Performance Management in Public Sector: A Case of Civil Service in Pakistan

Ayesha Hanif
University of the Punjab, Lahore.
Nasira Jabeen
University of the Punjab, Lahore.
Zafar Iqbal Jadoon
University of Central Punjab, Lahore.

ABSTRACT

The paper deliberates upon the issue of performance management in the specific context of civil service of Pakistan It evaluates the existing system of Performance Evaluation in view of the New Public Management (NPM) reform initiated during the late 1970s (Daley, 1993) across countries including Pakistan. The study adopts a qualitative approach to draw findings. It reveals that performance management system of the Civil Service of Pakistan at both Federal and Provincial level has certain strengths including; thoroughness, comprehensiveness, disciplined tool for promotion and accountability etc. However, the system also suffers from political meddling, extraneous factors, lack of quantification and standardization that hinder the effective functioning of the system. The paper suggests useful policy recommendations and reform measures towards improving the system in this direction.

KeyWords: Performance Management, Federal Civil Service, Provincial Civil Service, Performance Evaluation Reports, Annual Confidential Reports, New Public Management

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Introduction

Performance management is an extremely important activity among human resource management functions of any organization. Performance evaluation and management helps in demarcating good and not so good performers, in other words, it does not let spurious coins jostle with genuine currency. To measure and then manage performance is very important because performance management is a barometer to gauge overall organization's wellbeing and its contribution to society. Without measuring and managing performance, direction cannot be ascertained and in the words of Alice in Wonderland, if one does not know where one wants to go (*that is direction*), then any road can take anywhere. So, that sense of direction is being provided by performance management. Performance management, therefore, is a comprehensive, integrated, strategic and intensive activity having wide ranging effects.

In the context of Civil Service in Pakistan including both Federal and Provincial Civil Service, the primary mechanism to measure performance is Performance Evaluation Report (PER), previously known as Annual Confidential Report (ACR). This report is being filled by the higher ups of incumbent civil servants and the exercise takes place annually. There are inherent problems in the management of performance using the current practice as the incumbents suffer promotion to the higher grades on the ground of inadequate performance. Hence, performance management is an important area of research to be analyzed critically in order to remove its weaknesses if any and keeping the strengths towards improvements.

Literature Review

Looking at performance of employees as critical success factor has become a common practice in organizations. Performance focuses on measurement (de Bruijin, 2001) as well as on human resource management (Flynn and Strehl, 1996). In government sector, performance means capabilities for managing (Ingraham, Joyce& Donahue, 2003). Performance managementhas now become an important activity in addition to other management activities (Halligan, 2001). Performance management can be interpreted both as measurement and management including information and action (Bouckaert and Dooren, 2002). It involves responsibility for the performance as well as accountability for results (Pollitt and Bouckaert, 2000). It is a process which is present throughout the organization which harmonizes and aligns each employee with the overall strategy of the organization (Rogers, 1990). In government sector, it is aimed at the maximum achievement of goals (Management Advisory Committee, 2001). Performance management is often considered a joint exercise carried out by managers and employees to; plan for organization, collectively decide job description, ensure alignment of job with the philosophy of organization and decide performance management system and procedure.

Brown (2005) notes many different reasons for introducing performance management. Among those reasons are organizational and/or employees' effectiveness, organizational and/or employees' efficiency, motivation of employees, pay for performance, accountability; and alignment of employees' objectives with those of the organization. Performance management today has become a vital component of modern management arrangements (Pollitt & Bouckaert, 2004). Importance of the concept is many folds in public sector because it is responsible for the management and administration of public. Performance measurement in public sector is a public bargain as it provides services to public and responds to their demands (Yang and Holzer, 2004). Performance management helps in strengthening other management processes, making decisions, enhancing legislative oversight and increasing accountability (Ammons, 1995).

The public sector has an enormous variety of organizations settled in different industries, operating in political and economic contexts with various interests (Rantanen, Kulmala, Lonnqvist, &Kujansivu, 2007; Ema, 2012). Here, all decisions and actions have a markedly political character (Carvalho, 2013) and professionals or civil servants perform their duties conditioned by a series of legal, political and regulatory constraints, emphasizing compliance with rules, procedures, code of ethics and identitiy (Madureira& Rodrigues, 2007).

Despite the constantly evolving nomenclatures, techniques and methods of performance management in government sector, the ultimate purpose has always been the improvement of public management in line with structure and complexity, policy choices and constraints, and service delivery practices (Heinrich, 2002).

