What job is to be done;
- (b) Why to be done;
- (c) How to be done;

(d) Who would make it done;

(e) When it would be done.

9.1.2 So in formulating this basic plan, the above mentioned five quires must be addressed properly. It could be remembered that three sorts of performers would be involved with the whole process of PBES. They are-

(a) The Assessee (ORU);

(b) The Assessor (RIO);

(c) The CSO (the arbitrator and final decider).

9.1.3 At the first stage, the Assessee will have to formulate a FJP taking necessary inputs from his immediate controlling officer. From the managerial view point, his FJP should combine the attributes of SMART analysis i.e. Systematic/Specific, Measurable, Achievable, Realistic and Time bound. PJP will essentially be developed on job description. In PJP system, one has much scope for inclusion of innovation, intuition, skill and experience etc. In other words, there has been much scope for adoption of new ideas and thoughts as well.

9.1.4 Speaking precisely, the business of the ORU is to prepare an Annual Action Plan (AWP) in consultation with the RIO. The business with in the AWP may be divided into 4 quarters in a calendar year. After finalization of PJP, the ORU and RIO will authenticate it by joint signature. In case of disagreement if any, the CSO will play the role of arbitrator.

9.2 Stage-2: Implementation Monitoring of FJP (Forward Job Plan)

In the PBES, Implementation and Monitoring will run hand to hand. Throughout the reporting period, the supervisor (RIO) would regularly monitor the progress of performance of the Assessee. Monitoring of implementation may be done weekly, bi-weekly, fortnightly, monthly or at least quarterly as per requirement of the job. Regular monitoring is very effective tool to address the lapse and gaps if any from the side of the RIO.

9.3 Stage-3: Objective Evaluation of Performance

Evaluation of performance in an objective way is very crucial for any organization. In PBES the performance of an officer is assessed on the basis of work done during the period under consideration as it was

agreed upon in times of preparation of Forward Job Plan (FJP). It may be mentioned that the Key Performance Indicator (KPI) may differ from one service to another service and one post to another. However, there may be some common criteria like planning capacity, organizing power, goal setting standard, implementation follow up, output and outcome assessment, moral standard, integrity, sincerity, professional skill, leadership quality, ICT literacy and resource management efficiency etc.

9.4 Stage-4: Ranking by an independent body

In the PBES, objectivity is the prime issue for consideration. So, the 3rd party evaluation goal which will assess the ranking of the incumbent for the service benefits as well as administrative and financial aspects. The board will play the role of an appellate authority in case of disputes among the assessee, assessor and the countersigning authority.

9.5 Stage-5: Performance Improvement for Weak Performers

In the PBES there is a way for self correction and upgradation of the assessee by use of motivation from the part of the supervisor. Some degree of flexibility exists here for improvement of performance those who can not perform well at the initial stage. The supervising authority will amicably monitor the activities of the RIO. Even if anything running wrong, he will be guided to correct it, and necessary motivational programs will be undertaken. He will be given a considerable timeframe for self improvement. If meanwhile he fails to reach the targeted level, actions will be taken against him.

9.6 Stage-6: Linking PBES to Promotion, Award, Reward, & Sanction

9.6.1 One of the benevolent aspects of PBES is that it is so designed to linking up good performance with reward, in terms of good financial packages, promotion and important placement/posting or otherwise. In the Singapore system, they follow the principle "reward for work and work as reward". If no such reward or award system prevails, the good performer would be frustrated and feel discouraged. As a whole the organization will be affected.

9.6.2 The PBES model as piloted by Ministry of Public Administration will be clearer from the following diagram:

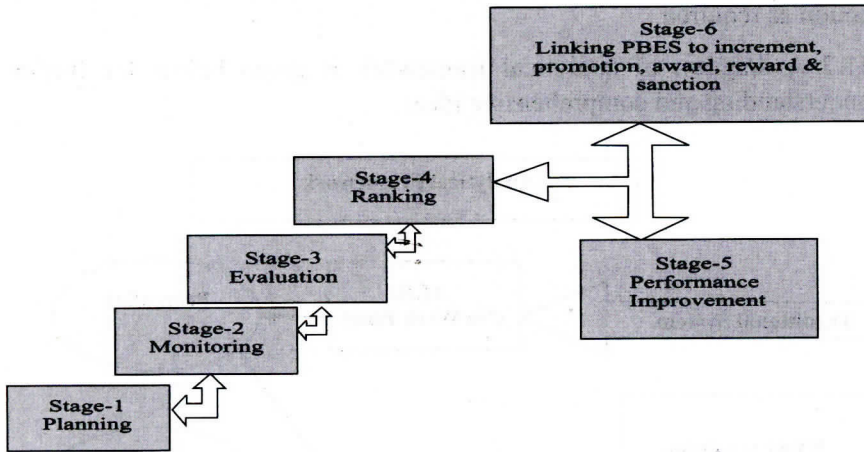


Fig. 1: Proposed Model of PBES

10. Purview of PBES

An examination of different administrative units in Bangladesh shows that PBES may be applied in Ministries, Divisions, attach Departments, different Corporations, Autonomous and Statutory bodies throughout the country. Depending on the job nature, job description and other parameters, the Key Point Indicators (KPI) may slightly differ from one organization to another. Even, depending on the nature of business, it may to certain extent differ from one post/service to another. Analysis says, these sort of deviation is not significant for overall consideration.

