

# **PERFORMANCE APPRAISAL SYSTEM AND CAPACITY BUILDING: A CASE STUDY OF BANGLADESH CIVIL SERVICES**

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## **INTRODUCTION**

The efficiency of civil service is the first and foremost condition to fulfill reasonable aspirations of the citizens of Bangladesh. Sound management of civil service is a top priority for ensuring good governance and enhances development. But the civil service of Bangladesh is still revolving around its traditional virtues; modern HRM techniques like competence based human resource development, competence-based appraisal and mentoring system are not entirely specified.

Each employee is entitled to a thoughtful and careful appraisal. Performance appraisal provides a way to help identify areas for performance enhancement and to help promote professional growth (Manasa, K. & Reddy, N. (2009). On the other hand, ineffective appraisal system can bring many problems including low morale, decreased productivity and enthusiasm of employees and support for the organization (Somerick, 1993).

At present, performance of the officers of BCS is evaluated by their superiors through a system known as Annual Confidential Report (ACR). It is the only process through which ability and productivity of a civil servant is judged in the service. Candidates are not allowed to see their ACR, leaving them in the dark without the opportunity to understand and improve their limitations. Therefore, it is criticized for very subjective, not competence based and not being logical. There is no incentive package that encourages initiative and award excellence. Training is neither linked to career planning, nor related to other dimensions of personnel management. Many studies have revealed that illogical promotion, rampant transfer and posting, politicization, no scope for innovation, no recognition/punishment, no career planning create dissatisfaction and de-motivation among the civil servants and that affect their efficiency and efficacy.

A major restructuring and qualitative change in BCS is a crucial need of time. Introduction of PAS can develop the capacity of BCS and transmit a positive change for meeting the challenges of the 21<sup>st</sup> century administration as well as ensure

good governance through implementation of national vision 2021. Therefore, the purpose of the study was to recommend practical measures on the way to design, develop and introduce an effective PAS for capacity building of BCS.

## **BANGLADESH CIVIL SERVICE AND ITS CAPACITY BUILDING**

### **Overview of BCS**

After the independence of Bangladesh in 1971, Central Superior Services of Pakistan has been accredited as Bangladesh Civil Service (BCS). The BCS is structured horizontally into four classes. Class 1 officers are also classified as cadre and non-cadre. At present, BCS has 28 cadres and all members of the cadre services are class I officers. About 70% of class 1 officers are recruited as cadres; whilst the rest work in functional areas that are not in cadres. More than 1.29 million employees including cadre officials are working in 65 divisions under 44 ministries and its attached departments and field offices.

Bangladesh has a unitary form of government and it has a two-tier administrative system. The upper tier is the central secretariat at the national level consisting of the ministries and divisions to provide policies and to perform clearinghouse functions. The other tier consists of line departments/directorates attached to each ministry/division, which determine the blueprint for implementing various decisions taken by the ministry/division; and field level offices that are mainly responsible for general administration, service delivery to citizens and implementation of various government development programs at the sub-national level (Ahmed, 2002: 327).

The ministry, under the charge of a minister, consists of at least one division. A secretary as the administrative head of the ministry looks after the duties of a division, which includes routine business, supervision of its staffing and organizational processes. S/he is also the adviser to the minister (Zafarullah, 1998: 83-87; Jahan: 2006). A division can further be divided into wings, wings into branches and branch into sections. The head of a wing is a joint secretary or in some cases additional secretary who supervises the activities of the branches within his wing. Each branch is under the charge of a deputy secretary. Section is the basic working unit of a division and headed by an assistant secretary or senior assistant secretary, who disposes all cases based on clear precedents. Below the level of assistant secretary there are a considerable number of office personnel.

For the convenience of administration, the country is alienated into seven Administrative Divisions<sup>1</sup>: (Dhaka, Chittagong, Khulna, Rajshahi, Barisal Sylhet and Rangpur), 64 districts<sup>2</sup>, and 482 upazilas. The Divisional Commissioner as the head of the divisional administration plays a supervisory role over all the departments and agencies operational in the division as well as coordinates the functions of the district administration under the division.