Performance appraisal as an efficiency tool was reinforced in the public sector under the wave of the liberal reform popularly known as the New Public Management (NPM) during the late 1970s. The assumption that public sector can be run in a market like manner allows rethinking about how private sector techniques can be applied in the public sector. Consequently, performance management of public officials got momentum aiming to know who contributes what, why, and how in order to create fair value for public money. Since the 1980s, many countries reviewed their performance appraisal systems in order to make the most out of their civil servants. The current focus on performance measurement in the public sector has been significantly influenced by the New Public Management (NPM) movement, which emphasizes strongly on managing for results because citizens are being treated as customers in the new paradigm. The introduction of NPM in general, and the focus on performance in the late 1980s, in particular, have been offered as approaches to help governments reduce their annual budgetary deficits, lower their accumulated debt and improve service delivery. To provide with the best service delivery, performance measurement and management of those responsible in public offices need to be quantified and incentivized while keeping strict accountability.

Civil service is the most important component of public sector apparatus which is required to run the machinery of the government. It is the primary hub of the administration, which enables smooth functioning of government. Since Pakistan is a post- colonial country, civil service of the country manifests two heritages of pre-colonialism and colonialism. Currently, there are twelve occupational groups of Civil Service at federal level. At provincial level civil service is known as Provincial Management Service (PMS). Every province in Pakistan has its own Public Service Commission. The employees recruited and then finally selected by Public Service Commission serve only in their respective provinces or to which their domicile belongs. The terms and conditions are almost same to appear in the Examination.

Performance Management in the Civil Service of Pakistan (CSP)

In CSP, the main mechanism for performance evaluation is the Performance Evaluation Report (PER), previously known as Annual Confidential Report (ACR). The Establishment Division of the government of Pakistan provides policy directions and maintains the confidential record of evaluations. Performance evaluation underlies selection, training, appointment/transfers, promotions, confirmations, or screening of officials at different levels. PERs are filled by the superior officials for their subordinates. Officials who conduct the PERs are called reporting officers, and their reports are counterchecked by countersigning officers.

There are seven types of performance evaluation forms for officers working at different levels that are customized according to the civil servants' ranks. PERs are provided by Establishment division. For example, the PER form for officers in BPS-17 and 18 has six parts: (1) personal information of the officer, (2) self-evaluation of the officer by himself/herself, (3) evaluation of personal qualities by reporting officer[1], (4) pen picture, overall grading and fitness for promotion by reporting officer, (5) remarks of the countersigning officer[2] and (6) remarks of the second countersigning officer[3]. PER form for officers in BPS-19 and 20 is same and it has five parts: (1) personal information of the officer, (2) self- evaluation of the officer by himself/herself, (3) evaluation of personal qualities and pen picture by reporting officer,(4) remarks of the countersigning officer and (5) remarks of the second countersigning officer.

PER form for officers in BPS-21 has three parts: (1) personal information of the officer, (2) self -evaluation of the officer by himself/herself and (3) evaluation of personal qualities and pen picture by reporting officer. PERs of BPS17-18, BPS 19-20 and BPS 21 are attached in appendix D, E and F respectively.

Generally, civil servants are evaluated by the reporting officer on their knowledge, expertise, integrity, competence, analytical skills, and future prospects for training.

The countersigning officer evaluates that officer, and the second countersigning officer reevaluates and reports his/her remarks, if any (Management Services Wing 2004).

The literature on the subject suggests that performance evaluation system has a weak linkage with performance management, compensation, and promotion mainly due to the lack of transparency and objectivity in the process. Communication of adverse remarks to the concerned officers becomes more challenging due to the absence of a culture of open communication and constructive feedback. Performance interviews are hardly conducted to develop

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[1] Reporting officer is the immediate boss to evaluate of the employee or to whom an officer reports.

[2] Countersigning officer is the immediate superior of the reporting officer.

[3] Second countersigning officer (if available) is the superior of first countersigning officer.

improvement plans in conclusion with the incumbent officer. Moreover, PERs are filled to meet the formal requirement of the system toward the end of the year rather than on continued basis, which allows room for bias and favoritism (Jabeen & Jadoon, 2013).

Performance Management Reforms-Are they Really Needed?

Historical survey on civil service reforms reveals that the focus throughout has been on *structural* and *procedural* aspect of civil service rather than contextual and functional aspects concerning ways to improve performance or to address performance inefficiencies in view of the specific context of the country. Basic Democracies system (1960s), lateral entry system (1970s) or the National Executive System (NES) (proposed in 2000s), all focused on restructuring the existing administrative, financial or human resource practices with little focus on path breaking reform towards the improvement of performance management system in the civil service of Pakistan.