11. Analytical Framework

11.1 Integration of Micro Level Vision in PBES

PBES as we have discussed earlier, is a process to examine, assess, monitor and improve the performance of an individual working in an organization, especially in our case, in the senior position of Bangladesh Civil Service. Under the skeleton of PBES, the whole scenario that exists between an organization and personnel working in the organization, can be better explained by use of an analytical framework. The analytical framework reveals the vision, mission, strategy, goals, annual action plan, implementation process, monitoring, evaluation and ultimately identification of good performance in order to reward/award the best

possible performer. The analytical framework is a strategic way of finding the reality existing within an organization and to take necessary action as required.

11.2 A diagram of analytical framework is given below for further understanding and comprehensive idea:

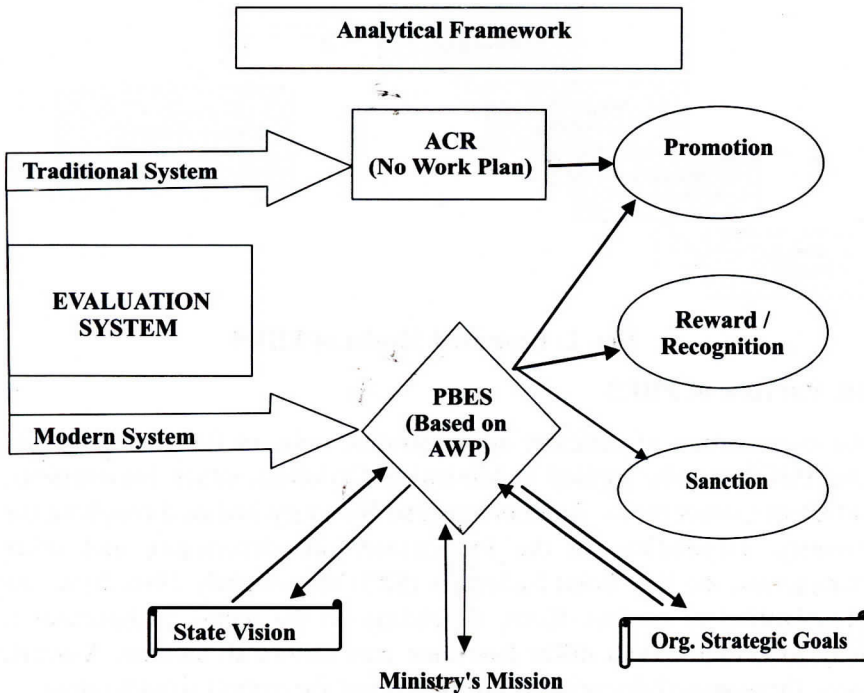


Fig. 2 Analytical Framework of PBES

11.3 Analysis of the Diagram

The above diagram shows that evaluation is divided into two systems i.e. traditional and modern. At this juncture, ACR is a traditional system whereas PBES is modern system. There is no annual work plan in traditional ACR system, on the one hand. On the other hand, the PBES is based on annual work plan in the broader perspective of organizational strategic goals, ministry's mission and national vision. Moreover, ACR is used only for promotion. But the PBES will be used for promotion along with financial incentives, reward, recognition and also, in certain cases, sanctions.

12. Comparative Advantage of PBES

PBES beyond doubt has some advantages over the present system of Annual Confidential Report as explored by Mr. Monowar Islam in his NDC Individual Research Paper titled as 'Performance Based Evaluation System for Bangladesh Civil Service – Challenges and Opportunities'. He found some tangible advantages of PBES over ACR system. Considering the relevance, we are showing below the findings in a diagrammatic form as developed by Mr. Islam:

Table-4: Comparative Advantages of PBES

Levels	Present ACR System	Proposed PBES	Incremental benefit
Individual Level	Subjective evaluation & performance is not measurable	Objective evaluation & performance is measurable reasonably	Justice is ensured
	No clear accountability is visible	Accountability would be ensured	Accountability is ensured
	Right man in the wrong place and vice versa	Right person would be selected for right position	Efficiency is valued
	Career Planning is missing	Career Planning would be easy	Produces quality officials
	Less opportunities for positive competition among officials	Create positive competition among the officials	Meritocracy gets preference over spoil system
	Limited scope for team efforts	Wide scope for team work	Team spirit is uphold
Institutional Level	Routine work is done	Link with the goals of an organization	Output of organization is enhanced
	Static system	Dynamic system	Society is benefited
	No initiative for change management	Change management would be encouraged	Easy to take pragmatic decision for organ.
	Transparency is not ensured	Transparency is ensured	Ensures equal opportunities for all
Systemic Level	No annual work plan	Based on annual work plan	Easy to monitor and achieve organizational target
	Individual self-interest undermines the Client's /stakeholder's interest	Client's/stakeholder's choice is uphold	Customers, clients, and stakeholders are valued
	Traditional work	Opportunities to	Reduces the time,

