

A Study on the Exercise of the Effective Personnel Evaluation System to Evaluate the Performance of Civil Servants in Bangladesh

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Abstract

Effective personnel evaluation system is the significant aspect to enhance performance and efficiency of civil servants. Researches have perceived that effectiveness and efficiency of personnel evaluation system of Bangladesh is poor and unsatisfactory compared to expectation. Ineffective personnel evaluation system of Bangladesh is responsible for inadequate performance and efficiency of civil servants. This study will stress the implementation of effective personnel evaluation system to secure accountability and the enhancement of performance and efficiency of civil servants to some extent. Running personnel evaluation system of Bangladesh is incompetent to utilize the ability of civil servants, to provide appropriate ways to perform work by civil servants, to assure proper utilization of working time of civil servants, and to generate the sense of belongingness among civil servants. It has no strategy to align with organizational goals and objectives. Armstrong M. & Baron A. (2005) have stated that the success of personnel evaluation system in the public sector significantly depends on the alignment of this system with clear organizational goals generated through agency evaluation system. Organizational performance indicators help to formulate clear and undistorted performance indicators of personnel. Advanced and own performance indicators of organization strengthen alignment strategy. It inspires personnel to move in the same way with the organization to achieve common goals. Personnel evaluation system requires alignment with organizational goals to be effective in Bangladesh.

1. Introduction

Civil servants are, in fact, influential in decision making and development implementing procedure of Bangladesh. There are two ladders of administration; those are field administration and central government. In central government, the role of civil servants is to assist political government in policy formulation and decision making. In field administration, the civil servants implement policy, deliver government service, execute development project, and ascertain public security and safety. Civil servants have played a critical role both in policy formulation and implementation in Bangladesh. Their position is after cabinet in administrative field of central government.

Though civil servants are, in fact, dominant in administration of Bangladesh, people and experts perceive the performance and efficiency of civil servants as inadequate compared to public expectation. The performance and efficiency of public sectors are the accumulation of performance and efficiency of civil servants. To know the status of performance and efficiency of civil servants at first has to be familiar with the position of performance and efficiency of public sectors. Public perception is quite hostile about the performance and efficiency of public sectors of Bangladesh. A survey conducted by "The Mahbul Haq Human Development Centre" on "Human Development in South Asia: The crisis of Governance" in 1999, has stated that sixty four percent of people of

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Bangladesh feels that public sectors have failed to protect their rights. The survey has also found that the performance of public agencies is rather miserable in Bangladesh, and the quality of services of major public sectors is not up to the mark. In 1996 World Bank has mentioned the image of mass people of Bangladesh about the public sector service is unaccountable and inefficient. Zafarullah and others (1997) have mentioned that in Bangladesh public satisfaction with necessary public services is quite low and common people are quite unhappy with the unresponsive behavior of

public servants. In 1996 World Bank has observed that public satisfaction on health, education, and electricity supply is particularly negligible.

The author has assembled "Worldwide Governance Indicators" of nations mentioned in "Figure: 1" to know the condition of efficiency and performance of civil servants of Bangladesh compared to some OECD countries, Indian, and Indonesia. Governance indicators signify the efficiency and performance of government. The efficiency and performance of civil servants reflects the efficiency and performance of public sectors.

Figure 1: Significance of reforming personnel evaluation system in Bangladesh (Percentile Rank¹⁾)

Country	Voice & Accountability	Government Effectiveness	Regulatory Quality	Rule of law	Control of corruption
Japan	82	89	81	88	92
Sweden	99	99	97	100	99
Luxembourg	98	94	96	98	95
Finland	97	100	99	100	98
Australia	95	96	95	95	96
United Kingdom	92	92	97	95	90
Canada	94	97	96	96	97
United States	87	90	90	91	86
Indonesia	48	48	40	31	27
India	59	55	39	55	36
Bangladesh	38	22	22	27	16

Source: The author compiled the data from World Governance Indicators 2010

According to "Figure: 1", members of OECD countries are outperforming. Moreover, the performance and efficiency of civil servant of Bangladesh are very insignificant compared to Indonesia and India. Personnel evaluation systems of OECD countries are well recognized and all of them have established

effective performance evaluation system. Even Indonesia and India have also launched more distinct and separated performance measurement systems and also gained better than Bangladesh. I do not argue that such differences in performance are the causes of the difference between their respective personnel

1) Percentile Ranks: Percentile ranks indicate the percentage of countries worldwide that score below each country. For example, a country with a percentile rank of 70 means that such country scores above 70 percent of the countries in the world, while scoring below the other 30 percent of (better scoring) countries.

evaluation systems. However, we can perhaps say that having a better personnel evaluation system is one important variable of the performance of civil servants.

