



## A Study on the Civil Service Structure, Civil Servants Training and an Overview of National Commission of Government Reforms in Pakistan



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GIZ Governance Programme was launched in Pakistan to lay and strengthen the foundations for just, fair and equitable governance at the national and sub-national levels in Pakistan. The GIZ Governance Programme has three Components, namely, Administrative Reform, Tax Reform and Prevention of Violence Against Women.

The Local Government Elections and Rural Development Department (LGE&RDD), Government of Khyber Pakhtunkhwa is the key implementing partner of the Administrative Reform Component. GIZ is supporting Local Council Board of LGE&RDD in shaping local civil service, particularly designing its structure, mode of operation and strategic orientation and strengthening a training system for lower cadres of civil service (including Local Governance School) for LGE&RDD.

A competent, effective and neutral civil service is the backbone of any country's governance structure. Countries that do not have an organized civil service system are at a relative disadvantage in executing their programs and policies.

Civil service refers to the body of government officials who are employed in civil occupations that are neither political nor judicial. A well-functioning civil service helps to foster good policymaking, effective service delivery, accountability and responsibility in utilizing public resources which are the characteristics of good governance. The importance of the civil service to governance stems from the service presence throughout the country and its strong binding character, administrative and managerial capacity of the services, effective policy-making and regulation, effective coordination between institutions of governance, leadership at different levels of administration, service delivery at the cutting edge level and provide 'continuity and change' to the administration. The civil service, as the

primary arm of government, must keep pace with the changing times in order to meet the aspirations of the people.

The study on the civil service structure, civil servants training and an overview of the National Commission of Government Reforms in Pakistan provides detailed information on structure of the Pakistan's civil bureaucracy, identifies overall training framework in Pakistan at the federal, provincial and local levels and examines succinctly, the civil service reforms as recommended by the National Commission of government reforms (NCGR) in 2008. The study particularly examines the different tiers of the civil service in Pakistan and had identified various lacunas in the implementation of the trainings of civil servants of Pakistan. It is also heartening to see who manages trainings at the federal, provincial and local levels and how the training and development of the civil servants could be improved.

Based on his International and National experiences, Mr. Shakeel Imtiaz, Advisor Local Civil Service & Training, Administrative Reform Component of the GIZ Governance Programme has prepared this very useful and comprehensive study for the Local Government Elections and Rural Development Department (LGE&RDD), in particular, and for a broader audience in general to have a better understanding of the civil service structure and civil service trainings at the federal, provincial and local levels. I'm very much confident and hopeful that the LGE&RDD, GIZ and particularly the Local Governance School (LGS) management and potential trainees of the LGS will benefit from this study.

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A study on the civil service structure, civil servants training and an overview of national commission of government reforms in Pakistan provides succinct information on civil service in Pakistan, overall training framework at federal, provincial and local levels and examines the national commission for government reforms (NCGR) report on reforming the government in Pakistan.

The first chapter scrutinizes the structure of the Pakistan's civil bureaucracy at the federal, provincial and local levels. The study shows that the existing structure of the civil servants in Pakistan allows posting of personnel from a variety of services and departmental cadres of the federal as well as provincial governments. Consequently, personnel from a variety of services and cadres, such as All- Pakistan Unified Grades (APUG), Federal Unified Grades (FUG), Provincial Civil Service (PCS), Provincial Local Councils Service (LCS) and departmental cadres of the Provincial Government are found right down to the local government offices. These are, in addition, to the Servants of the Local Councils (SOLC), who are the direct employees of the local governments. The basis for establishment of various civil services at the federal and provincial levels has been provided in Article 240 of the Constitution of Islamic Republic of Pakistan, 1973. Civil Servants Act, 1973 and the Rules made there under provide the legal basis for regulating the appointment to, and the terms and conditions of an All Pakistan Service or a civil service of the Federation or a post in connection with the affairs of the Federation. It applies to all Civil servants of the Federation wherever they may be, in federal government, provincial government, local authority, a corporation or a local body. The study highlights the transaction of the business at the federal level and also mentions federal and provincial secretariats. At the provincial level, the study examines situation before Local Government Ordinance (LGO) 2001, the LGO 2001 implications and changes brought about by the Khyber Pakhtunkhwa Local Government Act 2012. A particular emphasis has also been placed on the Local Government Elections and Rural Development Department and the Local Council Board in Khyber Pakhtunkhwa.