Haque and Khawaja (2007) conducted a survey among civil servants to gauge their perceptions about civil service in terms of recruitment, postings, transfers, trainings, organizational issues, incentives, performance issues and reasons of being in Service. According to the findings of the survey 93% of the civil servants in the given sample responded that performance of civil servants have deteriorated over the years and 38% of them viewed that the extent of deterioration is of extreme level. Furthermore results of the survey showed that civil servants viewed that political interference and connections play a vital role in the working of civil service, nominations for foreign trainings and lucrative transfers and postings. Jabeen (2007) mentioned dissimilarity between bureaucratic values and cultural values, as a reason of deviation of bureaucracy from its principles like merit, impersonality, and rule of law. Politicians use bureaucracy for their own interests instead of letting it work for the public. CSP of Pakistan has adopted an elitist outlook and has not been open to reform or democratic responsiveness; it is being perceived as inefficient, ineffective, corrupt, and rigid. Also, inadequate remuneration and low salaries lead to corruption both at low and high levels (Jabeen & Jadoon, 2013).

Pakistan was ranked 48th from the bottom among the list of 177 countries in the 2013 Corruption Perceptions Index. It ranked countries on a scale of 0-100, where 0 means a country's public sector is considered highly corrupt and 100 means it is regarded as very clean (Pakistan Improves Ranking, 2013).Global Competitiveness report ranks Pakistan on indicators of favoritism in decisions of government officials, transparency of government policy making, and reliability of police services 130, 116 and 135 respectively out of 148 countries (World Economic Forum, 2013). It is therefore essential that reform effort be initiated given the screaming evidence on the deficiencies in performance management system of the Civil Service of Pakistan indicated by national conditions as well as international rankings. The civil service is responsible for stability and progress in

the country that needs to be restructured and strengthened through a process of reform (Jabeen & Jadoon, 2013).

Theoretical Framework

Theoretical framework of the paper has been prepared after reviewing existing theories that support the given research endeavor. The underlying theories and perspectives have been adapted to the given research needs and a theoretical framework has been developed according to the research requirements. Institutional Theory proposed by Meyer and Rowan (1977), Institutional Isomorphism by DiMaggio and Powell (1983), Theory of Bureaucracy by Max Weber (2005)and Structural Instrumental and Institutional Perspectives (Christensen, Laegreid, Roness & Rovik, 2007) have been utilized to describe the behavior and dynamics of performance management in civil service in Pakistan. These theories have been integrated using the Open System Theory (Katz & Kahn, 2005). Knitting all these theories and perspectives into a coherent whole, a theoretical framework has been developed. Each of the theories and perspectives has been discussed briefly to put the discussion into proper perspective.

Institutional Theory

According to Meyer and Rowan (1977), institutional rules, principles, values and culture are embedded in the organizations for the achievement of certain purposes i.e. i). legitimacy, ii). resources, iii) stability and enhanced survival prospects. Formal organizational structures are embodiment of institutionalized rules. The authors distinguished between institution and the process of institutionalization. According to them, institutionalization involves the ways by which the activities, realities and processes related to social dynamics assume the status of rule in society. DiMaggio and Powell (1983) described institutional isomorphism as a process in which actors in the organizations are tried to be made similar to their environment. The ultimate objective of the isomorphism is to gain legitimacy. They further described *coercive, mimetic and normative* as three mechanisms of institutional isomorphic change. *While coercive* isomorphism takes place as a response to formal, informal pressures and cultural expectations in a society, in *mimetic* isomorphism organizations try to imitate other organizations and finally in *Normative* isomorphism members of an organization collectively try to find out methods to carry out work.

Structural Instrumental and Institutional Perspectives

Christensen, Laegreid, Roness and Rovik (2007), distinguished between Structural Instrumental and Institutional perspectives to view organizations. Primarily the difference between these two perspectives is that structural instrumental perspective views organizations asinstruments where rationality is deeply

entrenched and it defines behavior of those in the organization. This perspective focuses on the achievement of goals and values and allows organizations to have their own institutionalized culture and procedures, which influences the decision-making behavior. Institutional perspective is further divided into cultural and myth oriented perspectives. The two perspectives (Instrumental and Institutional) vary in three ways, i.e. Logic of action; which draws from the actions and views of politics and organizational change, *Logic of Consequence* which draws conclusions and define ends to predict long term or short term effects and the *Logic of Appropriateness* in which a person acts according to his/her past work experience, what he or she feels appropriate in current work environment. Structural Instrumental Perspectives views goals as an exogenous or external task of leaders and also articulation of a policy to achieve the goals. Change, from an instrumental perspective, is a rational adjustment to new goals, managerial actions, or exterior demands and from institutional perspective it will be brought through steady and gradual adjustment. In institutional approaches, there is a further category of *Cultural perspective* and a *Myth perspective to explain reform*. Cultural norms and values develop gradually, through adaptation and are influenced by the critical decisions of leaders. Individuals in public organizations act according to institutionalized culture and all which seems appropriate. Myth perspective concerns about an institutionalized environment. Both public and private organizations function and carry out their operations in institutional environments and frameworks where they are confronted with social norms and come across various formulas for how their designing and functioning should be. These norms and formulas are called myths and there is a wide assortment of these formulas or recipes in the words of Christensen et al., (2007), for the functioning and operation of various aspects of contemporary organizations, like, leadership, organizational structure, cultures and processes, etc. The acceptance and then implementation of renowned recipes by public organizations may lead to many outcomes.

