

Performance Management Practices in Public Sector of Bangladesh: An Analysis

Bashir Ahmed

ABSTRACT

Performance management as a management tool has proved its urgency over the years. Performance management systems, in various forms, have been employed for many years. Organizations used Performance Management to drive behaviors from the employees to get specific outcomes. Private organizations were the first to introduce performance management system but public organizations are being interested in using performance management models also. And this pressure can be seen reflected in the public sector's recent interests in adopting suitable and effective performance management system. Governments will in this respect seems evident in the introduction and adoption of new performance management system. The study has been done centering on a particular public organization in Bangladesh. Performance management (PM) includes functions which ensure that objectives are consistently being met in an effective and efficient manner. PM is also known as a process by which organizations align their resources, systems and employees to strategic objectives and priorities. The whole study aims at finding out the level of success in implementation & suitability of existing performance management practices in Bangladesh Public Sector and the possible challenges in this respect. This paper is trying to present a complete picture of performance management system in public sector of Bangladesh. Currently, preparation, implementation, and appraisal of the Annual Performance Agreements are conducted as per the 2015 guidelines of the Cabinet division relating to the APA. Now a law on the APA could be enacted to give it a permanent shape. Besides, presently the APA applies only to the organizations and offices. It is yet to roll out at the individual employee level. Present Annual Confidential Report (ACR) for the employees has to be replaced by the Annual Performance Report or Annual Performance Review (APR) which the ministry of industries started piloting from 2019. This is an effective way to link the Annual Performance Agreement of the offices at upazila, zila, administrative division level, departments, divisions and ministries to the performance of the concerned employees. Gradually, the role of the public service in realizing the national budget and live year plans will be institutionalized.

Key words: *Performance, Strategic, Challenges, Agreement*

INTRODUCTION

'Performance Management, is known worldwide is being applied in every type of organizations since long. In Bangladesh, we commonly exercised. Beginning from initial level organization, the use and practice of performance management to public and private organization is common. As it is used widely, there are certainly a lot of scopes to broaden this research but it is very difficult to include everything. Performance Management comprises of functions by which ensure the goals are consistently Performing in effective way. It can emphasize upon the performance of institute, a department, a Subordinate or even the procedures to constitute and other sectors. Performance Management makes organizations capable of aligning their resources, procedures and workers attain objectives. Armstrong and Baron opined it as a strategic and integrated system to enhance Organizational the effectiveness who performs there and by defining the capabilities of groups as well as individual contributions. Over the last couple of decades, there was a revolution regarding performance management system. This term gained significance from the period when the competitive pressure in market begun and the organization felt the intensifying of introducing ineffective performance management procedure for primarily the actual productivity and strength effectiveness. In performance management process for the public sector, administrators demonstrate their capability to deliver big range of various performance objectives. Effective management system is the imagining need for public sector in present competitive and fast-growing environment. Performance planning, reports praising by counseling and felicitation, rewarding and capacity performance improvement plan etc. gain the brightness of performance management process of public sector. Organizational objects can be attained by these strategies. Good governance may ensure by practicing performance management system. It passed in several steps and now has come at about its full flourishing. Effective performance management was

interesting built on system by British Labor Party in 1990s. United States, United Kingdom, Malaysia, Korea and many countries have already implemented this system and achieved outstanding success. Like other ministry Home Ministry's different division has taken the arrangement APA Process for evaluating units Performance as per predetermined targets.

PROBLEM STATEMENT

Performance management (PM) is the activities by we can ensure desired goals PM is a process by which Institutions align various resources, procures and employees to. Now I am trying to eradicate the Present condition of performance management systems in Public Sector and find out possible challenges regard in this. Performance evaluation, which directly related with employees and civil servants, it is the crucial thing among areas of administration. Once a year, every civil servant is to be evaluated by his/her direct superior. The points to be assessed are (1) loyalty (2) responsibility (3) job performance (4) obedience (5) co-operation (6) initiative (7) honesty and for position holder (8) leadership quality. There are at least ratings in a performance evaluation report excellent, very good, sufficient, moderate and very poor. Performance appraisal may use to determine salary, taking promotion decision, fixing incentives and benefits, future Placement and other career planning aspects. Bangladesh public sector is assigned to accomplish government tasks and secure peoples right. From the outset of its establishment, it has been being led through traditional rules and process-based system. Despite having diverse environment to work, employees do not feel to be active, dedicated and accountable as and evaluated properly and rewarded impartially. Besides, there is a gulf of difference between number of officials and their work result. Bureaucratic problems take place in every step of public service. People cannot enjoy services up to their expectation and level of rights. Here, policy is formulated without proper planning and customization. Neutrality over recruitment and promotion is not maintained.

Performance based Annual Confidential Report is mostly completed on the basis or relationship between superior and subordinate. Achievement of good marks generally depends upon the personal satisfaction of superior not organizational improvement or performance result. So, subordinates keep themselves busy to make their superiors happy and satisfied. They don't fear low quality and performance of their work. On the other hand, political interference indecision making and policy formulation hampers the activities of public sectors tremendously. Absence of transparency has made the scope of misuse of power, nepotism, bribe etc. So, we should develop our public Servants as world class to meet global challenges successfully. Now a days there are very much complain about the satisfaction of citizens from public servants. Like cloned era some officers behave illegitimately with stakeholders and involving with human right violation. So, it should be taken into proper consideration for improving. The overall efficiency and capability of public servants. It is said that there is a close relationship between Performance Management Practices and stakeholders' satisfaction.

OBJECTIVE OF THE STUDY

The objectives for this study were as follows:

1. To identify the status of Practicing present Performance Management Practices in Govt. Sector.
2. To provide necessary Suggestion for improvement the system of Performance Management.

RATIONALE OF THE STUDY

Now-a-days, performance is very important in every organization. All organizations measure them employee's performance every year and based on this the employees are promoted or kept stable on their existing position. Sometimes they are demoted and even are fired from the job. For evaluation the performance of officers, organizations are using various methods/models which are described theoretically in performance management. Under performance management system, employees of different levels are assigned to do their specific works and instructed the ways in consistence with the organizational mission and vision. They are evaluated and rewarded or punished on the basis of their accomplished work with definite period of time. Rewards motivate and make them energetic to them particular work while fear of punishment instigates them to perform well. Thus, corruption like bribe, nepotism would decrease through the practice of sincerity, accountability and transparency. Ultimate goal of public sector will reflect in the government organizations. As we know that Bangladesh Government sector is responsible for public welfare, education, health service law and employment, they should have to be shown more serving public interest, for mutation of rules and procedures. So, there should be transparency in every area, corrective process and approach can improve public sector performance. It is very much necessary to show transparencies in activities and balancing the political hoodlums who are always trying to create an illegal influence on regular functions.

- Public servants have to overcome the upcoming challenges of 4th IR, Vission-2041 (Smart Bangladesh) and delta plan-2071.
- There are several complain against public servants such as Misbehavior, Corruption, inefficiency.
- Adopting Modern Performance Management approach for evaluating and assessing the capabilities as well as Unit's Performance.
- There is a close relationship between PMS an organizational efficiency.

METHODOLOGY OF THE STUDY

1: Study Methodology: This study is based on primary data and a review on of relevant secondary information from relevant official website, books, journals, articles and newspapers. The ultimate objective of this study is to identify pinpoint the performance management particles and its application in public sector organization. There is also an analysis of the experience of the implementation process. Finally; the concluding part of this paper contains some recommendation for the better implication of Performance Management in the arena of public organization. Mainly following research methods was used.

(a) *Semi-structured Questionnaire Interview*

I prepared a questionnaire with some important and reliable questions which was asked to various level respondents about Performance Management practices that the organization is introducing. The items of the questionnaire were adopted and designed by for to fit the study process. Questionnaire included both open and close ended questions. To collect opinion elaborately I followed semi-structure interview method. I selected some personal and Govt. servant. This study is qualitative in nature and include interviewing of some different level officials including stakeholder from randomly selected department. The main objective of face-to-face method was to gather information about present performance appraisal procedures and relevant content analysis. As this study is done to identify the practice of performance management process in various public sectors, here I used twenty-three different questions with the indicators of what type of performance management process is being used by the public sector. This study opens and close ended used a questionnaire that made of different answer options. For guiding this study, I have fix samples from three different Departments/Division (equal sample size from each sector). Three types of units were considered to test overall present performance management practices.

Allocation of Sample Size

Table 1: Allocation of Sample Size

Ministry	Units	Sample size
Ministry of Home Affairs	Bangladesh Police	20
	Immigration and Passport Directorate	20
	Directorate of Fire Service and Civil Defense.	20
	Total	60

There are twenty pay grades present in government sector. Among them Grade-6 to upwards are empowered to evaluate individual annual performance, other can contribute to achieve the targets of annual performance agreement. For this study I have taken different level public servants' opinion for eradicate the actual situation of performance management practices.

I also analyzed and collect related information including data from relevant books, publications, published research report, online materials, notes etc.

2: Study Methods: Random sampling method was used for the study. It is a Simple random sampling Study. Total 60 people who are directly & indirectly involved with Performance Management was selected for the study.

2.1: Study Area: The Ministry of Home Affairs is an important ministry of the People's Republic of Bangladesh. It is mainly responsible for maintaining of internal security and domestic policy. It has two divisions (a) Public security division (b) security services division. It has been identified as an ideal and efficient ministry of the government there are -8 directorate –working under it (1) B.P (2) BGB 3. B. Ans 4.B Coast G. () B. Fire service & Civil defense 6, Department of Notices Control (Child agencies). It discharges multifarious responsibilities such as internal security on border Mgt, canter-state relation disaffirms Management etc. Control regards and facilitates immigration and the movement of persons through parts of entry.

Ministry of Home Affairs: (a) Police Division (b) Fire Service and Civil Defense (c) Immigration and Passport Directorate.

- 'Police Department, the Ministry of Home Affairs' took as the studies area. From starting of civilization, police are involved in protecting anti-social activities.
- Now-a -days, in Bangladesh Police are providing acceptable service, and has gained national and international popularity for establishment of peace and tranquility in the world (taken 20 Respondent form here).

- (c) Fire service and civil defense Ministry of Home Affairs: Fire Service and Civil defense is directorate which is working under Ministry of Home affairs for rendering emergency service. It was started 1939-40 A.D by the them British Government. -(taken 20 Respondent form here).

Immigration and Passport Directorate of Ministry of Home Affairs: In the year of 1962 for the movement of citizens to other countries Regional Passport offices was established. At present they are rendering service in accordance with International Civil Aviation Authority and started Machine Readable Passport (MRP), Machine Readable Visa (MRV). At present this project is working in 73 Bangladeshi Mission offices. Taking all complexities into consideration to make the research successful, the

2.2: Sampling Procedure: Simple Random sampling method was used for this study. Total 60 people who are directly & indirectly involved was Performance Management was nominated for the purpose. Random sampling was used to choose officials and to avoid difficulties, from every Directorate-20 Personnel was selected in different ranks to get feedback of interview considered as target population from this division.