The second chapter on the training of civil servants in Pakistan is aimed at providing a general understanding on the overall training framework at the federal, provincial and local levels. There are 24 training institutions under the various ministries that impart trainings to the civil servants of Pakistan. At

the Provincial levels, departments have their own trainings institutes such as health department has Health Services Academy etc. At the local level, all the provinces of Pakistan have local government training institutes namely, Punjab Local Government Academy Lalamusa, Balochistan rural development Academy, Sindh local government and rural development academy, Pakistan Academy for Rural Development, Peshawar and National Centre for Rural Development in Islamabad. The study also throws some light on the selective training institutes in the province of Khyber Pakhtunkhwa, for example, Local Governance School of the Local Government Elections and Rural Development Department, Provincial Institute of Teacher Education (PITE), Provincial Health Services Academy, the Khyber Pakhtunkhwa Judicial Academy, Government of Khyber Pakhtunkhwa etc. The study provides common courses in all training programmes and also identifies certain gaps in trainings in the training and development of the civil servants of Pakistan. Finally, the study mentions practical recommendations for improving overall framework of the training of civil servants in Pakistan.

The third chapter covers the restructuring of Government at the Federal, Provincial levels, strengthening of the district governments, reorganisation of civil services, revamping of human resource management policies and practices, re-engineering of business processes. The report adds value addition by; firstly, it systematically updates the knowledge and a problem facing the Government in the formulation and implementation of policies, programmes and projects. Secondly, it provides equality of opportunity to the majority of officers who are currently outside the occupational groups and service cadres in matters of recruitment, training etc on the basis of performance and achievements. Thirdly, it recommends creation of District Services under the control and management of the districts. Fourthly, it provides the need to ensure that there is a system where each district assigns young direct recruits in thanas, tehsils, etc to be the first point of contact with a citizen. Fifthly, it provides holistic approach towards human resource management of the civil servant. Sixthly, it proposes E-Government for all government rules, regulations, circulars, instructions, manuals and latest editions of documents such as the establishment manual, the ESTACODE etc. and seventhly it presents ideas for improvement in the delivery of essential public services: education, health, police, and land revenue in the short term

## Acronyms



<b>APUG</b>	All Pakistan Unified Grades
<b>BPS</b>	Basic Pay Scales
<b>CDS</b>	Comprehensive Development Strategy
<b>CSA</b>	Civil Services Academy
<b>CSP</b>	Civil Service of Pakistan
<b>CSR</b>	Civil Service Reform
<b>CSS</b>	Central Superior Services
<b>CTP</b>	Common Training Programme
<b>DCO</b>	District Coordination Officer
<b>DMG</b>	District Management Group
<b>FATA</b>	Federally Administered Tribal Areas
<b>FPSC</b>	Federal Public Service Commissions
<b>FSA</b>	Foreign Service Academy
<b>FUG</b>	Federal Unified Grades
<b>IBA</b>	Institute of Business Administration
<b>ICS</b>	Indian Civil Service
<b>IRS</b>	Inland Revenue Service
<b>LCB</b>	Local Council Board
<b>LGA</b>	Local Government Act
<b>LGE&amp;RDD</b>	Local Government Elections and Rural Development Department
<b>LGO</b>	Local Government Ordinance
<b>LGS</b>	Local Governance School
<b>LGTIs</b>	Local Government Training Institutes
<b>LUMS</b>	Lahore University of Management Sciences
<b>MCMC</b>	Mid-Career Management Course
<b>MTRI</b>	Municipal Training and Research Institute
<b>NCGR</b>	National Commission for Government Reforms
<b>NCRD</b>	National Centre for Rural Development