Theory of Bureaucracy

Max Weber (2005) explained six main characteristics of bureaucracy. Among these are the defined jurisdictional areas governed by rules, laws and administrative regulations. The regular activities to manage the bureaucratic organizations are divided as fixed official duties; rules that guide the authority to give commands to carry out the official duties. Furthermore, there are methodologies for carrying out these duties and there is a prerequisite of qualification to join bureaucratic organization. Then there are principles of hierarchy, written documents known as files and clear distinction between private life and official activity (Weber, 2005). It also includes expert training and job security to get benefit from the public officials in full capacity and rules with which bureaucracy work i.e. jurisprudence, administration or management.

Max Weber (2005) also explained the position of an official in bureaucracy. Weber opined bureaucratic office as a vocation. For entrance in the bureaucratic

office, an official requires a prescribed training and has to pass a special type of examination. Nature of working and functioning of the officer in the bureaucracy is like a duty and office holding is not considered as a source of benefits. An official working in the bureaucracy has to exhibit impersonality and not loyalty to the ruler. Secondly the author explained the way in which personal position of an official is patterned: modern official enjoys social esteem, pure bureaucratic official is appointed by superior authority, bureaucratic official enjoys position which is held for life, an official gets pecuniary compensation and pension where salary is determined by rank and length of service and lastly in public service, the career of an official is from lower to higher level.

Open Systems Theory

Systems theory is basically concerned with relationships and interdependence of various units in given structure. It is categorized into two subtypes. Closed system in which structures were independent of external forces and were self -determined. On contrary, open systems are dependent upon their external environment as identified by Katz and Kahn (2005) as follows:

Importation of Energy: Open systems take energy from external environment; social organizations take in energy, people or materials. Self - dependence is absent in social structure.

The Throughput: Open systems convert the energy imported by them and reorganization of input takes place through these activities. Some work gets done in the system.

The Output: Open systems produce products into the environment as a result of throughput activities.

Systems as Cycles of Events: The model of the energy exchange exhibit cyclical nature. The product exported into the environment supplies energy to the environment for the repetition of the cyclical activities. The energy that is reinforcing the cyclical activities either comes from the exchange of products in the external world or from the activity itself.

Negative Entropy: Entropy is a universal truth of nature in which all types of organizations perish and cease to exist. Open system however acquire negative entropy by importing energy from environment.

Information Input, Negative Feedback, and the Coding Process. Inputs given to a system could be both materials and information which will provide signals to the system, where the simplest type of information given to all systems is negative feedback and which actually enables the system to rectify and improve performance. It is also important to have corrective device in a system to get it back to the course. System selectively receives the inputs from environment termed as coding which supports the system to function.

The Steady State and Dynamic Homeostasis: Open systems that are survived by the constant importation of energy from environment are characterized

by a steady state. By steady state, it is meant that the ratio of the energy exchanges and the relations between parts remain the same. It is just like homeostatic processes in which internal or external conditions making disruption are balanced by the forces which restore system closely to the previous state.

Differentiation: Over a time period, systems move in a specified direction and differentiate by acquiring specialization.

Equifinality: Open systems are characterized by the principle of equifinality in which systems reach the same final stage from dissenting initial conditions and by a variety of paths. Integrating all of the above theories the following theoretical framework has been proposed:

Figure 2: **A Proposed Theoretical Framework for Performance Management in Public Sector: A Case of Civil Service in Pakistan**
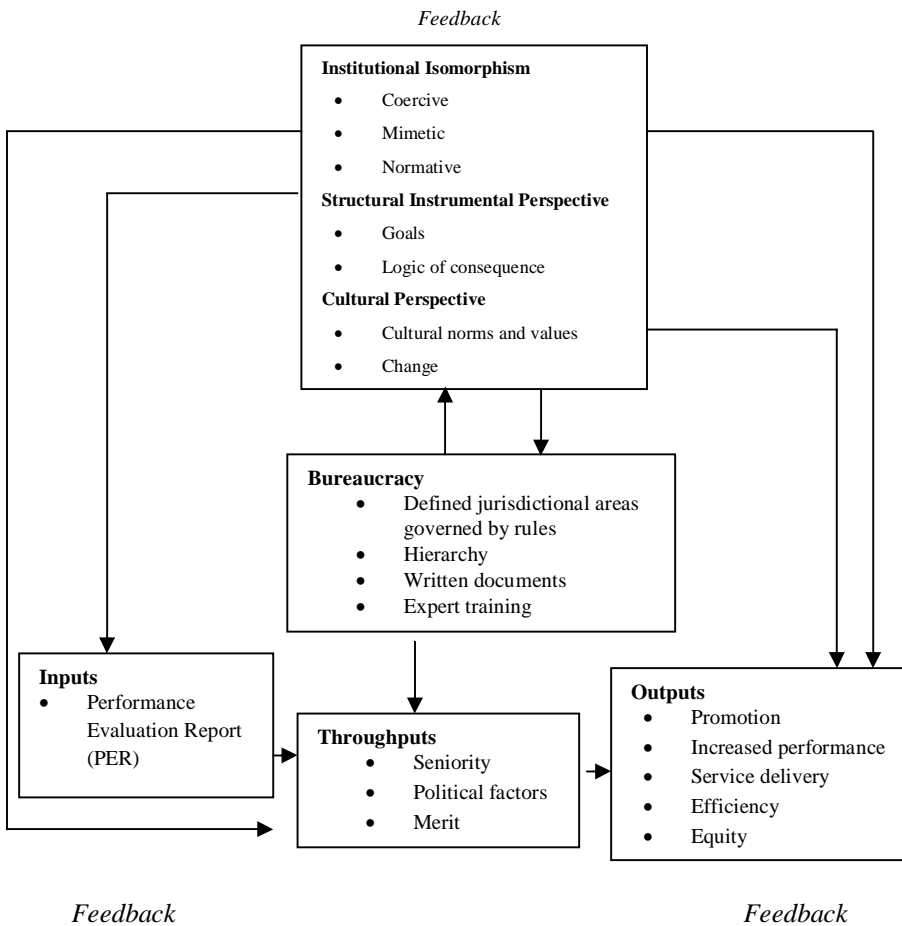
The above framework suggests that while Institutional Theory offers a broader approach to view the entire functioning of civil service of Pakistan, Open System theory has been utilized as a focal theory to explain the research endeavor.

Public organizations are very complex to be understood because they operate and function in a very complex and highly uncertain environment. They continuously have to face demands from their environment and also have to respond to the environment. Public organizations continuously face environmental demands and operate in a very uncertain situation. Civil service in Pakistan is no exception to it. So, performance management in the civil service of Pakistan fits well with the open system theory because performance of civil service is affected by and in turn affects the society (environment) as a whole. For the given purposes, since one aspect of Civil Service is in question and that is Performance Management so the element from where this process starts is Performance Evaluation Report (PER), which is processed through seniority, merit and political factors to give the final output. Here output is individual as well as societal. In individual terms, promotion and increased performance can be the outputs whereas societal outputs are service delivery, efficiency and equity. The entire process is constantly taking feedback from and then again responding to environment because the performance of civil servants is largely dependent on environmental demands as they work in various departments. Civil service in Pakistan is having a colonial legacy so it is a very strong institution which has developed overtime having its own culture, ecology, rules and regulations. It is always having or striving to have balance or similarity technically known as isomorphism with the environment. Coercive isomorphism when it facing political pressures; mimetic isomorphism when having uncertain environment and normative isomorphism because of colonial legacy and its unique culture. Hence, institutional perspective isomorphism broadly affects the whole system approach. It may affect input, through and/or output. As the performance management in Civil Service .i.e. bureaucracy is under scrutiny, so the theory of bureaucracy plays an important role to understand the behavior and dynamics of civil service bureaucracy in Pakistan.

The idea of bureaucracy initially coined by Max Weber so many years ago still carries its flavor and taste in the Civil Service of Pakistan. The characteristics and features of bureaucracy identified by Weber and as mentioned above are reflected in the current functioning and operation of Civil Service of Pakistan. It influences inputs, throughputs and /or outputs. This theory is indispensible and hence incorporated in the theoretical framework.

Structural Instrumental and Cultural perspectives shared by Christensen et al., (2007) play a significant role in explaining the performance management dynamics in the civil service in Pakistan. Logic of Consequence in terms of performance management system in civil service in Pakistan can be aligned in a way as Performance Evaluation Report (PER) leads to promotion or otherwise i.e. the consequence of performance evaluation. Goals in the civil service on which performance of civil servants is evaluated are defined by politicians or by external actors. From Cultural perspective, change in civil service is a slow or absent process but civil service as a whole represents a strong institution having its unique culture shaped by pre-colonialism and colonialism as identified earlier.