The District has been the focal point in the administrative system of Bangladesh. Various government departments or agencies have their own offices in the district level through which government policies or projects are implemented. The head of the district administration is known as the Deputy Commissioner (DC). Each district is further divided into sub-districts or upazilas, with the latter being the lowest level of administrative management. Below the level of upazila, there are rural micro areas known as Unions and each union is divided as ward or Villages.

Upazila administration is headed by a civil servant designated as Upazila Nirbahi Officer (UNO) having the rank of Senior Assistant Secretary and serves as the Chief Executive Officer representing the central government. Several functional departments of the central government have offices at upazila headquarters. These representatives are appointed and controlled directly by the higher authorities of their respective departments at the national headquarters.

## **Capacity Building and its Importance for BCS**

The compound word ‘capacity building’ entails the ability to identify and analyze problems, make rational choices, formulate solutions, and implement actions designed to achieve set objectives (World Bank, 1996). Michelle Maiese (2005) viewed that in the most general terms, capacity consists of a party’s ability to solve its problems and achieve its objectives. Capacity building aims to strengthen parties’ ability to work together for their mutual benefit by providing them with the skills and tools they need to define problems and issues and formulate solutions. Ani (1997) compared capacity building to the supply side of an equation while capacity utilization represent the demand side, and pointed out that both must be seen as equally important element in the overall development process.

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1. Division is the highest tier in field administration in Bangladesh and is headed by a commissioner who belongs to the administration cadre and a rank of joint secretary.
  2. The district is the second upper tier of field administration from the top, headed by a Deputy Commissioner (popularly known as DC) who belongs to the administration cadre of Bangladesh Civil Service and is entitled to have a rank of Deputy Secretary of the government.

Civil services of Bangladesh conduct policies, regulate the economy, supplies critical public goods and deliver services. Its effectiveness is crucial to the development of Bangladesh. As an institution, capacity of BCS is often used as shorthand for administrative and management aptitude, particularly with respect to implementing economic policies. The objectives of preparation and implementation of Annual Development Program (ADP) are accelerating economic growth, reducing poverty and generating employment. Poor implementation of ADP leads to lower growth rate with limited scope for employment generation. Since allocation, implementation, monitoring and evaluation of any ADP of the national government are the responsibility of the civil services; therefore, capacities developments of BCS are utmost important intended for implementation of government policies, regulate the economy, supplies critical public goods and deliver services to the citizens.

### **Factors Relating to Capacity Building**

Capacity development is considered an endogenous dynamic process that relies on one's motivation, effort, and perseverance to learn and progress (Lopes and Theisohn, 2003) which enables organizations to change, flourish and grow. New skills, competencies, and training are important features to be acquired in an organization for capacity development; material resources such as equipment and capital assets are also imperative for this purpose (Fowler and Ubels, 2010).

Training and workshop are usually indispensable for building human capacities at an awareness raising level. Motivation on the other hand depends greatly on the person's attitude and principles, as well as the behavior and beliefs of the people who are interacting with him/her (Analoui, 1997; Newell, 2006). The task culture is mostly incorporated in modern management organizations which sponsor change and adaptation. Professionalism, respect and good relationships flourish this type of culture (Handy, 1999). Effective supervision and monitoring, communication, identifying weakness and mentoring for improvement from the senior to subordinates can promote knowledge sharing, organizational learning, and effective capacity building. Continuous feedback and performance appraisal by senior managers are important for the employees' performance enhancement and motivation (Keegan and Den Hartog, 2004).

Reward systems ensure the accomplishment of fundamental Human Resource Management (HRM) goals such as commitment and quality, and aim at creating high performance organizational cultures (Armstrong, 2010). Capacity

development and its impacts should be assessed continuously in an organization, so that existing gaps could be filled to ensure constant progress. Disregarding capacity building programs would probably lead to lack of growth and possible failure.