<b>NDC</b>	National Defence College
<b>NIM</b>	National Institute of Management
<b>NMC</b>	National Management Course
<b>NSPP</b>	National School of Public Policy
<b>OPM</b>	Oxford Policy Management
<b>PARD</b>	Pakistan Academy for Rural Development
<b>PCS</b>	Provincial Civil Service
<b>PER</b>	Performance Evaluation Reports
<b>PILDAT</b>	Pakistan Institute of Legislative Development and Transparency
<b>PLGA</b>	Punjab Local Government Academy
<b>PMS</b>	Provincial Management Service
<b>PPSA</b>	Pakistan Provincial Services Academy
<b>PPSC</b>	Provincial Public Service Commission
<b>PSP</b>	Police Service of Pakistan
<b>PUGF</b>	Provincial Unified Group of Functionaries
<b>RDA</b>	Rural Development Academy
<b>REDC</b>	Raising Executive Development Centre
<b>SAS</b>	Subordinate Accounts Service
<b>SDPD</b>	Strengthening Democracy through Parliamentary Development
<b>SLGA</b>	Sindh Local Government Academy
<b>SMC</b>	Senior Management Course
<b>SOLC</b>	Servants of the Local Councils
<b>STI</b>	Secretariat Training Institute
<b>STP</b>	Specialised Training Programme
<b>TMA</b>	Tehsil Municipal Administration
<b>TMO</b>	Tehsil Municipal Officer
<b>TORs</b>	Terms of Reference
<b>UC</b>	Union Council

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# CHAPTER 1

CIVIL SERVICE IN PAKISTAN:  
FEDERAL, PROVINCIAL, DISTRICT  
AND UNION COUNCIL LEVELS

## 1.1 Introduction



Civil service is a relatively new term used to describe an old governmental feature that is becoming increasingly important in modern political systems. The phrase was first used in British administration in India and was popularised by Sir Charles Trevelyan a little more than a century ago. When the principle of open competitive examination was introduced in Great Britain in 1854, the phrase “civil service” was also carried over and was applied to the officials serving the state in a professional capacity, except for those in the military and judicial services<sup>1</sup>.

Traditionally, civil service refers to the body of appointed officials who carry out the functions of government under the direction of the Head of Government. This is true in democracies, dictatorships, monarchies and republics alike. Historically, “administrative reform” and “civil service reform” have been used almost interchangeably. The components of structure, system, processes and procedures were all organically related to recruiting and maintaining competent, motivated staff. Recently, “governance” has been used as an all-inclusive framework not only for administrative and Civil Service Reform (CSR), but as a link between CSR and an all-embracing framework for making policy decisions effective within viable systems of accountability and citizen participation. Administrative reform focuses on rationalising structures of government. It creates strategic mechanisms and processes for policy and decision making coordination; for literally re-forming institutions for the delivery of services, sometimes through contractual arrangements with civil society and private sector organisations; for improving delivery mechanisms within core public sectors and broader contexts; and for other means to strengthen processes and procedures for effective, efficient, economical and ethical management. Governance reform tends to refer to the improvement of legal and policy frameworks to create proper decision making environments; participatory systems for elements of civil society to become actively involved in policy and programme formulation and their implementation; and an effective and transparent system and process for control and accountability in government activities. In both administrative and governance reforms, civil service reforms are essential to reshaping the behaviour of human beings in initiating and managing all these changes sustainably<sup>2</sup>.