Methodology

This research study is descriptive in nature and aims at describing the performance management process in the context of Civil Service of Pakistan. The nature of the research study is cross sectional as it is conducted with one sample group at one point in time, and data has been collected through in depth interviews. This research manifests applied nature as it seeks to understand and then solve the problem of inadequate performance in the civil service of Pakistan. It is a qualitative research study in which in-depth interviews method has been utilized. More specifically it is qualitative and interpretative study. In the present research, various theories, models have been applied to check their external validity and to some extent internal validity to put things into proper perspective.

Population and Sampling

Population in the given research study includes all of twelve occupational groups of CSS. These groups include Commerce and Trade Group (C&TG), Customs and Excise Group (C&EG), Pakistan Administrative Service (PAS), Pakistan Audit and Accounts Service (PAAS), Foreign Service of Pakistan (FSG), Information Group (IG), In-land Revenue Service (IRS),Military Land and Cantonment Group (MLCG), Office Management Group (OMG), Police Service of Pakistan (PSP), Postal Group (PG) and Railways Group (RG).Apart from these, Provincial Management Service (PMS) which is also civil service working at provincial level is included in the population of the given research study. Sampling strategy used in the research study is non probability sampling and furthermore two techniques; purposive or judgmental and snowball sampling have been utilized to derive meaningful findings of the study. The rationale behind using convenience and purposive sampling was easy accessibility, expert knowledge and their key positions in their respective organizations. In addition to this, specific purposes and questions related to this research study is addressed by purposive sampling and usually expert judgment is taken into consideration while taking sample for the study. The willingness of an interviewee to participate in the research study was also another reason behind choosing this strategy.

For the given study sample included thirty interviewees, these interviewees belong to diverse occupational groups in the civil service. Interviewing significant a few over insignificant many was the underlying philosophy behind the size of sample. Secondly, interviews were stopped when information started saturating. The respondent civil servants belong to

Basic Pay Scale (BPS) 17 to 21 (Grading System) representing the entry to middle and top level. A few interviewees also belonged to Provincial Management Service (PMS). A minimum year of experience of the interviewees in the given sample was four years and maximum number of experience was thirty eight years.

There were also two retired civil servants included in the sample to gain a deeper insight of the phenomenon under study.

Data Analysis

Data analysis was done by thematic interpretive analysis. All the recorded interviews were first listened and transcribed. After transcription, themes were identified to conduct analysis. Common responses, answers or issues unanimously identified either by all the interviewees or by the maximum number of interviewees were integrated in a broad theme. In some instances even the actual words of the interviewee(s) have been quoted. Since, the given research study is purely qualitative in nature and face to face interviews were recorded, so apart from the words, facial expressions, cues and reactions of the interviewees also helped in interpreting the given responses.

Results

Strengths of Performance Management System in the Civil Service of Pakistan

After interviewing, it was found that all the interviewees across the board belonging to various groups and both at provincial and federal level viewed Performance Evaluation Report (PER) as a mechanism of performance management which takes place annually. The respondents identified various strengths which have been classified as under in the performance management system:

- Performance management in civil service in Pakistan via performance evaluation report (PER) is a rigorous exercise which means it is annual based activity through which performance is gauged. *Performa is good; it is okay, its thorough and comprehensive* were the repetitive words used by the interviewees.
- It is disciplined and mechanized which means all the parameters of the job and dynamics have to be observed and entire performa has to be filled according to job responsibilities and duties of the given occupational group. Major strength is the accountability, not only the performance. A senior civil servant said that *if any civil servant is accountable andfeels that he is answerable for his deeds, definitely, he will improve his performance.*
- Self- reporting parameters are very strong through which performance becomes crystal clear. *Through self -reporting section in PER, an official can lucidly explaintargets met, accomplishments and achievements,* said an interviewee.
- Check and balance is possible because the evaluation of the immediate reporting officer is counterchecked by another countersigning officer. And in

some cases there is a second countersigning officer. So, in case if the reporting officer is biased or under represents the official being evaluated, it can be counterchecked by the other countersigning officer(s). According to an interviewee, *reporting officer, countersigning officer and in few casessecond countersigning officer keeps check and balance in the entire performancemanagement system.*

- The interviewees agreed that PER is an important tool for development. Promotion, trainings and refresher courses are dependent on the performance evaluated in the PER.
- Lastly, performance management in civil service is strategic that is aligned with the overall mission, vision and objectives of that organization where a civil servant is currently working in. It means his/her performance will be evaluated by keeping in view

the achievements in that particular department and overall contribution in that office. One senior civil servant said that *when I am evaluating an officer in Home department, it will*

be different as compared to when I am evaluating someone in Population and Welfaredepartment.