Table 2: Sampling Procedure

Directorate	Class-1 Officer	Class-2 Officer	Class-3 Officer	Class-4 employee	Other Stake Holder
Bangladesh Police	6	5	4	3	2
Fire Service and Civil Defense	6	5	4	3	2
Passport & Immigration	6	5	4	3	2

2.3: Sources of information:

(a) **Primary data:** This data was collected from different rank officers of the selected study area. I use open and closed type Questionnaire, for semi structure interview.

(b) **Secondary data:** This data was collected by analyzing different legal codes, Regulations, Rules, Constitution, Govt. & Media reports, official Publications, National& International resources; books research reports Journals annual reports, different websites & internet etc.

4.1: Primary & Secondary data Collection Techniques:

I collect primary data by using semi structure interview through structured questionnaire by combination of open-ended and close-ended questions. A set of questionnaires was prepared for conducting this interview. Secondary data was collected through content analysis various Guidelines of Bangladesh Government, websites, Media report literature study, circulars, forms, Practices documents, secretariat manual etc.

4.2: Primary/Field data collection: Following Questions were asked in (open and closed format) to clearly understand the present feedback system and usefulness of Govt. Servants Performance Evaluation

Issue-1: What are the Performance Management Mechanism used in Public Sector?

Issue-2: Is any performance Rating Scale used in public sector?

Issue-3: Is Individuals Performance Evaluation System Match with Present demand of stakeholders? If no, what is the Public Expectations in this regard?

Issue-4: If any specific indicator is expected to guide employs towards better Performances & adopt dynamic attitude? If yes, what are the indicators If no, what are the reasons behind it? If no what are the reasons behind it put your honest Suggestions.

Issue-5: It is said that "Without Individual goal setting the organization goal can hardly be realistic". Whether it is achievable? If not, what will the technique?

Issue-6: If any Guidelines about the procedure of reviewing Performance? If yes, what are those?

Issue-7: Do you agree on the "Agreement between two Division/Department/ Directorate of Government encourages the whole agency to work towards a Common Goal"? If yes, what are the reasons behind it?

Issue-8: If any Modern individual Performance assessment system is introduced. That might be Collide with ACR?

If yes, what are the Mechanisms?

Issue-9: What will be the reason for adopting APA in existing way?

Issue-10: What kinds of initiative are taken by public sector adopting Modern Performance Management system?

Issue-11: What kind of strategic planning is introduced to optimum best result from individual employees?

Issue-12: What should be the forward-looking Plans to improve the existing Performance Management system of public-sector?

Issue-13 “Officers are not properly aware about the various indicates of Performance Management” do you think this statement is true? If yes, what can be done to improve the situation?

Issue-14: Do the Appraisal system give every appraise a conception of what is decided from him/her following year? Please mention to your honest opinion.

Issue-15: Is the existing performers appraisal system provides an opportunity for Self-Review &continuous feedback? If no, what may be the reason?

Issue-16: “Performance evaluation System should be a joint discussion between appraiser and subordinate”? Do you agree with this statement? If yes, what should be the best way?

Issue-17: If any system in public sector to develop strategic plan to improve Subordinates Current Performance? If yes, what are those?

Issue-18: What should be the Performance evaluation feedback in public sector?

Issue-19: Do you think that effective service delivery to Public is possible with the existing Performance Management Practices? If not, put your suggestions.

Issue-20: If Comment of Reviewing officer and Counter Signing officer is always same? If not, what are the systems to Re-Conciliate both remarks?

Issue-21: What will be the negative side of an unsuccessful Performance Management System which is not Result oriented?

Issue-22: What are the existing Performance Management Practices used in Public Sector?

Issue-23: What will be the challenges to get best Result in Present APR (Annual Performance Report)?

RESULTS AND DISCUSSION

1: Presentation of Data:

1.1: Primary data Analysis:

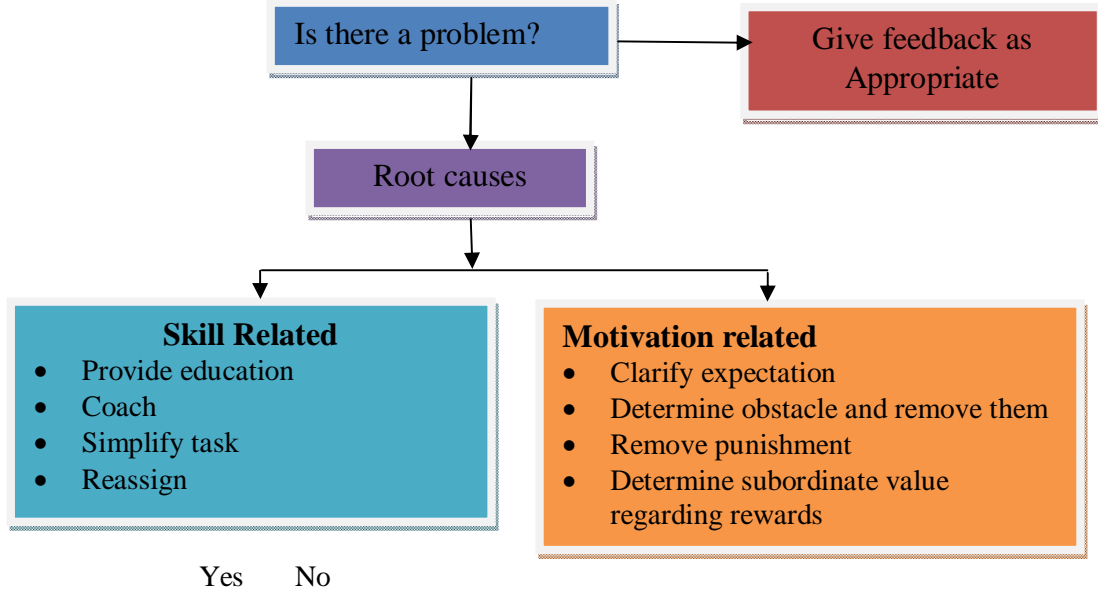
The existing Performance Management practices that are used in Public Sector analyzed through the following table:

Table 3: Approaches used in public sector

Level	Types of Performance Management Practices
Individual	Annual Confidential Report (ACR)
Unit	MBO (partially)+Performance Agreement= APA
period	Past oriented performance (January to December)
	Future Target oriented performance (July to June)

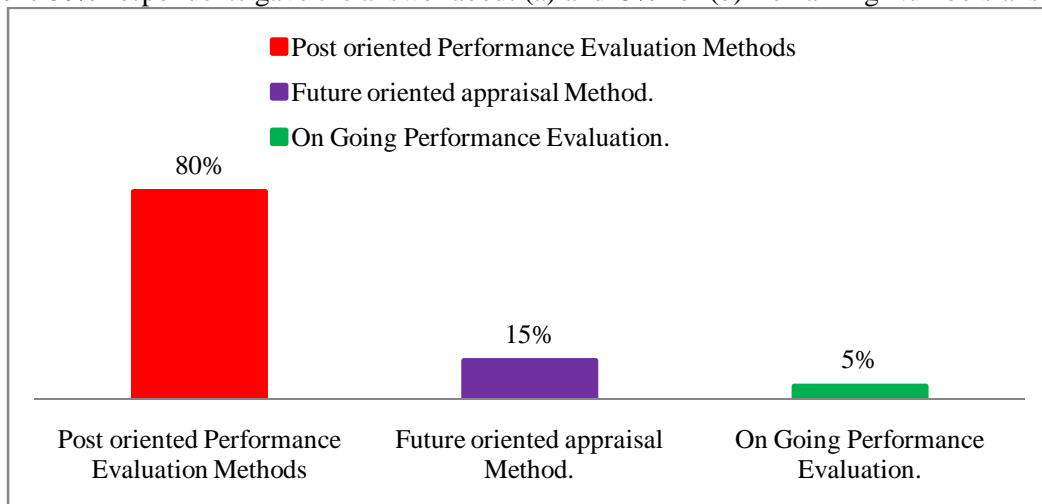
By the analysis of primary data (Using Excel and descriptive technique), it can be said that in public sector two main approach is running parallel to evaluate the officer’s performance as well as units ‘achievement. Some respondent gave special emphasis on the raters’ biasness. Their argument is that due to cultural, regional, religioned matters sometimes Evaluators are engaged with partisan assessment. This practice should be stopped from now. On the other hand, on in Annual performance assessment sometimes vague results are shown as actual achievement. Every Individual/Unit should be very careful on this matter. If we consider the practice of developed countries, it us seen that they are very much professional and maintain neutrality in this regard.

Figure: 1: Review Employee's Performance



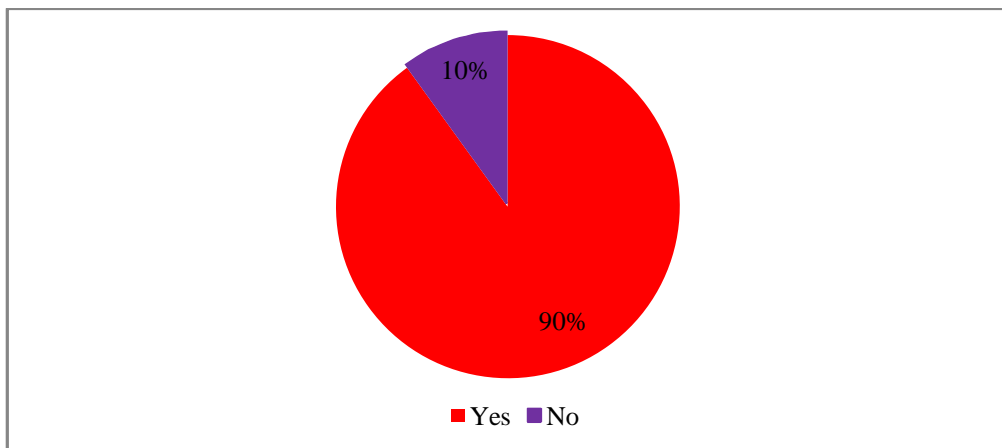
According to objectives I have to collect basically 2 types of information through interview. I gathered information from different respondents about pre-determined 23 Questions as well as open comment of suggestions. Now I am mentioning the analysis as per R.Q. below: by using graphical technique and also Excel Practice.