The efficiency and performance of civil servants compared to some OECD countries, Indonesia, and India signifies the demand of reforming of personnel evaluation system in Bangladesh. Therefore, constant development in the personnel evaluation system is a prerequisite for the assurance of high performing in government organizations of Bangladesh. That is why I have preferred to find out the ways of making personnel evaluation system of Bangladesh effective to enhance performance and efficiency of civil servants. Lawler and others (1984) have said that an effective evaluation system ensures the proper utilization of ability of civil servants, the suitable use of working time of civil servants, the right employment of creativity of civil servants, and the generation of sense of belongingness among civil servants.

Personnel evaluation system has a critical role in preserving high competent and efficient civil servants (Mohammad Ashraf Haque -2012). In the field of global completion, public sectors must maintain high productivity, efficiency, and effectiveness to survive. Public agencies should have organizational and personnel competence for survival and progress. Dealing of competition is the principles of survival. The rise of demand of human capital has signified personnel as the central key in the field of competition. The achievements of human capital in the organizations are named as performance.

Performance evaluation is the assessment of achievement of employees in the field of competition. Newstrom and Davis (1993) have stated that Robert Owen had introduced a systematic performance

evaluation in his textile mills during the 1800s. They have added that in that evaluation system, the supervisor would put a portion of timber in front of machine of each employee each day marked with a diverse color, which would express the judgment of supervisor of performance of the previous day of that worker. Daley (1993) has stated that in the beginning of the twentieth century, F.W. Taylor has propounded the scientific management to evaluate the performance of human resource and this system would have stressed the utilization of quantitative method to assess the performance of work. He has also stated that though this system was innovated to evaluate the performance of human resource of private sectors, in the recent time, this system has adept in the public sector to evaluate the performance of personnel as a device of efficiency under the wave of New Public Management (NPM) in the late 1970s. As a result, civil servants of public sectors have the opportunity to know what will be their contribution to the organizations, why they will contribute, and how they will contribute. Many countries reviewed their personnel evaluation system in order to build efficient civil servants. Bangladesh is not separate from the demand of such performance based evaluation of civil servants. The wave of this reform wants an effective personnel evaluation system in Bangladesh.

Somerick (1993) has said that an ineffective personnel evaluation system can bring many troubles including abridged morale, diminished productivity, and weakened sense of belonging.

Bangladesh needs a personnel evaluation system having competence to ensure the proper utilization of ability of civil servants, the delivery of clear ways and techniques to perform works by civil servants, the

proper practice of working time of civil servants, and the generation of sense of belongingness among civil servants. It will be skilled to ascertain accountability of civil servants and to build teamwork among civil servants. Existing personnel evaluation system of Bangladesh desires comprehensive pragmatic study to find out the causes of ineffectiveness in detail and distinctively and to identify the required reform initiatives to establish effective personnel evaluation system. Current personnel evaluation system requires empirical research to determine what competences are required to preserve the features of an effective evaluation system. The author will explore three significant questions to determine the ways and techniques to ensure the effectiveness and efficiency of personnel evaluation system in Bangladesh and the first question is;

(1) The existing personnel evaluation system of Bangladesh is not effective, is it?

Is current personnel evaluation system of Bangladesh operating well? Mohammad Ashraful Haque (2012) has stated that the existing incompetence of civil servants of Bangladesh confers the sense that this personnel evaluation system is poorly functioning. He also has stated that the current personnel evaluation system considerably lacks of validity and reliability and is imperfect in accomplishing the objectives. He has also affirmed that the ineffective personnel evaluation system of Bangladesh has reduced self-confidence, decreased efficiency of civil servants, and diminished sense of belonging among civil servants. Monem, M., Osman, F., & Nuruzzaman, M. (2009) have stated that the parameters of existing personnel evaluation system are not competent to assess the performance of a civil servant effectively. They have also said that

the existing system is not based on perfect standard. They have added that the comment part of existing evaluation is written by evaluator in subjective way, there are no guidelines for writing the comments, and as a result, the evaluators make confusing comments. Mohammad Ashraful Haque (2012) has also stated that the running personnel evaluation system of Bangladesh significantly lacks soundness; thus administrative decisions like promotion, posting, and disciplinary action based on the current evaluation system will probable to go against fairness. He has also added that reliability in the personnel evaluation system is also low due to non-standardization of the performance indicators. He has also affirmed that since current personnel evaluation does not focus on the job description and does not permit any reply concerned evaluation except the adverse comment; it has no relevance to career planning and performance improvement. So, as imperfect personnel evaluation system, the current system might generate more troubles than solution. The second question is;

(2) What are the attributes of effective personnel evaluation system?