## **Scope and Manner of Capacity Building**

The UNDP outlines that capacity building takes place at three different levels: (i) the individual level, (ii) the organizational level and (iii) the systemic/societal level. Individuals, as the components of organizations and societies, represent the first layer of capacity. For societies and organizations to transform and grow, they need individuals with skills, knowledge and experience.

At the individual level capacity development takes place through demand-driven processes of learning and knowledge attainment and sharing, participation and practicing, learning initiatives, on-the-job training, mentoring and coaching and other learning techniques that empower and place the individual in a central and active position. Sharing of skills, knowledge, experience and values amongst individuals belonging to the organization ultimately transforms into the organization's capacity that consisting of procedures, systems, policies and culture.

These three different levels of capacity development are equally important and strictly interdependent. Capacity development interventions at one level are likely to have an impact on other levels as well. The core cross-cutting capacities to dialogue and negotiate, to plan and design, to manage and implement, to monitor and evaluate are linked to the innovative and extended responses required in matching the complex development realities.

## **PERFORMANCE APPRAISAL SYSTEM (PAS) IN BANGLADESH**

Performance management is a process by which managers and employees work together to plan, monitor and review employees' work objectives and overall contribution to the organization. The process of performance management starts with the joining of a new incumbent in a system and ends when an employee quits the organization. The term performance appraisal has been synonymous with performance management, performance review and performance evaluation. Performance appraisal is used as a means of establishing future goals, monitoring employees' progress based on specified job description, and measuring

performance, teamwork and achievements that can be linked with organizational goals and objectives. Furthermore, performance appraisal is used to formally determine employees' effectiveness and contribution (Ikramullah et al, 2011).

Performance evaluation of BCS officers is carried out through ACR is a prescribed form, which contain some factors of personal attributes and functional efficiencies. For rating the attributes the required parameters or indicators are not documented properly. ACR is classified as confidential and important record which is required to be consulted for promotion, to clear efficiency baretc.ACR is to be countersigned by Countersigning Officer (CSO) immediately superior to Report Initiating Officer (RIO) who writes the report on his immediate subordinate. Performance evaluation through ACR is made annually and adverse remarks if it is written by the RIO are communicated to the officer who may be affected, otherwise he has no right to see the evaluation. The latter has a right to reply to the adverse remarks. Based on the reply the head of office decides whether or not to expunge the adverse remarks<sup>3</sup>.

## Objectives of Performance Appraisal

The main objective of performance appraisals is to measure and improve the performance of employees and increase their future potential and value to the organization. Other objectives of PAS are mentioned below:<sup>4</sup>

1. Setting and measuring goals;
2. Counseling poor performers;
3. Supporting manpower planning;
4. Encouraging coaching and mentoring for performance improvement;
5. Motivating superior performance;
6. Determining individual and organizational training and development needs;
7. Providing feedback;
8. Facilitating promotion and layoff or downsizing decisions;
9. Determining compensation changes;
10. Providing legal defensibility for personnel decisions; and
11. Improving overall organizational performance.

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3. Civil service management in Bangladesh: an agenda for policy reform. Author A.M.M. Shawkat Ali, Published by Dhaka: Univ. Press, 2007.

4. Available at .[www.whatishumanresource.com](http://www.whatishumanresource.com)

## **Performance Measurement Tools**

The performance management tools are organized according to the core functions of the planning and review process; jointly developing performance objectives and action plans, and scheduling of meetings to review performance and plan for the next designated period. University of California, Berkley developed a performance management toolkit. This toolkit is designed to give an overview of guidelines, tools, and resources available to support supervisors in this important aspect of people management.

## **Guiding Principles on Performance Measurement**

1. The individual's goals should be aligned with the unit goals;
2. Ratings should be given based solely on performance;
3. Supervisors should be able to articulate to employees at all levels what it takes to achieve excellence, to accomplish major goals, and to make unique contributions worthy of the highest level ratings;
4. Goals and expectations can be modified during the evaluation period as long as they are communicated to, and discussed with, the employee in advance of the annual assessment; changes should be made in writing;
5. Performance expectations include all job outcomes:
  - a. Impact of employee interactions on clients;
  - b. Services and products delivered by the employee;
  - c. Processes used and policies followed;
  - d. Organizational values demonstrated on-the-job.