Limitations in Current Performance Management System in the Civil Service ofPakistan

The interviewees highlighted limitations in the current performance management system that are discussed below:

Political meddling: According to the interviewees, political meddling and interference was highlighted as the most important factor affecting not only performance but also the entire functioning and working of civil service. One senior bureaucrat viewed that merit starts deteriorating when no matter how sluggish or dim witted the officer is, he/she gets good scoring on PER and also better transfer and places of posting on the basis of political connections. Lack of merit based transfers and postings make officials unconditionally loyal to their political masters and this fear factor heavily influences performance of the civil servants. One of the respondent civil servants highlighted the recent incident of firing at Minhajul Quran[4].

Extraneous factors: While carrying out various official tasks, at times unexpected external factors which divert the attention from original or prescribed work a civil servant is supposed to do.Those external events or grey areas (as one respondent called it) are not tapped and gauged in PER. For example, an interviewee said that *so many issues like shortage ofsugar, shortage of flour, recently our government rigorously pursued high pricing and* the Chief Minister

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[4] In June 2014, bloody and horrible clash between the supporters of famous religious scholar and political leader Dr. Tahirul Qadri and police of Punjab took place. As a result of which the involvement of police official having strong political back up was highlighted.

(*CM) was having meetings on daily basis and advised local representatives as well as civilservants to visit vegetable markets in the morning to check the rates going on, I meanthat civil servants are involved in so many issues which are not 100% the part of his/herjob description. For example, if wheat procurement task is given to the District Coordinating Officer (DCO) and a target ofwheat procurement is assigned to the incumbent officer, s/he is supposed to have all the available resources at her/his disposal and utilize to the maximum to achieve the given target but andat the same time the original job of the district collector will suffer and won't be able to lookafter it because of so many exigencies. Hence no watermark compartmentalization in thework is there.*

Lack of job descriptions and seriousness: The most important problem shared by all the interviewees was the absence of clear job descriptions that guides the tasks, responsibilities and duties to be performed by the civil servants. It was found to be a serious Human Resource Management issue because it may inhibit or totally distort the performance evaluated by PER in the absence of having clear performance targets .Only a few groups were found to have job descriptions and that too were of a general nature. Otherwise, no written and documented job description for the highest positions in the departments like Higher Education was available. A few interviewees said that performance evaluation exercise is not taken seriously and is only pursued by the civil servant when he/she comes in the promotion zone, otherwise the general attitude is '*likhwa lain gay'(to be written later) PER.*

One size fits all: Surprisingly it has been discovered that the PER is same across the board for all occupational groups. One secretary of the highest grade said that *how can you compareperformance of Superintendent Police (SP) on the same indicators given in the evaluationreport.* This generic and one size fits all approach is detrimental to effective performance management in the civil service.

Reputation: Reputation of civil servants work a lot in getting good transfers and postings and it might influence performance management of that civil servant. One lady civil servant shared the anecdote about the good reputation of another senior civil servant, who has always been remembered by his name and not by his designation. This view was corroborated by another working secretary that tasks and assignments are given according to the reputation of the civil servant .i.e. this officer is educated and must be given some analytical or strategizing nature of work, some other official is hard working so he/she must be given some work that involves running or moving around.

Lack of complete implementation: Many respondents collectively agreed to the point that the given PER is not enough and lacks thorough parameters to evaluate performance of a civil servant and what actually required is complete implementation in a true sense of a word. By highlighting so, they intended that promotion, transfers and posting, assignments must be given in accordance with the performance evaluated in PER.

Relations with boss, culture of sycophancy and yes-boss: Congeniality, agreeableness, amiability and understanding with boss or higher up or the one who will fill the PER greatly determine the overall scoring and performance being evaluated in PER. This factor has been unanimously endorsed and highlighted by all interviewees. Relations with the officer who is being evaluated makes reporting officer biased in evaluating the officer. Honesty, understanding of the performa, degree of objectivity and subjectivity of the reporting officer really determines the performance evaluated. One of the civil servants said that *at times to get good PER written, officers movearound their bosses, become devious and even get ready for unconditional subordinationand adopts the attitude of yes-boss.*

Absence of computerized system: Lack of computerized and centralized online system through which any civil servant can have an access to their higher ups or evaluating officer to get the performa filled if they are posted somewhere else has been identified as need of the hour. The centralized system should ensure access of every civil servant to his/her previous PERs and therefore transparency can be made certain.