For question 01: 80% respondents gave the answer about (a) and 15% for (b) Remaining Numbers answer was for (d)



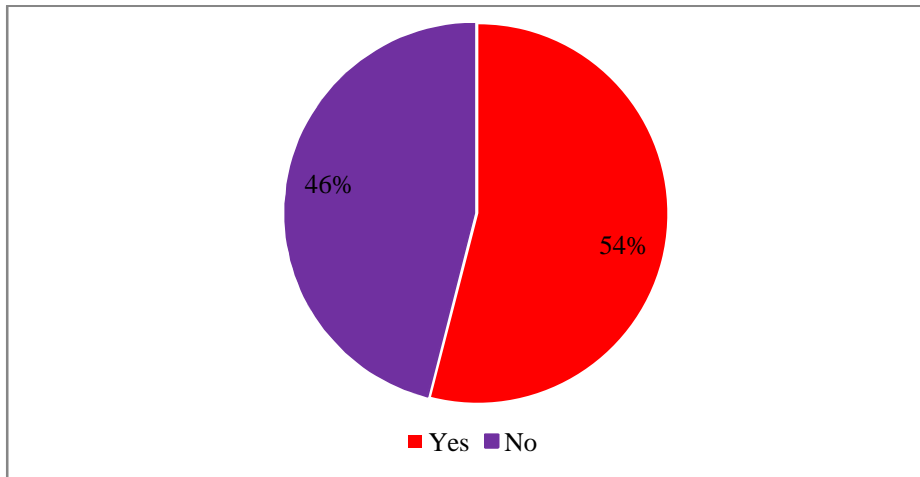
Graph: 1

Regarding Question-02: 90% answers were yes and remaining are for answer (b)



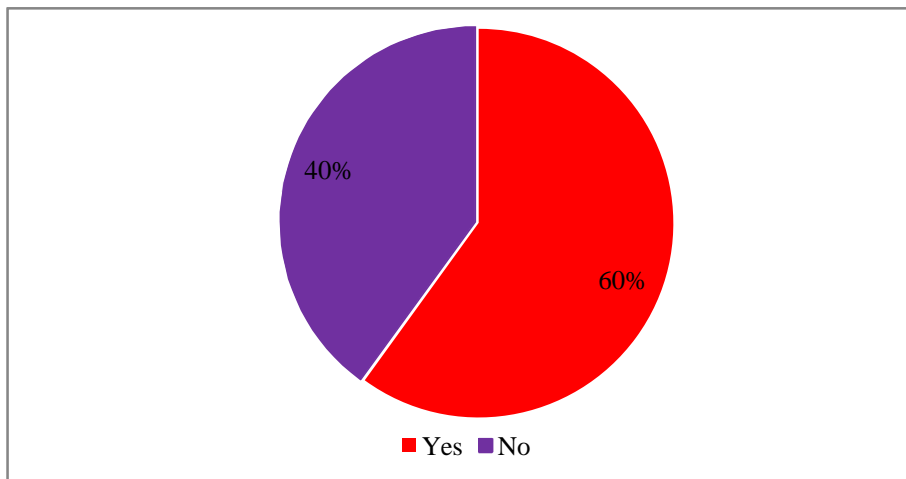
Graph: 2

Regarding Question-03: 54% Respondents were for answer (a) and remaining portion was for day-to-day answer (b)



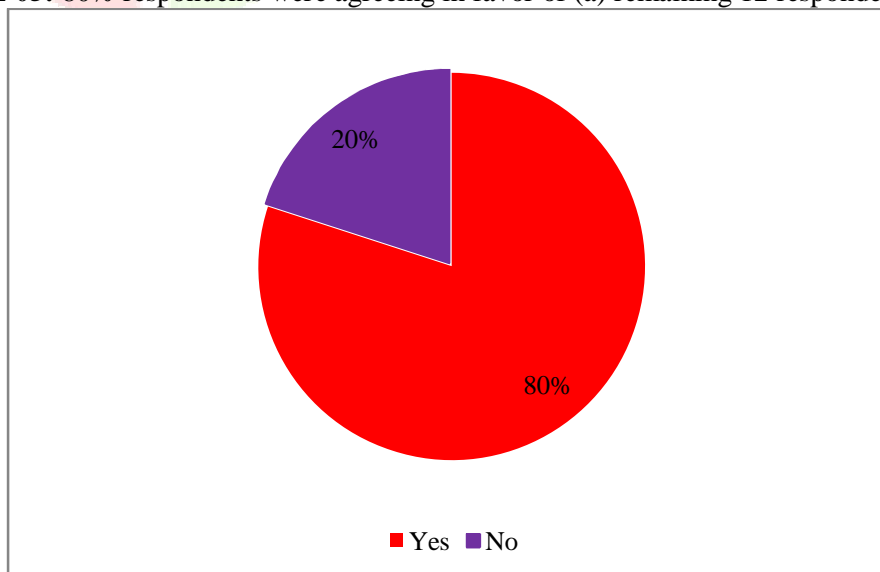
Graph: 3

Regarding Question-04: 60% respondents were for answer (a) and their logic was public servants are very much people oriented. Those who are against 40% it they mention about behavioral problem and corruption do not properly reflect in evaluation report.



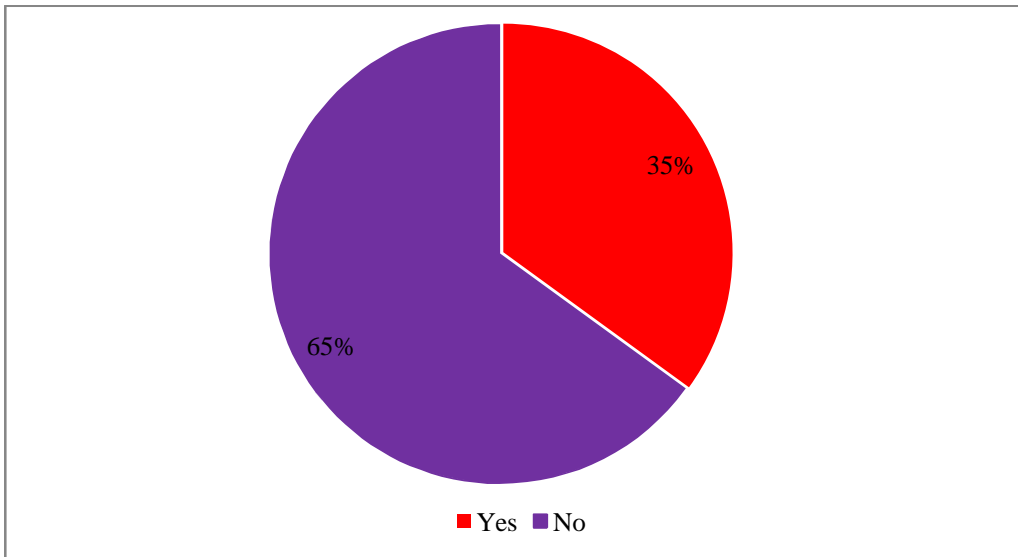
Graph: 4

Regarding Question-05: 80% respondents were agreeing in favor of (a) remaining 20% responder way for answer (b)



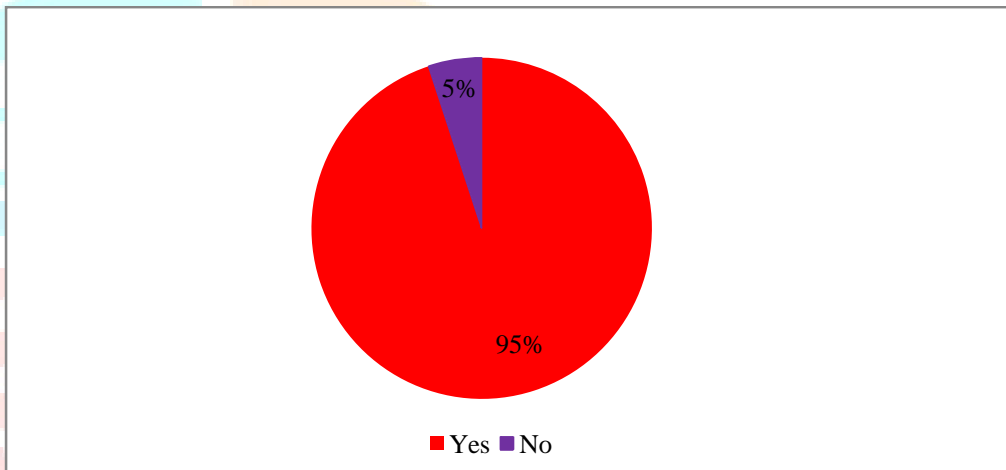
Graph: 5

Regarding Question-06: 21 out of 60 respondents were positive about Annual Performance review and remaining were not agreed.



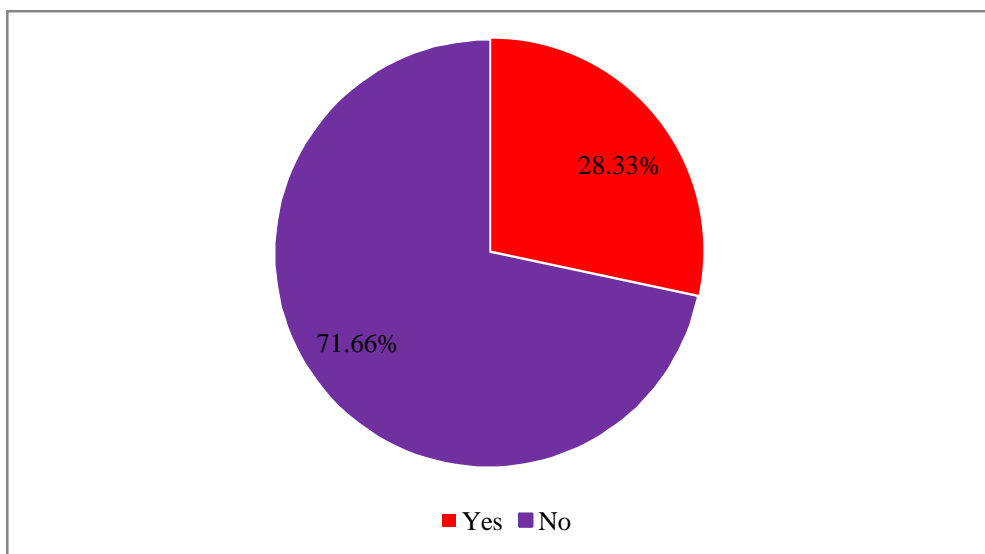
Graph: 6

Regarding Question-07: 57 respondents were for answer (a)



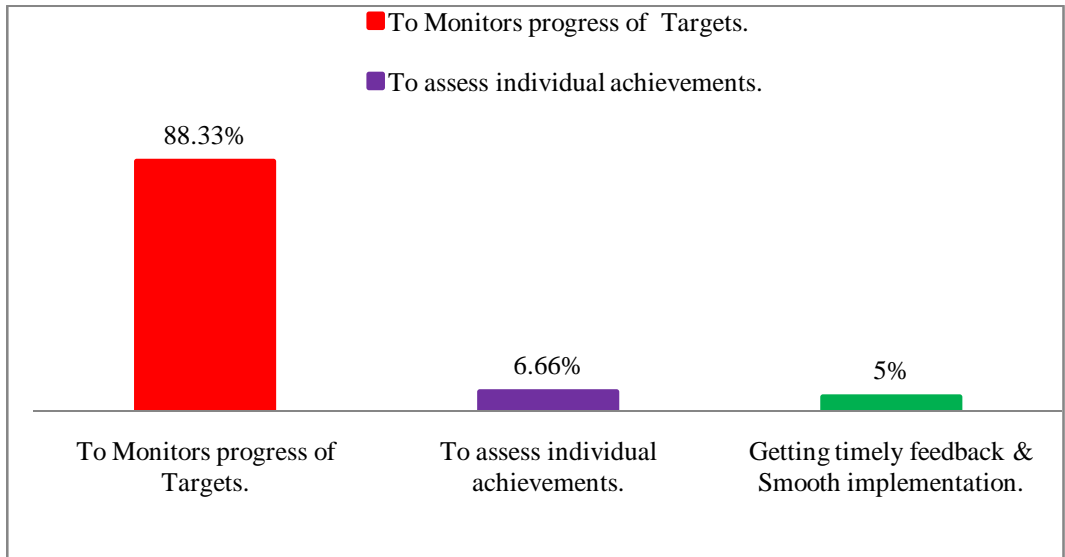
Graph: 7

Regarding Question-08: 17 respondents were favor of answer (a). Remaining 43 were not agreed.