Pakistan’s civil bureaucracy has its origins in the Indian Civil Service (ICS). The ICS was established on the recommendations made by the Aitchison Commission, which was set up in 1886 to create a scheme to reform the public service in imperial India. Until then, public service employees were divided into those with regular contracts, which specified the nature and terms of service, and those without such agreements. Contractual appointees (the Covenanted Civil Service), were exclusively British until growing demands for local participation led to the creation of a Statutory Civil Service, in which one sixth of the positions previously reserved for the Covenanted Civil Service were filled by Indians nominated by local governments and subsequently approved by the governor general. The Aitchison Commission laid the foundations for the cadre system that was later incorporated virtually wholesale into independent Pakistan. The ICS cadre became the Civil Service of Pakistan (CSP), with minor modifications; the Indian Police Service became the Police Service of Pakistan (PSP); and the External Affairs, Commonwealth Relations and Political Departments eventually became the Pakistan Foreign Service (PFS).

With the inception of civil service reforms of 1973, the elite CSP cadre, which dominated civil service positions at all levels of the administration – federal, provincial and district – was abolished; service distinctions were terminated; and all civil service cadres were labelled “occupational groups”. The rank hierarchy that divided civil servants into four classes – ranging from officer-level Class-I to menial positions in Class IV – was replaced by a system of 22 national pay grades known as Basic Pay Scales (BPS), covering: workers performing unskilled tasks under BPS-1-4; various categories of clerical personnel under BPS-5-15; superintendents under BPS-16; and officers under BPS-17-22.

With the Civil Services Reforms of 1973, a new system of Common Training Programme (CTP) was introduced and all of these occupational groups (12 at that time) were required to go through a mandatory combined training at Civil Services Academy (CSA), Lahore. The batch of officers who attended CSA in 1973 is recognised as “1st Common”. Up till 5th Common the allocation of occupational groups was

<sup>1</sup> Civil Service: International Encyclopedia of the Social Sciences 1968. Please visit: [http://www.encyclopedia.com/topic/civil\\_service.aspx](http://www.encyclopedia.com/topic/civil_service.aspx)  
<sup>2</sup>MDGD– Civil Service Reform Paper. Available at: <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan001183.pdf>

done after the culmination of Common Training Programme but from 6th Common onwards this task has also been assumed by FPSC. Even till this day, it is an official procedure that once the Probationary Officers successfully complete their CTP, then they undergo some further Specialised Training Programme (STP) in their own professional academies.

The public servants can be sub-divided into three categories: civil servants, judicial officers and

legislators. The most powerful group is civil servants, considered as most knowledgeable and belonging to services of high calibre. They hold a controlling position in the administrative structure of the country. They enjoy an elitist status. Absence of democracy and disruption of democratic process hinder the growth of strong institutions. Civil servants become more powerful and key players under a political system. The Rules of Business, by declaring heads of Divisions as Principal Accounting Officers, make them the effective heads of Ministries.

## 1.2 Purpose

The purpose of this study is to thoroughly examine the civil service structure, appointment, recruitment, transfer and promotion at the federal, provincial, districts and union levels in Pakistan with particular

focus on the Local Government system in Pakistan and to in-depthly examine the Local Government Elections and Rural Development Department of the Government of Khyber Pakhtunkhwa

## 1.3 Objectives

The study has following objectives:

- To understand the structure of civil service at the federal, provincial, districts and union levels in Pakistan.
- To comprehend constitutional provisions and regulatory mechanisms relating to the civil service in Pakistan.
- To examine the Local Government system before 2001, the 2001 and Post-2010.
- To provide an overview of the Local Government Elections and Rural Development Department of the Government of Khyber Pakhtunkhwa.

## 1.4 Methodology

The research design is qualitative in nature. Patton (2002)<sup>3</sup> posits that, "... qualitative methods typically produce a wealth of detailed data about a much smaller number of people and cases" (p.227). The literature for this study included civil service laws, rules at the federal and provincial

levels, Local Government Ordinance 2001, Khyber Pakhtunkhwa Local Government Act 2012, International reports and journals, Government of Pakistan notifications such as notification on Inland Revenue Service. In fine, this study is based on generalisation and not particularisation.