Absence of system and frequent changes: Frequently recurring changes in the system like Local Government System in the country or no Local Government system and the absence of a robust and strong administrative system as a whole is the major limitation. One of the respondents said that we are doing *"firefighting"*. By firefighting, she meant that there are no job descriptions, written guidelines or standard operating procedures (SOPs) in light of which officers can carry their work and most of the times they are operating on ad hoc and short term basis while having no strategic and system wide support at the back.
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Recommendations

In view of the above findings the paper provides the following recommendations for effective and efficient performance management in civil services- both Federal and Provincial civil services of Pakistan:

Involvement of independent observers: Since civil servants and politicians are too busy to take time out of their schedule and develop performance indicators for each of the twelve identifies occupational groups, hence independent bodies or stakeholders can be involved to do the needful. Independent bodies or stakeholders may include academicians, members of civil society, retired civil servants or intelligentsia having considerable experience and knowledge about the working of public sector in general and civil service in particular. This is how a culture of collaboration and research can also be promoted in Pakistan.

Control political intervention: Although absolute politics- administration dichotomy may not be possible in the context of Pakistan but a journey towards this direction may be encouraged. Political intervention in the form of transfers and postings or day to day working and performance of civil servants can be reduced to the minimum level by setting up independent commissions to decide about promotions, trainings, transfers and postings after looking into the

performance record of the concerned civil servants. Political intervention can also be countered by setting performance targets and linking promotions with achievement of those targets which in turn would also promote transparency in the system.

Development of job descriptions: Job description with nature of job clear duties and responsibilities expected to be performed in that job need to be elucidated so that there remains no ambiguity and parameters get defined for performance evaluation.

Better remuneration: Civil servants should be given better remuneration ideally which is at par with their counterparts in private sector, so that they can work with complete focus and peace of mind to perform well and without getting discouraged and demotivated.

Inter-group Rivalry: Inter group rivalry seems quite evident among occupational groups in civil service because of different reasons. This can be analyzed both from Sociological and Management perspectives. From Sociological point of view Conflict perspective explains this rivalry where different actors and stakeholders are in the state of conflict because of perceived or actual differences in ways of living. While, from management perspective, equity theory (Adams, 1965) explains the problem in which an employee compares his/her input and output ratio with others and that effect his/her motivation. It was found that civil servants in different occupational groups compare their inputs and outputs ratio with those in other occupational groups and that not only effect their motivation but also give birth to rivalry in groups if inequity comes as a result.This inter group rivalry can be checked by ensuring equality among occupational groups in civil service in terms of remuneration, incentives and job opportunities.

Incentivize performance: Incentives need to be attached with the specified performance level. Instead of giving perks and privileges like spacious accommodation, conveyance or like at the entry level, they must be given after attaining a specific performance target.

Evolve 360 degree feedback: Feedback about the performance of a civil servant should be obtained from multiple levels instead of just from higher ups. Since, team work and project based assignments have become the way of carrying out tasks in public sector, so for evaluating performance multiple sources should be used to cross check and validate the evaluation of performance made by the immediate boss or reporting officer.

Appraisal interviews: After the performance evaluation cycle, an appraisal interview should be conducted for counseling and mentoring the civil servant if required. This makes the civil servant cognizant about his/her performance. The sole purpose of appraisal interview should be a thoughtful two way communication to provide constructive feedback to keep performance on the right track. Besides reflecting on past performance, the appraisal interview also provides an opportunity to set direction for future. The employee has a chance to discuss

career path, while the employer may inform the employee of any significant change that might take place in future.

Reforming the entrance criteria: Criteria to join civil service of Pakistan needs to be reviewed. CSS exam which is conducted annually needs to be reoriented, reformed and redesigned. Presently, the entrance exam rely mostly on rot learning and cramming capability of candidates, which need to be replaced with more applied and analytical knowledge including; case studies, scenarios and simulation exercises. Subjects like Public Administration or Public Policy, Economics and Urdu should be the part of Compulsory subjects. Norway is a case in point where one has to obtain degree of Public Administration to join civil service. Relevant and reliable criteria to join civil service of Pakistan need to be developed in collaboration with academia and public organizations' in line with civil service requirement which in-turn would lead towards improving performance.

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Biographical Note

Ayesha Hanifis Assistant Professor at Institute of Administrative Sciences University of the Punjab, Lahore Pakistan.

Dr. Nasira Jabeen is Professor at Institute of Administrative Sciences University of the Punjab, Lahore, Pakistan.

Dr. Zafar Iqbal Jadoon is Dean, School of Business,University of Central Punjab, Lahore, Pakistan.

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