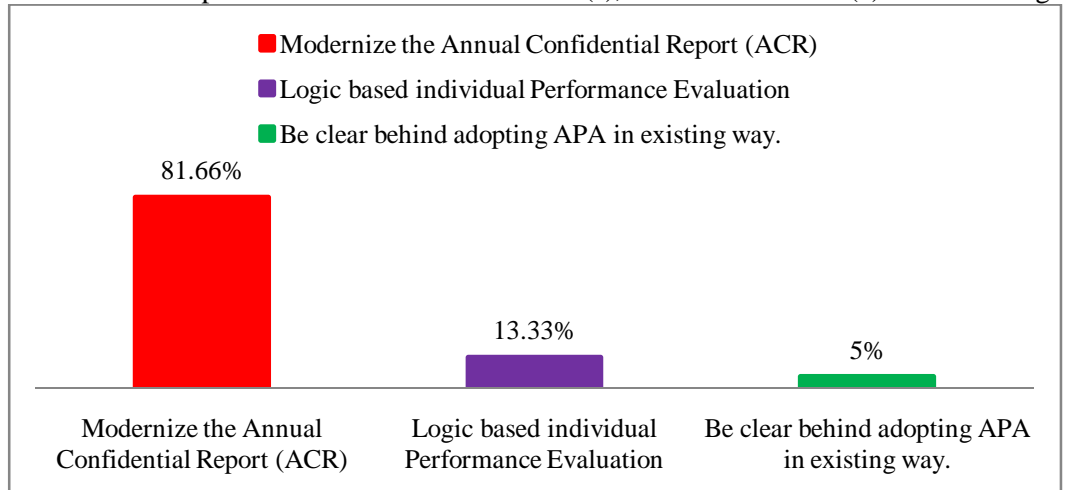
Graph: 8

Regarding Question-09: 53 respondents (out of 60) were in favor of answer (a), 4 were for (b) and remaining were for (c)



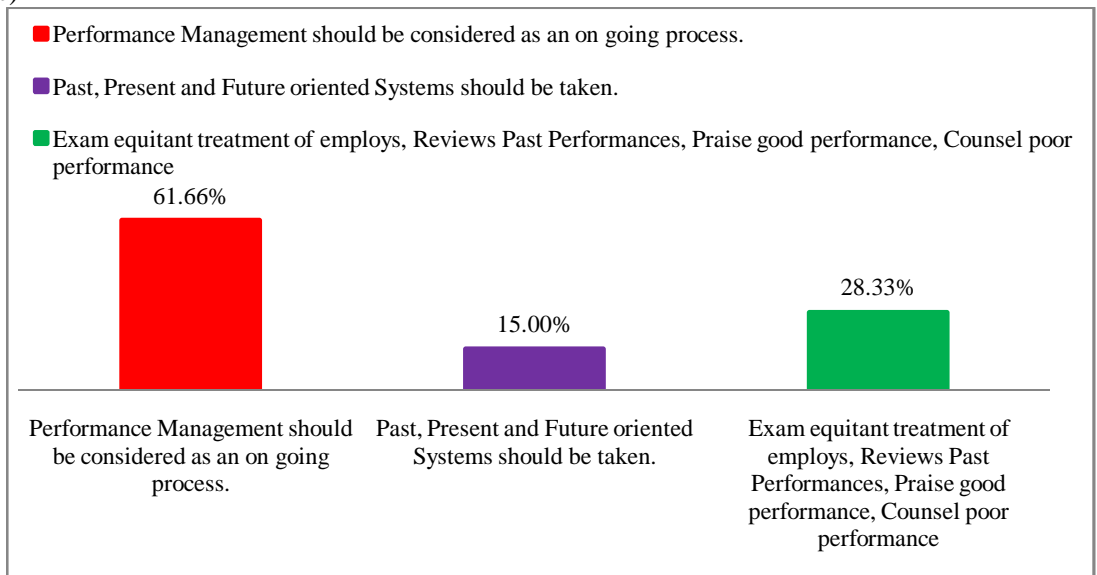
Graph: 9

Regarding Question-10: 49 respondents were in favor of answer (a), 13.33% for answer (b) and remaining were for (c)



Graph: 10

Regarding Question-11: 37 interviewees were agreed about (a), 9 were for answer (b) and remaining 28.33% were for answer (c)

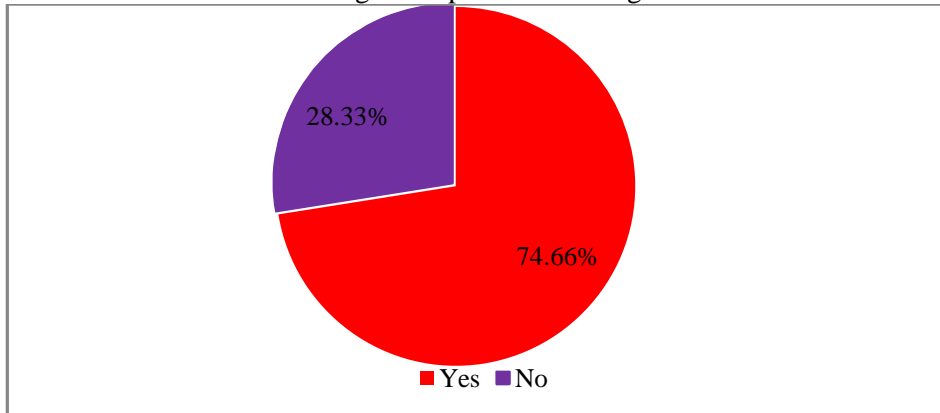


Graph: 11

Regarding Question-12: Every officer was agreed on answer (d). So, the existing performance practices might be like this;

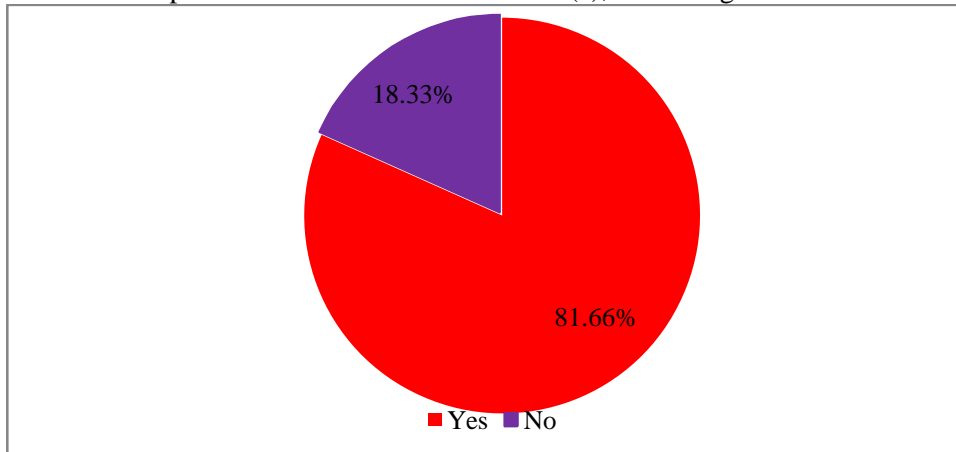
- The Concept of Performance Management System should be clear to all Govt. Servants.
- Should set the Priority of work by using strategic plan.
- Specific indicators are expected to guide employees towards better performance.

Regarding Question-13: 76.66% respondents were in favor of (a). They think that lack of proper training about the indicator sometimes causes confusion. Remaining 14 respondent were against this statement.



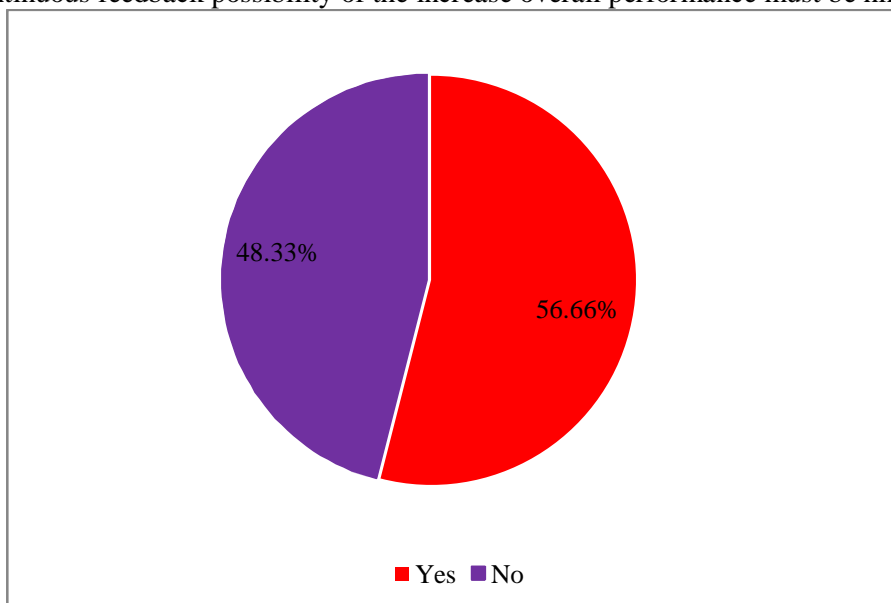
Graph: 12

Regarding Question-14: 48 respondents were in favor of answer (a), remaining 18.33% were for answer (b)



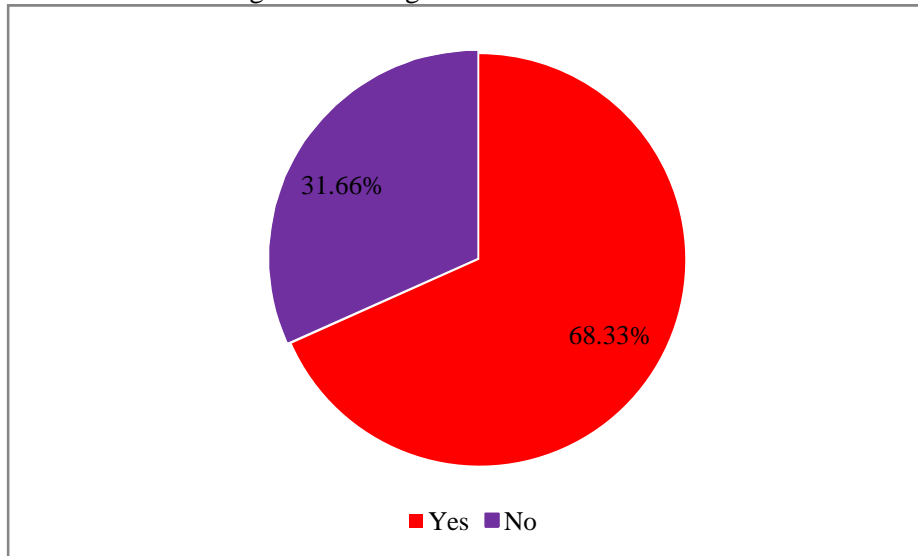
Graph: 13

Regarding Question-15: 34 respondents were in favor of answer (a) and remaining not. Most of their argument was lack of scope for continuous feedback possibility of the increase overall performance must be hindered.