The concept of performance measurement system has developed over the last two decades and to be effective it must be an incorporated process which integrates the goal-setting, performance evaluation, and performance standards of personnel and agencies, and aligning performance goals of employees with the larger goals of organization (Dessler, 2005; Williams, 2002). An integrated evaluation system realizes organisational goals through better performance and increases the abilities of personnel and organizations (Armstrong and Baron, 2005).

Carol Atkinson and Sue Shaw (2006) have stated

that here are a number of principles underlying for effective personnel evaluation system. Firstly, it is a planned process that is aligned to the organizational wider goals and objectives. Secondly, it is comprehensive in nature that is not only aligning organisational goals with personnel goals but also linking collectively diverse aspects such as personnel management, personnel advancement, personnel reward, and organisational development. Thirdly, it is concerned with performance enrichment in order to accomplish both personnel and organisational efficiency. Fourthly, it is communicating and accepting in nature and it is the fact that performance measurement is based on an agreement between organization and personnel, a mutual understanding and ongoing exchange of ideas about personnel goals and values estimated and the competencies required, together with an enjoyment of the organizational goals and objectives.

David Orr (August 31, 1993) has stated in the report on the "Working group on evaluating team performance" that alignment between organizational and personnel evaluation system is the best among alternatives performance measurement systems in public sectors. This model persuades teamwork and organization performance and gives the focus on the alignment of personnel evaluation system and organizational goals. He has also stated that organizational evaluation system supports to attain the accountability of the organization and also gives the information to civil servants and organizations on goals of organization they require to enhance the performance of individual, team, or organization. According to him, performance measurement system should apply equally well at the employee and organizational level. He has also added that advanced and unambiguous

organizational goals, undistorted performance metrics for civil servants aligned with organizational goals, and transformation of organization's performance into personal performance are the basic principles of personnel evaluation system. He has also affirmed that one of the vital reasons of fractioning organizational performance into personnel performance evaluation system is to encourage employee meeting of organizational goals and the enhancement of organization performance. Jay R. Schuster and Patricia K. Zingheim (1992) have stressed the significance of bringing organizational goals into front position of organizational and personnel evaluation system.

Fenwick (2004) has said that though it is emphasized the importance of setting a small number of comparatively actual goals for personnel, this may be difficult to achieve in practice because of lack of clear organisational goals or their absolute volume that are the byproduct of organizational evaluation.

Roland F. Speklé & Frank H.M. (2009) have stated that an effective personnel evaluation system must have alignment with organizational goals having clear and undistorted targeted goals and performance metrics and recognition of personnel contribution in the organizational achievements. They have also added that effective personnel evaluation system requires some principle (1) that organizational goals should be specified unambiguously in advance, (2) that organization must be competent to find out undistorted performance indicators that offer inducements and rightly align with organizational goals, and (3) that authority of organization must know how the achieved organizational goals will be factored into personnel evaluation system.

Luxembourg presidency of European Union (June

2005, page 18) has mentioned that in order to ensure the success of government and human resource, human resource strategy must be aligned with the organizational strategy effectively. Luxembourg presidency of EU has also mentioned that strategies of human resources must be aligned with the governmental strategies and support organizational changes. Luxembourg presidency of EU has also affirmed that human resource strategies should actively support organizational strategies for effective public administration. Hellenic (Greek) presidency of the European Union (June 08-09, 2003) has conducted a survey, and this survey has found that alignment between human resources and organizational strategies is the significant factor for successful personnel evaluation system.

David Orr (August 31, 1993) has also stated that effective alignment between public servants and organization evaluation strategies generates a strong teamwork and effective working relationships. In this system, each civil servant devoted to a team to achieve the organizational goals and objectives. S. Rynes, K. Brown, and A. Colbert (2002) have conducted a research, and they have found that an evaluation system having clear and specific organizational goals increases performance of human resource and organization. Their findings have recommended that evaluation system of the employee must have clear goals as well as organizational evaluation system for better performance. International Labour Organization (ILO) (2009) has said that a variety of personal factors affects the agency's performances; alignment is essential demand between personnel evaluation and agency's achievements. According to this organization, agency's achievements should carry a considerable weight in personnel appraisal system.

Theoretical consensus is that effective personnel evaluation system wants some requirements. It must have alignment with organizational goals, and it should get assistance from organizational evaluation system to identify clear and unambiguous targeted goals, and it has to receive undistorted performance metrics from organizational evaluation system. The third question is;

(3) If existing personnel evaluation system of Bangladesh is not effective, what reform initiatives will be able to make it effective?