## **Key Performance Indicators (KPI)**

KPI can be defined as providing the most important performance information that enables organizations or their stakeholders to understand whether the organization is on track or not. Whatever KPIs are selected, it must reflect the organization's goals, it must be a key to its success, and must be quantifiable. This is the same approach normally used in our daily lives. For example, when we go to our doctor he might measure our blood pressure, cholesterol levels, heart rate and our body mass index as key indicators of health. KPI always differ depending on the organization.



## Performance Level or Rating Scale

Greater weight should be given to the ratings that assigned to high priority expectations. The following performance evaluation rating scale may be the standard rating scale for the performance management cycle:

Rating	Individual Goal (What)	Individual Competency (How)
Consider results against each goal or objective, assigned to the individual independently.	This scale is used to assign a rating for each competency. Assessment to be made on how this employee demonstrates each competency, as described in the target behaviors.	
Level 5 (O): Outstanding	Results exceeded all performance expectations regarding this goal.	Always demonstrated this competency at a superior level. May use as an internal expert with this competency, teaching or coaching others, in addition to serving as a role model.
Level 4 (EE): Exceeds expectations	Results exceeded most performance expectations regarding this goal.	Consistently demonstrated this competency at a high level. May have been viewed as a role model and clearly stood out among peers.
Level 3 (ME): Meets expectations	Results met all expectations regarding this goal.	Consistently demonstrated this competency at the expected level without assistance or direction from others.
Level 2 (I): Improvement needed	Results met some, but not all, expectations regarding this goal.	Inconsistently demonstrated this competency at the expected level. Sometimes required assistance or direction from others.
Level 1 (U): Unsatisfactory	Results unexpected regarding this goal.	Did not demonstrate this competency at the expected level.



To achieve consistency in assigning overall ratings, supervisor shall convert the ratings to numbers and the priorities to numeric weights and then compute the overall ratings. Supervisor should provide a key for interpreting the computed averages.

## **Performance Appraisal Processes**

The performance is measured against KSAOs (Knowledge, Skill, Abilities and Other characteristics) such factors as job knowledge, quality and quantity of output, initiative, leadership abilities, supervision, dependability, co-operation, judgment, adaptability and health. It is essential to find out how to establish performance goal setting and performance measurement systems in the organization. Performance management is the systematic process of (1) planning work and setting expectations, (2) continually monitoring performance, (3) developing the capacity to perform, (4) periodically rating performance in a summary fashion and (5) Rewarding good performance<sup>5</sup>.

Ronald Kartz (2001) recognized six steps approach for successful performance appraisals (use the acronym PARADE to remember it). In short PARADE approach as following:

1. Prepare to manage performance by carefully setting objectives;
2. Assess and give feedback on performance throughout the year;
3. Review all pertinent documentation before meeting with the employee;
4. Appropriate place to deliver the appraisal away from interruptions or distractions;
5. Deliver the appraisal clearly, allowing employee to respond in a dialogue; and
6. Encourage employees to do more of what they do well and improve where they can. Make them feel valued.

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5. Office of the Personnel Management of USA developed a Handbook *for Measuring Employee Performance*.

## Performance Appraisal Interview

Performance appraisal interview provides the employee with a chance to defend himself or herself against poor evaluation by the manager and also gives the manager a chance to explain what s/he thinks about the employee's performance. In order for both supervisors and employees to achieve maximum benefit from the appraisal interview shall agree on action plan; specific objectives; necessary support; record main points; and opening informal performance reviews.