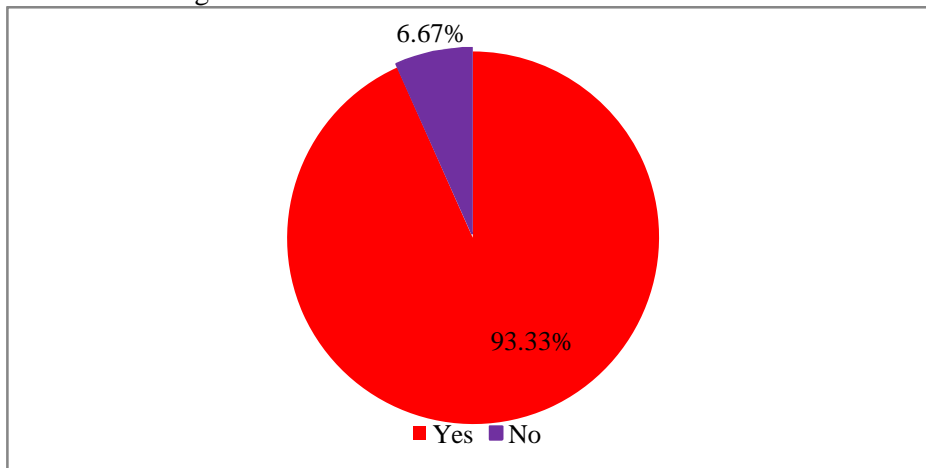
Graph: 14

Regarding Question-16: 41 respondents were in favor of answer (a) but a significant number (31.66%) was differed with the said statement. Those who are agreed their logic was it should be modernized for the demand of society.



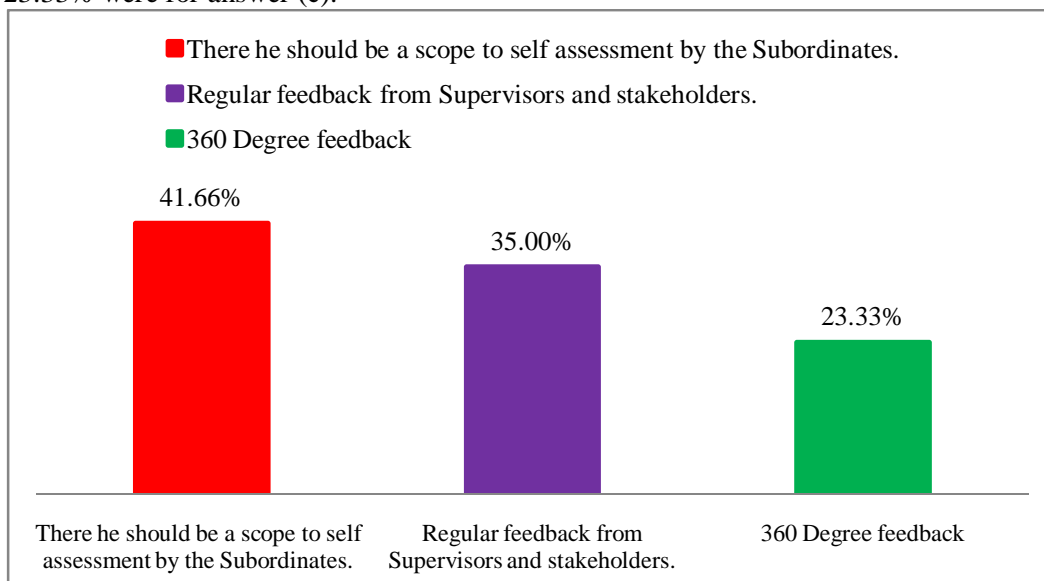
Graph: 15

Regarding Question-17: 93.33% interviewees were in favor of answer (a). Most of their opinion was that there were several training seminars, workshops and close monitoring present in public sector to improve. Overall Performance remaining 4 respondents were not agreed.



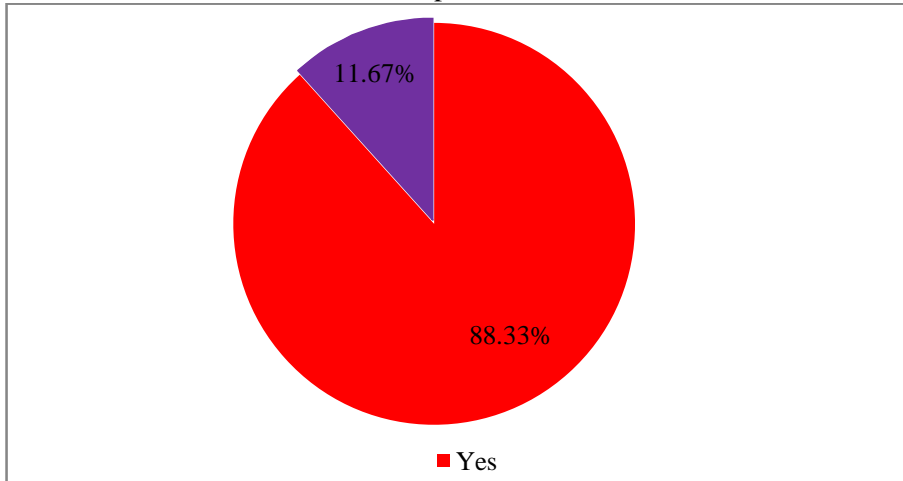
Graph: 16

Regarding Question-18: 25% respondents were in favor of answer (a) but 21 interviewees were in favor of answer (b) remaining 23.33% were for answer (c).



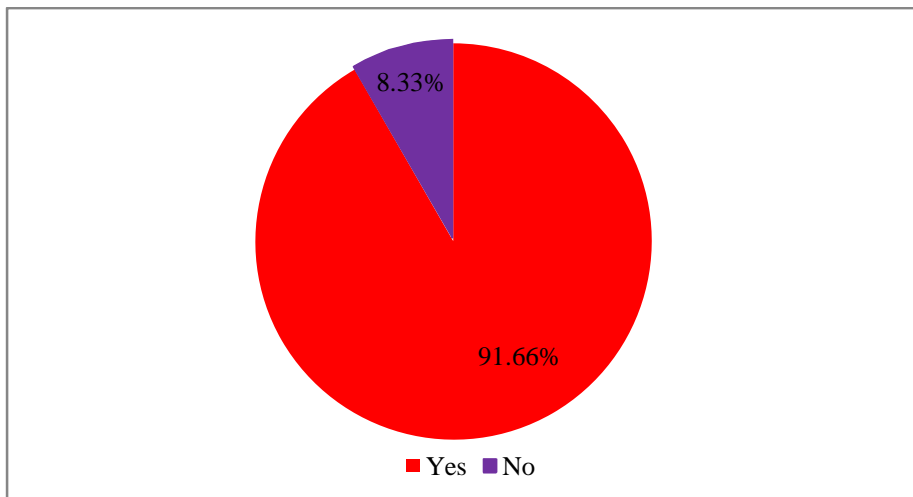
Graph: 17

Regarding Question-19: 53 (out of 60) respondents were in favor of answer (a) remaining 11.67% were for (b) most of their logic was public servants are involved with corruption, Misbehavior and out of ethical standard.



Graph: 18

Regarding Question-20: 55 respondents were in favor of answer (a) but those who are against (8.33%) it, their logic was it should be difference in rating criteria.



Graph: 19

Regarding Question-21: All respondents were in favor of answer (d) like this;

- Not enhance the efficiency & accountability of govt. officers.
- Lowered Self-esteem, wasted time & Money.
- Damaged Relationships, decreased Motivation to Perform

Regarding Question-22: All respondents were in favor of answer (d). like this;

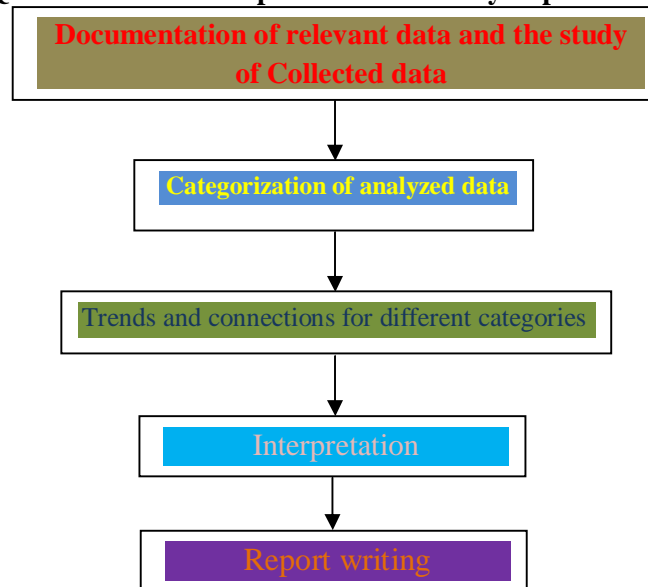
- Annual Performance Report (APR) for Individual.
- MBO & APA for Agency/Solo units.
- Logic Model for Project.

Regarding Question-23: All were agreed on the challenges mentioned in questionnaire like this;

- Feedback will not come in time.
- Rather Biases may-happen.
- Not inform appraises in Proper time.

5.1.2 Secondary data Analysis: The qualitative data was analyzed in light of the objectives by following analytical techniques. After data analysis, the final report has been prepared following the results of qualitative findings.

Figure: 2. Qualitative data interpretation and analysis process for this study.