Many researchers have made the study on public administration and civil servants of Bangladesh. They have researched on various aspects of personnel evaluation system of Bangladesh. The researchers have identified that current personnel evaluation system is not effective. But they have ignored to find out the causes of ineffectiveness of present personnel evaluation system in particulars, deeply, and distinctively. They have assessed the efficacy of running personnel evaluation system from in general stance, but disregarded to give specific ways and techniques to resolve this ineffectiveness. Hence, what specific ways and techniques needed to take reform initiatives of personnel evaluation system to secure the effectiveness is so far been ignored in previous researches regarding personnel evaluation of Bangladesh. The author will explore the causes of ineffectiveness of current personnel evaluation system in details and distinctively and will discover the techniques and ways to reform the present personnel evaluation system to ascertain the efficiency and effectiveness. The author will analyze the current personnel evaluation system of Bangladesh and comparative analysis of personnel evaluation system of Japan, Australia, Finland, and Indonesia in the

subsequent sections of this paper to answer the above question.

This study is based on secondary data. The research will show the exercise of an effective personnel evaluation system in Bangladesh. The author will make a comparative study on performance evaluation system of four nations and identify the factors of success of personnel evaluation system. The performance evaluation system of Japan, Australia, Finland, and Indonesia are selected to discover influential factors that contribute to the effective personnel evaluation system. Why is performance evaluation system of Japan, Australia, Finland, and Indonesia selected to be analyzed? The performance and efficiency of Japan are exemplary for Bangladesh. Furthermore, public administration of Bangladesh has a good relation with the counterpart of Japan. The performance and efficiency of public sector of Australia are high. Furthermore, many Bangladeshi young official and students are receiving higher degree from Australia. Australia's public administration is very well known to us. Finland's performance is also good. All European countries have signed Common Assessment Framework (CAF) 2006, and under this agreement, all member countries of EU should implement organizational and personnel evaluation system. Practices of all EU members are alike. Otherwise, European Union is the largest development partner of Bangladesh. So exercising the experience of EU will encourage donors in Bangladesh. I have selected Finland among EU countries. Indonesia is the South-East Asian and neighboring country of Bangladesh. Culture and administration of Indonesia has many similarities with Bangladesh. It has reformed public administration few years ago. It is developing country as like Bangladesh. Here, dependent variables are

efficiency and performance of civil servants and independent variables are clear and explicit organizational goals, organizational evaluation system, undistorted performance metrics, and alignment of personnel evaluation system and organizational goals. Efficiency of civil servants is the ability to accomplish the targeted goals. Performance of civil servants is the accomplished works. Organizational goals are the mission and vision of the government.

The rest of this paper is planned to prepare as follows. In section 2, the author will review the issues regarding existing personnel evaluation system and its features of Bangladesh. The author will report on the case studies and comparative analysis of performance evaluation system of Japan, Australia, Finland, and Indonesia in section 3. This section will also include the findings and analysis. The author will talk about conclusion and recommendations in section 4.

2. Existing personnel evaluation system and its features in Bangladesh

Present personnel evaluation system commenced in the Pakistan regime and preserved maintaining minor amendment to measure performance of civil servants. Here, organizational evaluation system is not yet practiced. In personnel evaluation system, government uses a confidential report, and its official name is Annual Confidential Report (ACR). This confidential report measures the performance of all civil servants of Bangladesh. The confidential report conveys twenty five indicators which are shown in "Figure: 2" and all indicators are personal traits. Performance indicators of existing personnel evaluation system are common for all civil servants in Bangladesh. Those indicators have no relationship with organizational goals. Those

indicators are qualitative in nature. Superior officer is the assessor, and the re-assessor is the immediate superior of assessor. It is extremely confidential. It has no job description, workload analysis, alignment with pay scale, and integration with promotion and posting. It also contains subjective comments. Assessors and re-assessors are diversified numbers.

Figure 2: the performance indicators of existing personnel evaluation system (ACR)

S. N.	Indicators of existing personnel evaluation system
01	Sense of Discipline
02	Judgment and Sense of Conscience
03	Intelligence
04	Initiatives
05	Personality
06	Cooperation
07	Punctuality
08	Reliability
09	Sense of Responsibility
10	Interest in Work
11	Promptness in taking action and carrying out orders
12	Security consciousness
13	Public Relation
14	Professional knowledge
15	Quality of Work
16	Quantity of Work
17	Ability to supervise and guide
18	Relationship with colleagues
19	Capacity to make decisions
20	Capability to implement decision
21	Interest and capacity to train subordinates
22	Ability to express- Writing
23	Ability to Express-Oral
24	Promptness in initiating and counter signing Annual Confidential Report
25	Devotion to duty