## Feedback

To help employees perform their best, appropriate feedback should be provided at the right time. It may be not only during the performance appraisal but also on-going and/or year-round basis. Ongoing feedback and coaching are used to communicate about and correct performance deficiencies, to reinforce appropriate behavior, to demonstrate the employee new skills, to motivate high performance, and to mentor employees so that they understand their role in the organization.<sup>6</sup>

## Performance Rewards

Reward includes both financial and non-financial, which are also called as extrinsic and intrinsic. Financial rewards are salary increase, bonus system, incentive etc. On the other hand, non-financial rewards are promotion and title, authority and responsibility, education, appreciation and praise, certification, participation to decisions, vacation time, comfort of working place, social activities, feedback, flexible working hours, design of work, recognition, social rights etc.<sup>7</sup>

For charismatic and holistic rewarding the organization must understand the seven key steps to successful performance-based rewards programs (Don McDermott)<sup>8</sup>:

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6. UNH Performance Management Toolkit - Ongoing Feedback And Performance Management Page 2 of 6 9/07
  7. Yang, H. (2008), "Efficiency Wages and Subjective Performance Pay", *Economic Inquiry*, 46(2), pp. 179–196.
  8. This article is an excerpt of a case study that originally appeared on [dgm.com](http://dgm.com) and was co-authored by Thomas J. Hackett.

1. Develop clear expectations;
2. Create a clear line of sight;
3. Set achievable goals;
4. Establish a credible management system;
5. Empower employees to achieve goals;
6. Make rewards meaningful; and
7. Make payouts immediate.

These seven steps should guide every performance-based rewards program. No matter what type of plan an organization adopts, these steps must be completed and reviewed periodically to ensure that the program is achieving its objectives.

### **COMPARATIVE ANALYSIS ON EFFECTIVENESS OF ACR WITH PAS**

The hypothesis of this study was that the existing performance evaluation system through ACR is outdated and not effective. If the ACR is replaced by PAS that will be helping for developing performance and promoting capacity building of the BCS. Based on the above assumption this study sought to find answers to the following research questions:

1. Whether the present ACR is effective for performance management in order to building capacity of BCS?
2. What are the strengths, weaknesses, opportunities and threats (SWOT) of the present ACR comparing to the proposed PAS?
3. Will the PAS be effective for meaningful management of performance with a view to capacity building of BCS in order to overall development of Bangladesh?

To obtain SMART answer of the questions the researcher collected information both from primary and secondary sources. Primary data were collected through a structured questionnaire and then processed in response to the research questions. The key stakeholders of PAS are the officers of BCS, therefore, respondents were randomly selected from the levels of Senior Assistant Secretary to Additional Secretary or equivalent status. The questionnaire was sent to 60 officers, out of which only 25 officers responded the questions. Most of the respondents were functional managers and have higher education and foreign training, but limited scope to use the training knowledge at work place. Moreover, the researcher also talked to 5 secretaries including Cabinet Secretary to know their perception about PAS.

Aimed at obtaining the answer of research question 1, six questions were designed. From the findings it is evidenced that performance evaluation through ACR is done without setting any objectives. Though, ACR contain some variables of personal attributes and functional efficiencies, but for rating the required parameters or indicators are not documented properly. Therefore, present ACR system is not effective in order to building capacity of BCS. On the other hand, important characteristics of modern performance appraisal are absent in this ACR system.

In respect to research question 2, SWOT analysis was done and made a Comparison of ACR with PAS. From the analysis, it is observed that ACR writing is a very easy process and less time consuming, but it is highly subjective and confidential. Communication gaps, personal biasness, lack of employees' participation are some of the negative aspects of ACR system which makes it an outdated and ineffective that does not help in employees' learning and development. On the other hand, performance appraisal helps to evaluate the actual performance of employees against the expected performance. It helps to identify the training and development needs for employees who do not meet the set standards. It recognizes and rewards potential employees and motivates them to excel further. Supervisors can identify the strengths, weaknesses, job knowledge, skills and commitment of an employee. PAS is a viable tool for establishing and maintaining open communication between supervisors and employees, and enhances employee's commitment and productivity.