If we through the problem of evaluation of performance agreement it can be said that this is future oriented assessment approach with the technique of APA different Ministries signal agreement with cabinet division as well as Ministries are also signed mutual agreement for achieving ultimate result with their units/decisions/directorate. Directorates also sign agreement with their contorting office cheats. Every year this MOU is signed for achieving target objectives. Targets are fixed by the mutual understanding. Each quality basic the achievement has been measured by different units. If any logistic or legal/Procedural support needed it should be provided without delay. So, APA is a modern performance management method by which Bangladesh can reach its vision-2041 and also delta plan 2071. By the cabinet division memo, no-44.00.0000.021.99.007.2021-128dated 29-05-2022 for APA system has been successfully running for greater achievement of results. In our country each Ministry has its own specific plans for this reason; the assessment criteria for its performances are definitely different for implementation these activities a post assigned as secretary for co-ordination and reform. Create under cabinet division. That secretary has the responsibility for implementing such reform ideas, coordinating and indicating concern activities. There are some works that can be performed by a specific ministry, some of the tasks involved several ministries. On the other hand, some public of their assigned tasks with other ministries. It is not easy to measure this type of complex approach for work delivery; designated individuals must have relevant training on it. As we recognized by UN organizations for graduation from least Development Country. Based on the planning documents it can be said that Bangladeshis actions towards become a developed country by 2041, the 100 years century by 2071 and Delta Plan 2100 to achieve a safe delta that are linked closely to the APA.

Again, according to APA guidelines, the functions of the ministry/division might be taken from the Allocation of Business. If the Allocation of Business is replaced, they may not be changed inside Annual Performance Agreement. APA is designed reflect the valid/administrative reality for its existence, and not a desire list. This provision increases this system's sustainability a lot through making it realistic.

Even strategic goals cannot be connected or deleted without a careful evidence-based rationale. In particular, a division ministry shall not delete a target simply because of his hardness to achieve nor, may it add a strategic objective simply because it is easy to achieve. There must be a logical connection between target, Mission, Functions and visionary Objectives. This means that bureaucrats can't set strategic objectives just as they wish. They are bound to be focused and this requirement is intended to keep APA effective in this way.

If we go through the guides that should be followed for annual agreement contract it can be said that there are three different section and 8 encloses in this guideline (For 01 July 2021 to 30th June 2022). At first recent past three years main achievement, problems and challenges, future, plan and concern years. Probable targets should be mentioned here. After this there is a proposal that should be signed by both contracting parties. Section one is for vision, Mission and areas of achievement. Section two for evaluating result of different activities and in section three working plan of various Units/sectors should be included. After their three sections there is a certification and commitment from both parties. 1st party committed what are their next year activities and targets but 2nd parties' assurance is for proper Co-operation to articulate the projected results. With the details analysis of APA related contents of Bangladesh government, it can be said that it is definitely a modern method for performance evaluation for upcoming financial year.

In few cases, the performance of particular ministry depends on the performance other related ministry in the public sector. So, team target has been set to make concerned each organization co-operative while performing their duty. And while listing expectations from other ministries/divisions, care might be taken when recording as that would be transferred to the concern Ministry/Division that should not be indefinite or general type (according to APA guidelines). It is significant describe that it is not meant to give alibi for future shortfalls in goals. So, key dependencies are only supposed to be mentioned. It is also a great approach but strict provision regarding necessary co-ordination is lacking.

Again, specific evaluation methodology and time table for their implementation are included in performance contracts. If implemented properly, it can increase accountability of concerned organizations and effectiveness of the performance management system as well. To ensure uniformity, sustainability and coordinated effort across different Ministries, the APAs are changed by the Technical Committee (TC) chairs by the Secretary (Coordination and Reforms), Cabinet Division. And after signing, Annual Performance Agreements should place on the websites of the relevant Ministries/Divisions. So, it can be hoped that uniformity and transparency of the system would be ensured. I also analyzed the various Guidelines and Rules such as APA Preparation, Monitoring and Evaluation Guidelines-2021 dated March/2021 Ministry/division Annual performance contract Rules-2017 & 2018-19 APA contract related-rules-2015-2016.

National Integrity Indicators Guidelines-03/04/2017

Performance-Present situation for Class-I officers Based Guideline:

Table 4: Ranking Guideline

Performance Level

1	2	3	4	5
Outstanding	Very Satisfactory	Satisfactory /Good	Average (Marginally Unsatisfactory)	Unsatisfactory below-69
95 - 100	(90 - 94)	(80 - 89)	70 - 79	

(2) **For Class I officers:** From the year of 2020 Bangladesh government amended the ACR form of 290. D (Annexure-2). According to the latest. Correction if particular reviewing officer wants to make negative comment on the personal traits or work performance, He/she should be alerted first in verbally and also written. If that officer fails to meet the standard, then it can be included in his/her ACR. More than 3 months is necessary for every public servant to have a partial/yearly confidential report. Due to the demand of the society and for maintain international standard in this performance Management Practices now ACR becomes to APR (Annual Performance Report/Annual Performance Review). So ACR/APR and APA is a part and parcel of public servant evaluation method in our country.

According to performance them are 5Rating scale.

(a) Excellent (b) Very good (c) Good (d) Average (e) Unsatisfactory

3. ACR for class-II Gestated officers:

For Second Class Gestated officers. According to previous year's performance there are 5 categories

(a)Very good (b) Good (c) Average (d) Below standard (e) Not satisfactory

According to Bangladesh form no-290-A it is annually maintaining by concern department/division yearly basis. Here for this study, I reviewed some procedure by analyzing and questioning from 3 different division of Home Ministry. With the answer of the respondents as well as content analysis it is very clear that there 4 parts of ACR of class-II officers. Part-I is for personal details and employment history. Part-II is for evaluation and grading. Here 24 indicators are shown. (Annexure-2). Part-III is for mentioning category and pen picture. There are also 5 categories in here (a) very good (b) Good (c) standard (d) Below standard and (e) Very bad. Evaluating officer also mention the special tendency and eligibility for promotion also. Part-IV is for counter signing officer's column. Whether the reviewing officers grading and comment is proper or not. If He/she disagrees should be mentioned here and has right to correct it and his decision is final for promotion/placement.

ACR for class-3 Officer:

By using the Bangladesh form no-290-D (Amended) all no-gestated officers. Performance record should be maintained as yearly basis. There are 15 indicators here (Annexure-2) reviewing officer fill-up the columns and put the proper grade. Here 5 grades also, A1, A, B C and D. He also evaluates on the employee's quality for next promotion. There also a provision for counter-signing. If countersigning officer disagrees over the comment or rating scale of particular officer, he can amend it and his remarks is last and always accepted is a major accountability' document preserved for different type of Government officers on annual basis which main purpose is to record the performance story in transparent, genuine and evidence-oriented manner for measuring the efficiency, effectiveness as well as achievement of desired goals. The supervising officer evaluate the Subordinates Skill, behavior and other significant issues in a prescribe from.

The Government authority is not bound to disclose the employee's ACR information to that particular officer or to other unauthorized people as this is protected by RTI Act section 8 & and also official secrets Act, 1923. Here the grading of 'below average' will be considered as 'adverse Comment'. If counter signing officer does not agree with the Negative remarks of Report Initiating officer, the adverse comment will not be sustained. Counter Signing officer must be mentioning the reasons in short specifying his ground of disagreement or certain issues of assessment, mainly in ground of adverse comment, his (CSO) remark will be considered as final assessment it, an adverse comment is made by initiating officer or counter- signing officer, the extract of relevant part of ACR must be sent to Ministry/Departmental head office for clarification. The concern Ministry/Department should ask for the opinion of Initiating officer and counter singing officer. After getting the opinion from RIO/CSO, Ministry/Department will take final decision on negative remarks and this decision will be sent to concern office through proper channel. ACR of all, gazette officers should be preserved under concern Ministry and Departmental head office. Important information should be noted in concern register and also computer. It is a responsibility of the counter signing officer to communicate the negative remark to concern officer within 02 (two) months.

5.2: Limitations of the Study

It spites of due care to propose this paper there was some limitations and shortcomings. Firstly, study was conducted in a certain time period which was enough for achieving an approximate outcome but to dig deeper, it might be better if I got longer time. Choosing the ministry/department we are going to focus on was a pretty tough task. It took a lot of time from which was allotted for me.

- Some important things which couldn't have been done for the lack of access, time, information, legal restrictions etc.
- All the related literature couldn't have been reviewed
- We had to depend on officials' respondents for their inner info, where lies the chance of skipping the faults or loopholes.
- As sample size is 60, it may not represent the overall opinion of entire population.
- Cultural belief and superstitions may reflect the answers.

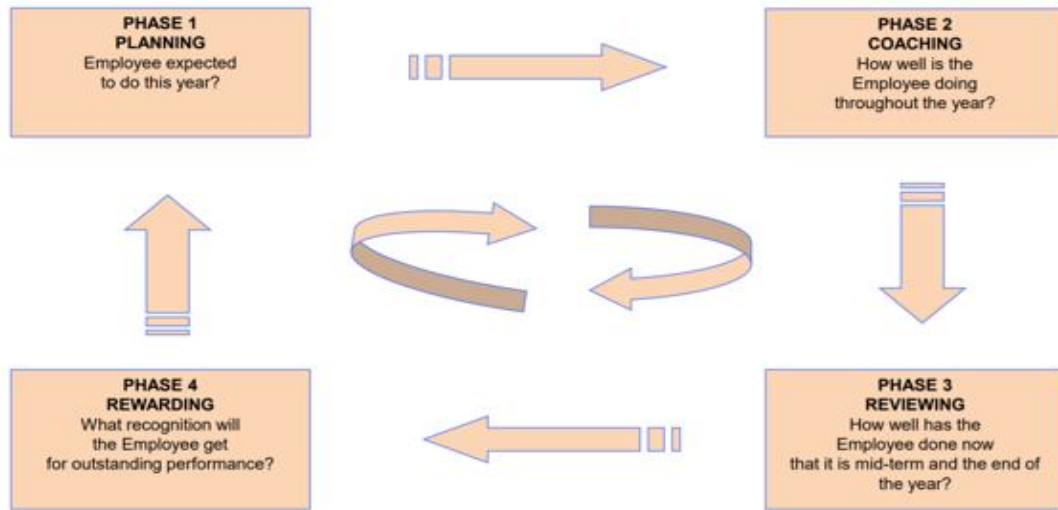
FINDINGS:**1: Present situation Performance Management in Public sectors in Bangladesh:****Individual Performance Evaluation:**

The Annual Confidential Report (ACR) for officers' evaluation may proper represent the state of performance in Public Sector. Employee tendency regarding performance evaluations crucial for achieving ultimate result of any system; it especially justified in regard to some of them who are drawn via humanistic management because the ACR is individual performance appraisal through the existing ACR approach of 1990 for class-I & II officials. In general, the employees of Bangladesh govt. are given proper marks in ACR. It might, more or less, excepted as receiving units' commitment, as it should be fair, as giving proper feedback and it is helpful for the employee. According to the Joint Secretary Home Ministry this individual performance proper's system is report viewed for positively connected to the perception of acknowledging contributions well as job satisfaction but immediate rewarding system is not incorporated from the time of its establishment, Home Ministry is following ACR to judge the whole year's performance of each individual. This prevailing performance appraisal system was made secret and it is still continuing. It has two forms-annual and special. All employees are asked to prepare their annual reports by 31 December and submit them after January 1st and before the first week of the month of March. The agency itself can ask for special ACR reports from selected employees at any point of time of the year. The tenure of previous performance appraisal practice does not produce any significant change in the mentality of employees. Most of the time ACR reports are submitted without countersigning. As a result, higher authorities do not take any interest in evaluating the individual performances objectively. They usually consider it as an additional burden and ask the junior officers to prepare the reports on their own. They complete the formality just by signing and giving approval,

sometimes without giving it a reading. As the government jobs are permanent enough, junior officers are not really bothered about being poorly marked in the ACR reports. And this information formality is maintained through generation to generation.