Source: Prepared by the author

3. Problem statement and case studies: Comparative study

Effective public administration is an essential tool for better performances and efficiency of public sectors. Effectiveness of public administration is the outcome of effective evaluation system to some extent. For the effective administration, some states have implemented performance evaluation system in personnel as well as organizational level. Most of the OECD countries have implemented performance evaluation system at organization and personal level. Personnel evaluation systems of those countries have integration with organization goals. Theory advocates that each state must have performance evaluation for personnel along with organization and be aligned with organizational goals. NPM suggests that organizational evaluation system must communicate with personnel evaluation system. It emphasizes to implement effective personnel management in public organization and must have a connection with organizational goals. The author has integrated performance evaluation systems of Japan, Australia, Finland, and Indonesia in comparative analysis.

3.1 Japan's experiences

Japan has introduced a new personnel assessment program in 2009 to evaluate personnel performance in public sectors. It has exercised organizational and personnel evaluation system. The new personnel evaluation system comprises of competency evaluation and performance evaluation. Competency evaluation system evaluates the ability of a civil servant to perform duties during the appraisal period. Other items of competency evaluation are ethics, coordination, operational management, leadership in the organization, and human resources development. Performance

evaluation system evaluates the degree of realization of the targeted goals. Ministries set and notify these goals to civil servants in advance as their role. Under this evaluation, unit chief of head quarter/ the Cabinet Office/Ministries place the goals of public employee. Those organizations set three to five goals for each employee. Goals set for the civil servants come from organizational goals.

Organizational evaluation is the compilation of policies, programs, and projects evaluation. Each ministry has own system to evaluate their policies, programs, and projects. It evaluates the accomplishment of policies, programs, and projects. Each ministry conducts evaluation of performance by their own standards and indicators.

Organizational evaluation system assists in the alignment between personnel targets and organizational goals. It produces information on clear organizational goals and undistorted performance metrics. It assists the alignment strategy between personnel evaluation and organizational goals. Clear and undistorted policies, programs, and projects of government help to identify the targeted goals of personnel. Personnel evaluation system uses the information of clearly recognized organizational goals and performance metrics in organizational evaluation. Ministries set apparent goals for each civil servant in the interview. Interviews positively manipulate the contribution of each civil servant in organizational goals. Ministries acknowledge the contribution of each civil servant in the aggregate achievements of the organization at the end of the year. Those are techniques to measure the extent of participation of civil servants in organizational achievements. First interview assures the alignment strategy of personnel evaluation system and organizational

goals, and last interview estimates the achieved degree of alignment.

Alignment strategy between personnel evaluation system and organizational goals has some effects on public administration. Here, organizations constantly strive to make civil servants more accountable through delegating goals. Discharging organizational accountability to civil servants reflects the efficiency and performance of civil servants. The assurance of civil servants' accountability attains the achievement of organizational accountability. As a result, alignment between organizational goals and the targets of civil servants brings the civil servants under more accountability. Alignment strategy ensures the measurement of civil servants' contribution for the attainment of organizational goals by means of personal evaluation. Ministries set the targeted goals of civil servants complying with the ability of civil servants. Targeted goals of civil servants are fixed from the assistance of job analysis and workload analysis. Interviews facilitate to give directions to civil servants to perform the work efficiently and effectively. Those accelerate the accomplishment of organizational goals. Since the ability complies with the targets, civil servants have to use time properly to complete the work within time. Since, ministries delegate the discretion of disposition, and recognize their contributions to organizations; civil servants feel a sense of belongingness in the mind.

3.2 Australia's experiences

Australia Public Service Commissioner's Directions-1999 has mentioned that each organization is indebted to apply personal and organizational evaluation system. Each agency has to perform personnel evaluation system to promote the worth of its civil servants. Personnel evaluation system has relation

with salary movement and organisational goals. It is distinctive and has independent performance indicators of civil servants for each agency. Organizational evaluation system of each agency measures the achieved organizational goals. It has clear and undistorted performance indicators. It clarifies the organizational goals and objectives. Personnel evaluation system generates its indicators using organizational performance indicators.

Personnel evaluation system measures the performance of civil servants taking into consideration their contribution in organizational success. Goals and performance indicators of this evaluation system come from organizational goals. Organizational evaluation system helps to make a contact of performance of civil servants with agency's performance and salary. Both evaluation of civil servants and organizations are to measure the achievements of organizational goals. Performance indicators of both performance evaluation systems follow the organizational goals.