For obtaining the result of research question 3, nine questions were designed. From the analysis it is observed that 84% of the respondents believe that employees want to be recognized and feel their contributions are noticed and valued. Almost all the respondents (92%) settled that performance appraisal is an analysis of an employee's recent successes and failures, personal strengths and weaknesses, and suitability for promotion or further training; 96% thought that PAS is a tool that can assess and suggest improvements in employee's productivity. Almost all (80%) respondents thought that PAS is needed to take smart decisions regarding salary increases, promotions, demotions, terminations, and transfers as well as increasing the performance of the employee. Practically, all (88%) the respondents thought that PAS is important for organizations, as it mainly focuses on employees to develop their capabilities; 92% believed that giving more responsibility and increasing the authorization for employees are effective to increase their performance. Moreover, 68% respondents believed that PAS is essential for capacity building, and 96% said that challenging or new work

assignments are another mechanism that can provide employee's opportunities to develop new skills, expand their knowledge, and/or increase their visibility within the organization. Therefore, the hypothesis of the study is proved.

### **What to be done for Capacity Building of BCS through PAS?**

With a view to overall capacity building every organization must establish a separate administrative unit with representation from expert of all major units. The unit shall analyze the organization's needs and culture, and recommend transition steps. For that to happen following approaches shall be considered:

- a. Development of a program:** Whereby supervisors and employees negotiate individual written work contracts and suggest frequent reviews and discussions throughout the year focusing on-
  1. what efforts and actions the employee is undertaking to fulfill the agreement,
  2. what difficulties the employee is encountering,
  3. how the supervisor can assist the employees so that the employee can be more effective in accomplishing the agreement, and
  4. clarifying what actions the employee plans to undertake in the near future.
- b. Establishment of separate administrative systems:** For efficient operation of performance appraisal system every ministry/division shall establish a separate Human Resources Management (HRM) wing. Each ministry/division shall also take steps to establish separate HRM unit in each office subordinate to them so that every organization shall follow the same techniques for efficient management of PAS, which can be further developed and made effective in the following ways:
  1. Clarifying organizational goals, objectives, and degrees of achievement (numerically where possible), along with individual accomplishments.
  2. Building an organizational culture of openness, honesty, and impartiality to facilitate good communication.
  3. Ongoing training of supervisors and employees for development of coaching, listening, and communication skills.
  4. Praise and recognition from supervisors, verbally and/or in writing for their specific contributions.

5. In considering challenging new work assignments, supervisors should consult employees about the types of assignments that would be most valued.
6. When evaluating performance, always consider the impact of their accomplishments. If performance is going worse coaching can help increase profitability and productivity, improve morale, increase employee engagement, and enhance team working.
7. Motivations could include preparing for a new role, improving self-esteem, managing stress, finding a better work-life balance, improving relationships, or simply wanting to take development to the next level.
8. Supervisors shall assess needs, strength and weakness of their subordinate and arrange to provide supports for expanding their skills, knowledge, and develop professionalism.
9. Individual special recognition for outstanding achievements and accomplishments should be separately documented for feedback and promote essential motivation.
10. Promotion should be based on solely multiple judgments of the requirements (skills, knowledge, attitudes, culture) of the position.
11. Authority may award recreation leave for a certain period, or performance bonus as a one-time reward in recognition of meritorious job performance.
12. Situational factors may not be the poor performance. Competent people may not perform well due to erroneous jobs or organizational setting. If the organization feels that the employee is not sincere to his duties despite valid and repeated supports provided for training and improvement, in this case disciplinary action shall be considered.

**(c) Focus should be given on the system:** Engagement of employees in a collaborative network focusing on improving the systems of production can bring desired outcome. Major efficiencies and production activated primarily through systems improvements, where everybody wins.