Performance Management Cycle

Figure 3: Performance Management Cycle



Given the draw backs of ACR reporting highlighted by our respondents, intrinsic motivation, managerial trust worthiness and goal directedness are no longer found in both individual and organizational attitudes. The absence of extrinsic reward expectancy also contributes in demoralizing the employees. As a result, they are neither proactive nor reactive.

Annual Confidential Report (ACR):

Bangladesh police department put emphasis on ACR for individual evaluation system. Basically, performance is evaluated through maintaining justified procedure of ACR. Whereas major criteria of measuring performance of an individual for immediate superior supervision and monitoring his subordinate’s tenure should be at least 3 months of his supervision.

Parts of ACR:

For Class I Officer

1. Medical check-up report: Medical examination is the requirement for initiating ACR. Police department strictly follow rules of medical report and is finish by 31st December for submitting the ACR to the reveling officer properly filling by the 1st part.
2. Bio-data of appraise: Here basic personal information of the concern should be mentioned. Superior make remarks down about the roles performed during particular period
3. Personal characteristics & task done: the ACR starting officer fill-ups these two portions with signature and seal. For every officer’s 25 indicators that is divided into two parts: characteristics and task
 Class-I Officer: 13Personal characteristics, 12 Tasks
 Class-II Gestated: 17Personal characteristics, 13 Tasks
 Class-II: 15Personal characteristics, 10 Tasks

The total marksare100 that are in rating category-

- Outstanding (95-100)
- Very Good (90-94)
- Good (80-89)
- Average (70-79)
- Below average (under 69)

4. Part-5. Pen picture: This portion is crucial for reviewing officer writes his personal comment regarding the appraised. Most of the cases promotion largely depends on it. This column is a very significant part of ACR, that should be write with proper Care and caution, with objectivity and impartiality. Here some aspects of

reviewee such as personality, challenging ability, reliability as well as performance of assigned Job with reference how it was accomplished.

5. Countersigning: This is a reserved right for Countersigning Authority, He/she has right to-put own general remarks on the appraised he has liberty to change score by own judgment that may differ from the supervising officer's marks. The ACR should be directly forward to concerned ministry mentioning reasonable clarification.
6. Role of ministry: There is final step of ACR for deposit in concern ministry before of 31st March.

Performance agreement

Performance agreement, like performance appraisal policy, defines individual officers' performance target and establishes goals-oriented contribution. Performance agreement will be a record of which was discussed with agreed between the officer and their immediate supervisor during own performance exchange. In fact, the agreement state expectations for each party signing the agreement. In general remarks many respondents motion some suggestions' for improving. The existing performance evaluation practices. Here I mention few of these;

1. Inclusion of logic model for development projects of public sector.
2. Some organizations followed as their own system to evaluate the organizational/units' performance on periodically/Monthly/Quarterly basis
3. Every employee should properly and timely inform or attended properly about his/her performance.
4. Every public sector should adopt long run strategic plan
5. Behavior and attitudes towards general public should be changed and it should be properly reflected in Annual Performance/Confidential Report.
6. Continuous 360 Degree feedback should be ensured in every sector for betterment of public service and increasing the efficiency of the of the particular employees
7. Management by objectives should be encouraged
8. All reviewing/Rating officers should be professional and Natural to evaluate his/her subordinates
9. The concept Methods and benefits of performance Management should be properly analyzed to all officer
10. Necessary logistics super and resources should be provided for smooth implementation of APA.
11. Develop an action plan to increase the efficiency of officers and introduce self-assessment process
12. Ensure equated facilities/targets for all public servants.

Management by Objectives:

Management by objectives should be a performance evaluation model and can be termed as MBO using to describe process or system of handling which attempts of relating organizational objectives to employee's performance and through the participation of all areas of management. MBO mainly describing on the objectives which are measurable but are set by a participatory approach. MBO is a management technique used by organization integrating activities and balance objectives. MBO is collaborative technique of goal establishing by a superior and subordinate mechanism for strategy improvement.

APA is essentially a vital document for understanding between a Ministry representing officer mandate by the Secretary of the Ministry/Division who are responsible for coordinating this mandate. APA provides a most important scenario of most significant results which a ministry/division desires to achieve by financial year.

Ensuring good governance requires materialization of Vision 2021 which the government of Bangladesh seems to be very passionate about. An important agenda of Vision 2021 includes an effective, efficient and dynamic administrative system with institutional transparency, accountability and proper utilization of resources to ascertain better governance.

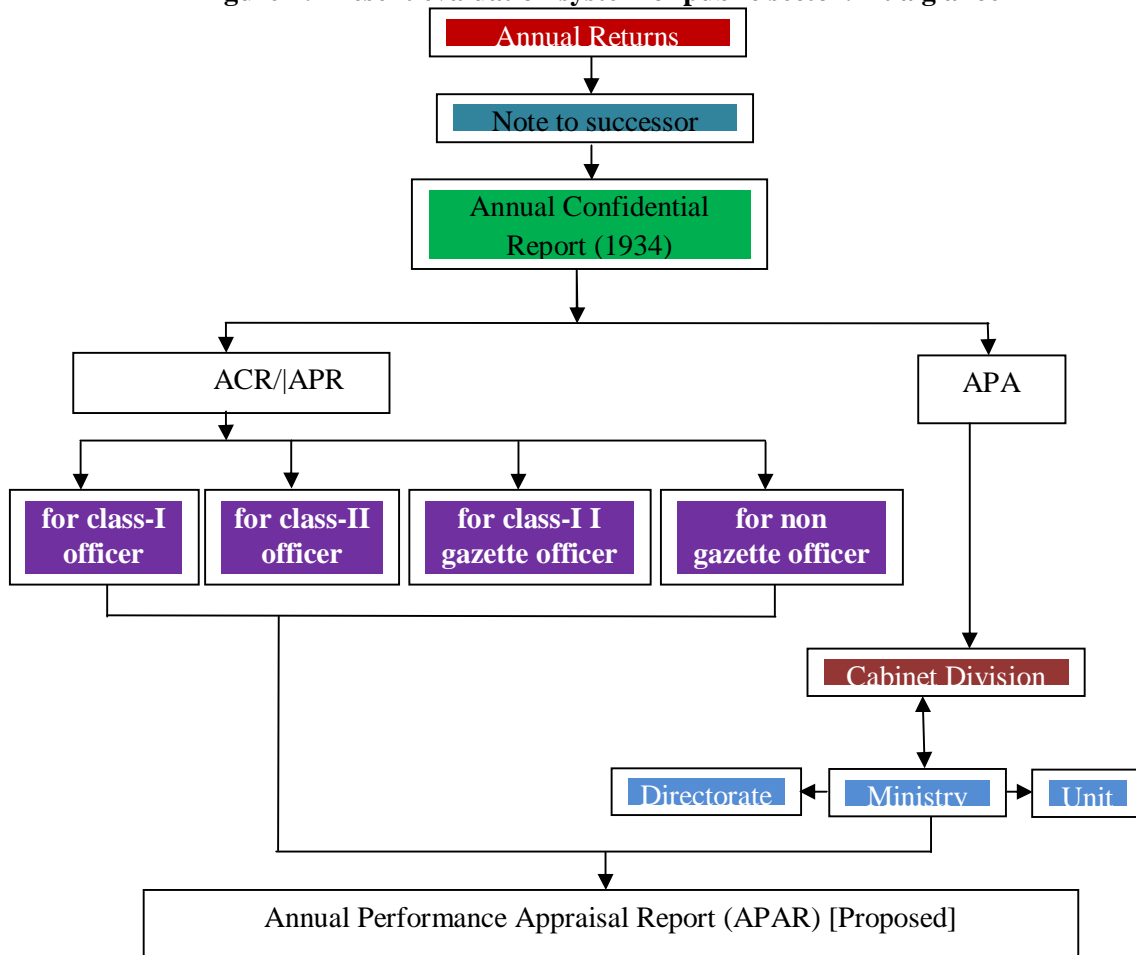
In this regard, the initiative to start Performance Management System (PMS) in government sector organizations is highly acknowledgeable.

The Prime Minister's Office (PMO) has introduced this process by adopting Performance Contracts. Following this contract, it has been decided that every of the organizations performing under the purview of PMO will have the Annual Performance Agreements (APAs) under Performance Management System with specific inclusion of vision, mission, strategic objectives, performance goals and performance indicators of the respective organizations. A core committee formed by the Cabinet Secretary (coordination and reforms) who prepared the instruction of the GPMS by reviewing the civil officers' performance management procedure in India, and South Africa. And GPMS is made in the focus of the recommendations by the Public Administration Reforms Report-2000 as well as National Integrity Policy- 2012. The two parties have agreed on shifting the view of the organization from process orientation to result orientation by addressing what are the main objectives for the year with particular activities for achieving these objectives and providing a natural basis to measure the entire performance of organization with necessary performance indicators for their targets to be supervised for assessing the degree of advancement made in finishing these activities efficiently with description.

Key using areas:

- For performance improvement
- Placement decision
- Career Planning & Development Training
- Ensuring equal opportunity.
- Continuous feedback setting new standards of work.
- Implementation, advancement and recognition of ongoing activities.
- Collect information for timely monitoring reviewing and strategic decisions.
- For regulating the cultural behavior of subordinate and correcting loopholes in performance.

Figure 4: Present evaluation system of public sector: At a glance



6.2: Challenges identified for best practices:

Infrastructure and logistic support including training, resources and technical information are being provided by the Cabinet Division. When I inquired about already provided facilities, higher authority highlighted the training facilities for assigned officers. Here the trainers are Cabinet Division recruited experts.

The Cabinet Division conducted three workshops in June to November in 2014 for various level officials. The assessment and monitoring of APA is a collective as it is a process of relating individual and organizational level assessment of overall performance of the organization for the whole year.

In other words, relevant guidelines are given by the ministers for ensuring smooth implementation and monitoring of the process and along with this individual assessing procedure, there is a committee which will monitor the progress of performance indicator in every 15 days. It can take test program in case of any failure.