Levels	Present ACR System	Proposed PBES	Incremental benefit
	process is followed	reduce the work process in an organization	money and energy & benefit the organ.
	Ample opportunity for corruption	Helps to combat corruption	Reduces the misuse of the public resources
	Individual or group interest is served	People oriented rules, regulations, policy and programme are taken	Ultimately benefit the people and the society as a whole
Source: Survey data & information of the research study by Mr. Islam			

13. Problem in Introducing Performance Based Evaluation System

Definitely PBES is an improved version of performance evaluation process over the ACR system. In fact, in ACR a person is subjectively assessed, whereas in PBES an incumbent is thoroughly and objectively evaluated keeping in consideration his potentials, strengths, weaknesses and threats. The problems of implementing PBES can be termed as challenges of implementation. The implementation challenges may be categorized as individual challenges, institutional challenges, miscellaneous challenges and systematic challenges. In case of individual challenges, the issue of frequent transfer, negative bureaucratic mindset, poor compensation package etc may be considered. In case of institutional challenges one would observe, the present administrative set up is not ready to implement PBES. Absence of strategic goals in majority of the organizations under BCS and inadequate span of control are more prominent. Referring to miscellaneous types of challenges we could name rampant corruption as well as corrupt practices in Civil Service, strong tadvir of powerful officers for crucial posting and promotion, lack of proper decentralization of authority, undesirable politicization of Civil Service and last, but not the least, inadequate facilities towards practicing e-governance may be cited. Moreover, there have been some systematic challenges adhered to the present systems as constraints. Among systematic challenges we could name non existence of some core policies like- Civil Service Act, Appropriate Promotion Policy, Placement and Deployment policy, Career Planning, Human Resource Management Policy and Civil Service Authority etc. may be mentioned.

14. Recommendations

Following are the recommendations to revise the existing ACR form:

- A. The overall grading of marks should be rationalized.
- B. Present ACR should be replaced by partially confidential and partially open system.
- C. Objective criteria needs be developed immediately.
- D. A half-yearly assessment system may be introduced.
- E. The points for assessment should be goal oriented and profession related.
- F. Present "Instructions for Filling up ACR Form-1 & ACR Form-2" should immediately be revised and introduced.
- G. Instructions to be issued to the RIOs and CSOs to the effect of not overrating the ORUs, especially "outstanding" grade to so many officers.
- H. In order to minimize delay in submitting ACRs-
 - (i) Actions should be taken against the person/persons making delay.
 - (ii) Comprehensive training on Performance Appraisal (writing of ACR) should be included in all training courses.
- I. Career planning of an officer should be devised and the ACR form should be revised accordingly.
- J. System of rewarding the better performer and punishing the worthless should be introduced.
- K. ORUs should be protected from the ill and malafide intentions of the RIOs by the CSOs.
- L. Only those civil servants whose assessment had been highly satisfactory (extraordinary/very good) should be placed on a 'fast track' promotion and linking promotion with excellent performance are to be done.
- M. Training should be imparted to the ORUs on the particular aspect where they have deficiencies.
- N. Periodical interviews should be arranged between ORUs & RIOs

- to assess the deficiency & special trait of the ORUs.
- O. While giving adverse comment specific occurrence should be mentioned and before that concerned ORU should be given chance to rectify as per existing practice.
 - P. Adverse remarks should be communicated to the ORU by the Ministry of Public Administration within one month of receipt of the ACR. Person/persons at fault for delay should be taken to task.
 - Q. A task force be immediately formed to study & revise the present ACR form accordingly.
 - R. Last but not the least, the existing ACR system should be replaced by gradually modern Performance Based Evaluation System (PBES).

15. Conclusions

We have already mentioned that performance appraisal system was first introduced during the reign of Chinese Emperors of Wei dynasty (ad 386–534/535). Gradually it has gone through a process of development over centuries. Performance appraisal system took a turning point in the 19th Century in Europe. Eventually it spread over the whole world. In the sub-continent, it was introduced first during the British period. During Pakistan period more or less the same system was followed. At present, Annual Confidential Report being used in Bangladesh civil service, was last amended in 1990. Since then no change has been made so far. The main draw back of the existing Annual Confidential Report system is that it evaluates performance on subjective basis. There is a little scope for objective analysis of performance measurement. Of course, there are a lot of confusions and ambiguities exist in different attributes of the ACR form. The present Annual Confidential Report is not at per with modern system of performance evaluation. Recently the Government is seriously thinking about making changes in the structure and modalities of Annual Confidential Report. The present Annual Confidential Report system is supposed to be replaced by Performance Based Evaluation System (PBES). The Government is already trying to piloting Performance Based Evaluation System (PBES) in different public offices. There are many challenges and obstacles in the process of implementing Performance Based Evaluation System (PBES). Performance Based Evaluation System (PBES) should be so carefully

introduced to all public offices in a way that there should be least resistance and gradually it would be accepted by all. It needs sufficient orientation and motivation of the public employees to make Performance Based Evaluation System (PBES) a success.

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