Alignment between personnel evaluation system and organizational goals has some effects on performance and efficiency of civil servants. Strategy of organizational evaluation is to secure organizational accountability. Organizations are accountable to achieve organizational goals, and they delegate their accountability to civil servants. Civil servants are liable to achieve organizational goals, and personnel evaluation system recognizes the accomplishment of organizational goals. Ministries fix the targets of civil servants and delegate discretionary authority to civil servants for realization, which generate a sense of belongingness. Ministries allocate jobs to civil servants following their ability. Organization directs its personnel to achieve organizational goals. Intensive supervision of organizations

over personnel and pressure to complete targets within the time limit ensure the tightened use of working time. Organizations recognize the performance of civil servants in organizational success through personnel evaluation system and links with pay scale, which also generates the sense of belongingness among civil servants.

3.3 Finland's Experiences

Macro, Meso, and Micro level contracts are the performance evaluation systems of Finland. Macro and meso level contracts are for actualization of organizational goals. Those contracts assist to measure organizational performance. Micro level contract is for materialization of goals of civil servants and works to measure performance of civil servants. The cabinet and parliament of Finland executes the macro contract. Parliament of Finland measures the performance of ministries using macro contract. Meso level contract is the navigation between the ministries and their subordinate agencies. Meso contract helps to measure the performance of subordinate agencies. Subordinate agencies and civil servants perform the micro contract. Aims of subordinate agencies are complying with the targets of civil servants and civil servants commit for achieving the targeted results by this contract.

Macro contract arranges the alignment between targets of parliament or cabinet and performance evaluation of ministries. Meso contract ensures the alignment between ministerial goals and performance evaluation of subordinate agencies. Micro contract establishes the alignment between goals of sub-ordinate agencies and performance evaluation of civil servants. Alignment of goals of subordinate agencies and civil servants helps to measure the performance of civil servants in realizing agency goals. The goals of parliament or cabinet

are downward up to civil servants.

Ministries are liable to parliament to accomplish targets of cabinet. Ministries delegate the responsibilities of accomplishing targets of the cabinet to sub-ordinate agencies. Subordinate agencies hand over the responsibilities of accomplishing targets of the cabinet to civil servants. Civil servants are the final actors to realize the targets of cabinet. Civil servants are the marginal accountable unit for the accomplishment of state goals. Accountability of civil servants compels each staff to meet the objectives or work in a collaborative and holistic way. Micro level contract between subordinate agencies and civil servants helps to allocate the workload to civil servants and provides procedures to civil servants to perform duties and responsibilities. Subordinate agencies allocate the works to civil servants in accordance with the ability that certifies the proper utilization of ability of civil servants. The procedures of micro contract to perform duties enable civil servants to execute work properly. Ability based works distribution compels civil servants to use working time properly to accomplish the work within time. Delegation of authority to civil servants to perform duties and responsibilities generates an ownership feeling of responsibility and authority in the mind of civil servants. Recognition of the contribution of civil servants in personnel evaluation system also produces the sense of belongingness among civil servants.

3.4 Indonesia's Experience

Indonesia recently has done public administration reform to ensure accountability and transparency of public administration and civil servants. It has evaluation system of civil servants and organizations. Institut Pemerintahan Dalam Negeri (Institute of Public Administration) monitors the organizational evaluation

system. Each agency has a performance accountability report termed as organizational evaluation. This report contains an overview of the government performance accountability picture. It holds information about the accomplishment of government objectives and goals. Personnel evaluation system is a periodic assessment of implemented work. The purpose of personnel evaluation is to determine the success and failure of civil servants and weakness and strength possessed by civil servants. Along with work assessment, personnel evaluation system also assesses some personal traits that have impacts on performance of civil servants and these include loyalty, job performance, responsibility, obedience, honesty, cooperation, initiatives, and leaderships. Work assessment of personnel evaluation system helps to know the contribution of civil servants in organizational achievements.

Personnel evaluation system has relation with organizational goals with the support of job analysis and workload analysis. Job analysis is a way to identify the activities to be performed to realize organizational goals. Workload is the allocation of activities among civil servants to accomplish organizational goals based on ability. Civil servants get the amount of works and activities to be performed to achieve objectives and goals of government. Personnel evaluation measures the contribution of a civil servant in total organization achievements.

Alignment between personnel and organizational goals has some consequences on civil servants' performance and efficiency. Performance accountability report of each organization works as a tool for the assurance of organizational accountability. Organizations and civil servants are liable for the attainment of organizational goals. Organizations shift their goals

accomplishment concerned accountability downwards to the civil servants. The burden for the realization of organizational goals goes to civil servants. Authority of organizations allocates the works to civil servants based on the ability through workload analysis, and civil servants are accountable to attain the targeted goals. Civil servants must be conscious about usage of working time properly to finish the ability based jobs within time margin. Management of organizations gives procedures and techniques to civil servants to complete the work for the achievements of organizational goals. The discretionary authority to civil servants to perform the work and the recognition of contributions of civil servant to the organizational achievements create a sense of belongingness among civil servants.