Reasons behind adopting APA in existing way:

Prime Minister's Office was the pioneer of this APA procedure by signing Performance Contracts (in the form of a Memorandum of Understanding) with every of the organizations functioning under the umbrella of the PMO. APA requires Ministries to clarify in Section of the APA, mainly basis on that they have determine the targets. Estimated Trend Values were need to be clarified preferably. Name and function Implementing Division/Agency for every indicator might be mentioned within relevant column. In practice, public sector thus has set their strategic objectives on the basis of their missions and has specified their targets on the basis of their strategic objectives. Strategy regarding APA (on agency level) has thus proved its justification. Again, another strategy (which is ACR on the individual level) has also some reasons behind its implementation. Public sector is trying to cope with the new performance management system steadily. And that's why, it is trying to do that in phase. So, ACR system can be supposed to be replaced by any new performance management approach in near future after reaping some benefit from APA and learning some lessons from its implementation. In spite of all these positive provisions, there are also provisions which can undermine the effectiveness of this system. Provision regarding confidentiality is like that.

According to APA guidelines, with the approval of the National Committee on Government Performance (NCGP), highly sensitive data may be given in a closed cover to reach directly for the Cabinet division: Every year end performance towards the targets in a sealed cover might also be stored to Cabinet Secretary only. It can undermine transparency of whole system. Though it might be needed in few cases, it can sometimes be misused by bureaucrats in the absence of proper delimitation of this provision. So, it can be said that it has been tried hard to adopt this new system according to our organizational culture. As ours is collectivist society, there is always fear of nepotism. But the provisions discussed above are intended to ensure transparency so that scope of nepotism minimizes. Again, Annual Performance Agreement is avital document of acceptance of a Minister representing for people's acceptance, and the Secretary of a Department/Ministry responsible of implementing that. It shows thus a strong political commitment to make public organizations result-oriented. As our bureaucracy is politicized to great extent, this direction from higher level is supposed to be helpful to some extent. Even some countries' experiences that have similar organizational culture like ours (such as Korea, Malaysia etc.) have been considered too. Recently, performance management system has been applied by various government institutions for improvement of their service. Now we should try to sign an agreement on Annual Performance Agreement (APA) for the assessment of their officers "activities. So, we think that for the improvement of public service delivery all government institutions should apply performance management system. Besides this, a big portion of executive section of Bangladesh consist of autonomous commissions, for example the, Human Rights Commission, Information Commission, Anti-corruption Commission and Public Service Commission, that are for inside of the Annual Performance Agreement. Though these organizations are recognized as significant parts of executive section of Bangladesh, the achievement of the government deeply depends on its achievements. Aforesaid commissions may freely disclose their yearly targets to own stakeholders to ensure transparency and commitment, that will enhance own efficiency including effectiveness.

The Anti-Corruption Commission now limited scale began setting KPI to APA for every employee and it will be implemented yearly goals on the path renewed adherence to the Pre-set.

Key Challenges

- It is seen that strategy not introduce clear, well defined or people.
- Decisions not always taken by discussing lower levels (“family business” syndrome)
- Sometimes there are: Challenges regarding Raters Bias
 - (I) Hello effect: Sometimes personal opinion influence and subjective evaluation done.
 - (II) Central Tendency error: Rater may distort in thinking.
 - (III) Leniency& Strictness also happen for too harsh and too easy in evaluating process.
 - (IV) Personal prejudice: Sometimes dislike a group or class of people.
 - (V) Recency effect: Most recent incident favor or against may discriminate in evaluation.
 - (VI) Cross Cultural issues: Sometimes evaluators apply their own cultural expectations from appraisee.
 - (VII) Mostly it is seen that individual evaluation regards are dominated by the reviewing officers value-system.
 - (VIII) Superiority complex attitude of superior evaluator.
 - (IX) Ability of the appraisee to apply influence at higher authority.
 - (X) Past record as well as personality of the appraisee.
 - (XI) Depending the guess work or assumption.
 - (XII) Maintaining good interpersonal relation challenges.
 - (XIII) Little period and Limited support
 - (XIV) Resources, constraints and finances
 - (XV) Lack of adequate skills
 - (XVI) Often “we do fine” syndrome
 - (XVII) Public Servants are also facing several challenges that have impact on performance management practices in public sector.
 - (XVIII) Clear goal setting and fixing milestones
 - (XIX) Lack of mechanism to set strategic plan and adequate coaching as well as training facilities.
 - (XX) Maintaining regular feedback is very necessary and effective reward/recognition program is present in a limited scale.

It is very significant to ensure the appropriate account of regular functions of every department and identifying good performers from them. Our Prime Minister Sheikh Hasina, MP, introduced to set KPIs for power division, under power and energy Ministry. It judges the improved of system loss, assess the lead-shedding. By this way performance appraisal system was started. In the year 2012-2013, the Result Based Management (RBM) system was deleted and effective approach for the increasing of public servant efficiency was adopted. Present annual appraisals may bring a stress to subordinates if they consider that they might be criticized as well their behavior opened apart, so authority to build a climate that makes always giving and taking feedback a regular and familiar activity of every day. So, it can be expected that if implemented properly and consistently with adequate expertise, this new system can be sustainable in the long run and can be effective in improving performance of public service of Bangladesh.

According to the Provision of “Government Servant ACT 2018”-Government has taken an initiative to adopt a creative evaluation system in public sector Performance for this reason, Evaluation system in Public such is going to be changed very soon. Present ACR system will be tried into online evaluation system (APAR-Annual Performance Appraisal Report). One draft plan is prepared by public administration Ministry for this. According to Dr. Mohammad Shahidullah additional secretary, Career planning training (CPT) said Ministry the software making process is at the end level. With the new system rater’s Biasness will be reduced. Main basement of this system will be efficiency. Beginning of every year all officers should have to be giving their upcoming work plan and end of the year he/she will evaluate own performance. There should be 5 grades, the who achieved grade at or a they will get some additional benefits/facilities/services. There will be a close like established between the two APA and APAR. This system will

be totally web based, technology depended. There will a provision to add score from annual performance agreement to APAR. Report will be presented by electronic system in online Platform. So that it cannot be changed in future by anyone. Out of 100 scores 60 will be distributed for overall performance assessment and remaining should be preserve for personal and professional attributes.

RECOMMENDATION

There are some important recommendations which should be considered when applying performance management system in any public division. The important recommendations are as follows-

- At first the concept of performance management system should clearly be introduced within the offices.
- The benefits of performance management system should clearly be identified.
- Divisions/Departments should set their priority of work by using strategic plan
- Government should provide necessary logistic support for implementation of performance management system.
- Resource constraint is a crucial hindrance for implementing performance management system. So, government should provide adequate resource for implementing the performance management system.
- Officers are not aware about the various models of performance management system. So, management should introduce the models which will be applied.
- All Ministries should ensure the follow-up assessment of their trainees about their field level activities.
- It might be a joint discussion among appraiser and subordinate; Reviews past performances praise outstanding performance, consoling Progress should be for below standard performers;
- Special emplaces should be given for progress against pre-decided performance expectations (MBOs and KPIs);
- There should be taken a step for self-assessment by the employee, feedback from the superior, and feedback from concern others such as stakeholders, colleagues and superiors where possible. For 360 Degree feedback;
- Equitable treatment should be ensured because appraisals must be based on results;
- Specific indicators are expected to guide the employees towards better performance and to adopt dynamic attitude.
- Modern individual performance assessment system should be introduced, it might collide with ACR.
- Performance might be considered as regular process, in lieu of a one time, snapshot attempt;
- Performance goal setting be a discussion among appraiser and subordinate;
- There should be a system to review past performances and praise good performer and counsel performance.
- Government should a systematic plan to enhance the subordinate's present performance.
- There should be focuses on development against agreed targets and expectations.
- Modern individual performance assessment system should be introduced with proper examination of draft APAR.
- "Performance Management Policy" should be enacted.

CONCLUSION

It is very important to evaluate the connection between performance evaluation practices with public satisfaction. Subordinates' performance must be revered from regular basis to ensure that targets and objectives are smoothly being met for the achievement of ultimate result. Managing peoples in police sector is begin a little bit different from privet sectors. Among many things the implication of procedures, guidelines and regulations set up by the government

is to be succinctly designed broad range of public management. Inside the police sector bodies, personnel evaluation procedure is a significant aspect to and administer. There is a close link between performance management produce and public satisfaction. The ministries and different public offices are related with the responsibility of implementing government administration and skill improvement programs. Government also should try to find out the actual causes for bad performance, it is not good always to input positive measure those who fails to fulfill the together. All the discussions placed above thus shows the reality in performance management practices of public sector in Bangladesh. Though the commitment is capable of raising our hope to have highly-performing public sector, success in actual implementation is yet to be achieved. But it is evident that extensive cautiousness has been taken to adopt this current system of the cautiousness is kept consistent, we can hope to have a sustainable and effective performance management system very soon. As well as I think that for the improvement of public sector delivery all government institutes should apply performance management system in proper way. So, it can be said that for maintaining public satisfaction and for providing international standard service performance management practices in public sector should be modernized for the necessity of time. I hope that present ongoing initiative for adopting a self-sufficient “Performance Management Policy” may fulfill the demand of future challenging scenario.

REFERENCES

- (1) Abul Kalam Azad is a former Principal Secretary and SDGs Coordinator, Prime Minister's Office. azad2113@gmail.com
- (2) Armstrong, M. and Baron, A., 1998. Performance Management: The New Realities, Institute of Personnel and Development: London.
- (3) https://www.academia.edu/31097047/Performance_Management_System_in_Public_Sector_A_Case_Study_on_BPATC
- (4) https://www.academia.edu/24436475/Current_Performance_Management_Practices_in_Public_Sector_of_Bangladesh_A_Case_Study_on_Implementation_Monitoring_and_Evaluation_Division_IMED_Ministry_of_Planning
- (5) <https://ndcjournal.ndc.gov.bd/ndcj/index.php/ndcj/article/view/171>
- (6) https://www.researchgate.net/publication/310503661_Practices_of_Performance_Management_System_in_Bangladesh_An_Empirical_Study_among_Three_Different_Industries
- (7) <https://www.studocu.com/en-gb/document/university-of-south-wales/hrm-dissertationresearch-report/an-examination-of-performance-management-systems-used-in-local-organizations-operating-in-bangladesh/16448694>
- (8) <https://thefinancialexpress.com.bd/views/apa-and-efficiency-of-public-servants-1605284817>

- (9) Performance Management - Integrating Strategy Execution, Methodologies, Risk, and Analytics. Gary Cokins, John Wiley & Sons, Inc. 2009.
- (10) Performance Appraisal System of Class I officers of Bangladesh Civil Service. Saver: Bangladesh Public Administration Training Center (BPATC). BPATC, 1989.
- (11) Robbins, S.P. (2001) Organizational Behavior (Ninth Edition) New Jersey, Prentice Hal, Inc.
- (12) Performance Management: the project for developing the Training Capacity of the Bangladesh Civil Service Administration Academy (2007.12-2009.12)
- (13) Official website of Ministry of Home Affairs
- (14) Strategic planning of Bangladesh Police: 2012-14