## RECOMMENDATIONS

Engagement of employees in a collaborative network focusing on improving the systems of production can bring desired outcome. A transparent PAS can bring positive impact in the development processes and ensure good governance

in line with the expectation of the Vision 2021. Therefore, for instituting a capable and efficient civil service the government may consider the following recommendations:

1. The Government of Bangladesh shall promote strategic goals of each ministry/division/organization and link the performance of individuals with the goals of Vision 2021;
2. The Ministry of Public Administration (MoPA) shall incorporate all information regarding education, training, skill, existing capacities and performances of the BCS officers into database so that posting, training and promotion will be considered on the basis of the information;
3. For development of professionalism of the officers MoPA can take initiatives intended for grouping the ministries and associated bodies into various clusters considering primary nature of business. An officer, in any capacity, will serve in each cluster at least for two years and should not be allowed to remain without assignment for more than six months. Within this period, the core competences of the officer would be identified considering education attainments and discipline of studies, performance of the previous and ongoing jobs, performance in required training programs, etc. and then their subsequent career would be cherished in that cluster;
4. The Ministry of Public Administration (MoPA) shall introduce PAS throughout the BCS and that PAS shall be effectively related with training, transfer, placement, promotion, rewards (both financial and non-financial) and punishments;
5. MoPA shall make arrangements for establishment a separate HRM wing in every ministry/division. Each ministry/division shall also take steps to establish separate HRM unit of their subordinate departments and field level offices so that every organization shall follow the same techniques for efficient management of PAS.
6. MoPA shall arrange training program to provide training to the officers for efficient exercise of PAS. ToT may simplify the purposes and reduce the costs of the training programs.
7. To avoid any complexity piloting of PAS for one year in every organization may be encouraged.



## CONCLUSION

The necessity of capable and efficient civil service is a top priority for Bangladesh in ensuring good governance and enhances development. But the realities are that modern techniques of HRM like competence based appraisal, performance based reward or punishment; need based training for capacity development, placement and posting for developing professionalism, and mentoring system are not exclusively identified. Although at present, performance evaluation of BCS officers is carried out through a prescribed form known as ACR and it is the only process through which civil servants ability and productivity is judged in the service. Candidates are not allowed to see their ACR written by superior as RIO and CSO, leaving them ambiguous and without the opportunity to understand and improve their limitations.

ACR is believed to be very subjective and not performance based, as a result it is widely criticized for not being very logical. For rating the attributes, required parameters or indicators are not documented properly, consequently evaluation is done based on the choices of RIO and CSO. There is no incentive package at present in place that encourages initiative and award excellence. Training is neither linked to appropriate posting for developing professionalism, nor related to other dimensions of personnel management. Hence, discontent among officers prevails due to imprudent decision in placement, non-existence of any predictable mechanism for future postings and promotions. This trend poses a great threat to capacity development of BCS that resulted in poor service delivery as well as creates impairment for overall development.

The hypothesis of the study was that the existing performance evaluation system through ACR is outdated and not effective. If the ACR is replaced by the PAS, that will help in developing performance and promoting capacity building of the BCS officials. To test the hypothesis the researcher has set three questions and to obtain SMART answers of the questions the researcher collected information both from primary and secondary sources. From the findings, the hypothesis of the study is proved.

From this research it is concluded that ACR as a tool of performance management is now outdated and ineffective. To perform well, officials need to be confident about their future, certainly to the point that they can see the relationship between their efforts and eventual outcome. The institutional environment within which they are working can shape these expectations. If the rules and systems

are not credible, with little prospect of enforcement, if they think policies are contradicted, then they cannot envision any relationship between their effort and organizational performance.

In order to keep effective processes on track, the government shall safeguard activities that are productive. For that to happen, importance should be positioned on overall performance management issues so that eligible candidates can be recruited, developed, retained and rewarded. The performance appraisal system helps both the employees and the organization in increasing their productivity. Once the employees realized that they are satisfied with their job, they will engage themselves towards the work until they find targeted ending. As a result they will be motivated and more capable eventually perform promising in delivering services.

Concurrently, throughout the HRM systems, focus should be given more on integrity, capacity and sincerity. If these approaches are taken, the HRM system in Bangladesh will adjust in positive direction in order to ensure good governance, which is a precondition for overall development.

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