3.5 Findings and analysis

Theory and evidences from comparative analysis suggest that personnel evaluation system and organizational goals must have alignment for the enhancement of efficiency and performance of civil servants. Organizational evaluation system helps to produce clear and undistorted organizational goals. It assists to generate own performance indicators and to formulate own personnel evaluation system for each organization. Workload analysis of integrated evaluation system supports the authority of the evaluation system to allocate the responsibilities and duties to civil servants in accordance with ability. Alignment strategy inspires authority of the evaluation system to provide clear and unambiguous ways and techniques to civil servants to perform the work. This strategy ensures the proper utilization of working time of civil servants. Authority of the organization pushes regular supervision for the accomplishment of organizational

goals. Such supervision of the authority of the organization compels civil servants for the attainment of organizational goals. Sometimes authority of the organizations gives advises and instructions to civil servants to accelerate the realization of targeted jobs properly through tight monitoring and interview. In alignment strategy, management of the evaluation system delegates responsibilities among civil servants and recognizes the contributions of civil servants to the organizational achievements. Hence, civil servants take organizational goals as their own goals and this strategy generates a sense of belongingness among civil servants. Organizational evaluation ensures the accountability of organization and alignment strategy inspires organizations to delegate the accountability to the civil servants. Hence, alignment strategy secures the accountability of civil servants. Here, duties and responsibilities of civil servants come from organizational goals and targets of civil servants are common. All civil servants employ themselves to achieve the common goals of organizations. This strategy helps to build teamwork among civil servants.

4. Conclusion and Recommendations

Taking into account the analysis of previous researches and evidences from comparative analysis of personnel evaluation system of four nations in the preceding sections of the study, the potencies and lessons of personnel evaluation systems are considered to find out the solution of the third question very exclusively. The author will discover the causes of ineffectiveness of existing personnel evaluation system of Bangladesh very distinctively and will also summarize the attributes of the effective personnel evaluation system to make the solutions of the third question

very understandable. The exploration of the causes of ineffectiveness of personnel evaluation system of Bangladesh in details and distinctively will assist to answer the third question very unambiguously and effectively. The demonstration of the features of an effective personnel evaluation system from theoretical and practical point of view will also facilitate to get solutions of third question very purposely. The author will discover the reform initiatives needed in the present personnel evaluation system of Bangladesh to be effective that will be the answers of third question.

4.1 Causes of ineffectiveness of existing personnel evaluation system in Bangladesh

The previous researches concerning personnel evaluation system of Bangladesh have shown that existing evaluation system is not effective. Those researches have only identified the ineffectiveness and inefficiency of existing system. Previous researchers were uncared for identifying the causes of ineffectiveness of running personnel evaluation system of Bangladesh in details and distinctively. The author has looked at the causes of ineffectiveness of existing personnel evaluation system of Bangladesh in details and unambiguously considering previous researches in the global phenomenon and evidences of comparative analysis of four nations. Previous researches in the global phenomenon and comparative analysis of effective personnel evaluation system of four nations have signified that existing personnel evaluation system of Bangladesh has many features of defectiveness and inefficiency. **Firstly**, it has no alignment strategy between personnel targets and organizational goals. **Secondly**, it does not get any assistance from organizational evaluation system to be effective. Organizational evaluation system is not yet practiced in Bangladesh. It is the major cause of failure

of existing personnel evaluation system. **Thirdly**, it has common performance indicators for all categories of civil servants. Though the activities of all civil servants are not same, the performance indicators of personnel evaluation system are common. This commonality of performance indicators is another cause of ineffectiveness of the running evaluation system. **Fourthly**, it has no strong legal framework. Bangladesh has no any precise and specific law to implement effective and efficient personnel evaluation system. **Fifthly**, current personnel evaluation does not practice job analysis. **Sixthly**, it does not exercise workload analysis.

4.2 Attributes of effective personnel evaluation system

Previous researches in the global experience on effective personnel evaluation system and comparative analysis of personnel evaluation system of four nations suggest that effective personnel evaluation system has some features. **Firstly**, Effective personnel evaluation system must get support from organizational evaluation system to establish alignment with organizational goals. Organizational evaluation system facilitates civil servants clarifying organizational goals and performance indicators. **Secondly**, it must have a good legal framework. it must receive assistance from a precise and specific law concerning the procedures to implement an effective personnel evaluation system. A precise and specific law works as a tool to implement effective personnel evaluation system. It gives procedures and techniques as well as creates pressure upon organizations to implement effective performance evaluation system. **Thirdly**, personnel evaluation system must be internal and own for each organization to be effective. Internal personnel evaluation system pays more effective and efficient returns to realize effective personnel evaluation system. As the functions and

responsibilities of diversified ministries are not same, personnel evaluation system of multifarious ministries should not be identical. It is also conducive to establish effective and operative alignment strategy. It helps civil servants to get undistorted performance metrics. **Fourthly**, It must have own performance indicators. Internal indicators of personnel evaluation system contribute to strengthen alignment strategy. Internal indicators of personnel evaluation system support to assess civil servants based on performances and to confirm the delegation of discretionary power to civil servants which creates sense of belongingness among civil servants. **Fifthly**, it must have job analysis and workload analysis. Job analysis seeks out the assignments to be executed by civil servants. It facilitates to build alignment between targeted goals of civil servants and organizational goals. It recognizes the amount of functions and works of civil servants to be performed to attain organizational goals. Workload analysis assists to distribute jobs among civil servants in accordance with competencies and abilities. Job analysis and workload analysis support to employ ability of civil servants. **Sixthly**, it must have some capabilities to be effective. Effective personnel evaluation system has the capacity to use the ability of civil servants properly. It has the capability to give proper ways to civil servants to perform the work. It facilitates to generate techniques and ways for the proper utilization of working time of civil servant. It also produces ownership feeling of responsibility and authority in the mind of civil servants.

4.3 Reform initiatives to existing personnel evaluation of Bangladesh to be effective

Previous researches in the global experience on effective personnel evaluation system and comparative

analysis of personnel evaluation system of four nations suggest that some reform initiatives are essentials in running personnel evaluation system of Bangladesh to be effective and efficient. The causes of ineffectiveness of existing personnel evaluation system of Bangladesh and the attributes of an effective personnel evaluation system are considered to discover the reforms initiatives needed in Bangladesh to make the running personnel evaluation system effective. **Firstly**, government of Bangladesh should implement organizational evaluation to get clear and unambiguous organizational goals for effective personnel evaluation system. **Secondly**, government of Bangladesh should formulate a law concerning the procedures to implement personnel and organizational evaluation system to create compulsory obligation upon ministries and organizations to apply performance evaluation system. **Thirdly**, government should realize internal personnel evaluation system for each ministry separately. **Fourthly**, government should select one ministry or institution as a monitoring authority to supervise the progress of the evaluation system. **Fifthly**, government should exercise job analysis to find out the functions and activities of civil servants to be performed to achieve organizational goals and those functions and activities will be recognized in personnel evaluation system. **Sixthly**, government should practice workload analysis in the personnel evaluation system to allocate functions to civil servants based on their ability. **Seventhly**, authority of the organization should implement interviews twice or thrice in a year between civil servants and ministries to create stress upon civil servants to complete the work.

4.3.1 Challenges of reforming existing personnel evaluation system in Bangladesh

Bangladesh has to face some challenges to

implement a performance based evaluation system for civil servants. **Firstly**, Alignment between personnel evaluation system and organizational goals will make civil servants more accountable. This system will make civil servants more answerable. Hence, some civil servants may be reluctant to implement a performance based evaluation system. A good leadership among civil servants can manage all civil servants to accept this new personnel evaluation system through motivation. **Secondly**, promotion and posting of civil servants must be based on performance. To ensure performance based posting and promotion, the top of the civil servants should be free from all kinds of external pressure. **Thirdly**, to implement effective personnel evaluation system, each ministry needs some technical supports such as a technical team to identify performance indicators, system analyst for data management, and information technology support. **Fourthly**, to implement this evaluation system, each ministry's goals must be clear and unambiguous. **Fifthly**, the government goals must be consistent over time for effective personnel and organizational performance measurement system.

4.4 Limitations and future research agenda

This study has some limitations. **Firstly**, the author has conducted this study based on secondary data. If primary data could be gathered from civil servants of Bangladesh through questionnaire and survey method, the views of civil servants on present personnel evaluation system could be added in this study. **Secondly**, this study is qualitative, and its inferences are not absolute rather relative. **Thirdly**, if the number of countries could be increased in the comparative analysis of performance measurement system, the inferences would be stronger.

This study has exposed some areas of personnel evaluation system and public sectors for future research in Bangladesh. **Firstly**, what are the ways and techniques to implement effective performance evaluation system of civil servants and organizations? **Secondly**, what are the ways and techniques to find effective performance indicators of civil servants and organizations? **Thirdly**, what are the ways and techniques to find the clear and unambiguous organizational goals? **Fourthly**, how does the evaluation system measure the performance of civil servants and organizations?

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