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<sup>3</sup>Patton, M. Q. (2002). Qualitative research and evaluation methods (3rd ed.). Thousand Oaks, CA: Sage

## 1.5 Service Structure of the Civil Servants

### Service Structure

According to “Baseline Research on Executive Education in Pakistan”. Governance Institutions Network International report (2009):

Administrative Reforms of 1973 abolished all classes among the civil servants, merged all services and cadres into a single unified graded structure and prohibited the use of “service” labels. The following three unified grades were created under the new rules (framed on the basis of Civil Servants Act, 1973) which continue to this day.

### All Pakistan Unified Grades (APUG)

The APUG officers are posted to Federal as well as Provincial Governments, including Districts, mostly on posts reserved for them. The APUG comprises the following occupational groups/services

- i. District Management Group (DMG) (BPS-17 to 22)
- ii. Police Service of Pakistan (PSP) (BPS-17 to 22)
- iii. Secretariat Group (BPS-19 to 22)

### Federal Unified Grades (FUG)

As a rule, the FUG officers are posted to the Federal Government posts only. The FUG consists of the following occupational groups:

- Accounts Group.
- Commerce and Trade Group.
- Customs and Excise Group.
- Foreign Service of Pakistan.
- Income Tax Group.
- Information Group.
- Military Lands & Cantonment Group.
- Office Management Group.
- Postal Group.
- Railways (Commercial and Transportation) Group.
- Economist & Planners Group

### Creation of Inland Revenue Service

A new cadre was created namely Inland Revenue Service by the Government of Pakistan, vide

notification No: 2412-M-IA/2010, dated 16th November, 2010. Now the cadre of Inland Revenue Service (IRS) and Pakistan Customs Service come under the Administrative Control of the Federal Board of Revenue.

Besides the above occupational groups, personnel belonging to the following categories also form part of FUG:

### Ex-Cadre Officers (BPS-17) and above

There are a large number of Federal Government officers who are called “Ex-Cadre”. These officers mainly belong to technical and professional categories, e.g. specialised positions in Ministries of Education, Science & Technology, Food & Agriculture, Population Welfare, Special Education, Communications and a host of Attached Departments, Subordinate Offices, Bureaus, Commissions, Research Organisations, etc. Although they account for 80-90 percent of the officers’ positions in the Federal Government, the ex-cadre officers enjoy relatively limited career progression compared to occupational groups mentioned above.

### Subordinate Staff of BS-1 to BS-16

Subordinate staff of BS-1 to BS-16 are ministry/division/department-specific employees with the exception of Subordinate Accounts Service (SAS) personnel who are routinely posted across ministries/divisions /departments. Almost 95 percent of the positions in the Federal Government ministries/attached departments/subordinate offices, etc are occupied by the subordinate staff.

### Recruitment Policy

Recruitment to the federal services/posts is regulated by Civil Servants (Appointment, Promotion and Transfer) Rules, 1973; and Federal Public Service Commission (Functions) Rules, 1978. Recruitment to all federal services/posts at the entry point is made on provincial/regional quota basis, through:

- Federal Public Service Commission for employees of BS-17 and above.
- Ministry / Division / Department Recruiting Committees - for employees of BS-1 to BS-16.

## 1.6 Constitutional Provisions and Regulatory Mechanisms



Under Article 240 of the 1973 Constitution of Pakistan, civil service appointments and their terms and conditions are determined by an act of parliament: in this case the Civil Servants Act of 1973. According to Article 240, all provincial civil service posts are determined by Acts passed by provincial assemblies. The Acts promulgated by the four federal units, which regulate the appointment and terms of service of provincial civil servants, are essentially replicas of the federal Civil Servants Act of 1973. A number of other legal instruments also regulate the functioning of the civil bureaucracy, within the rubric of these federal and provincial acts. The Civil Establishment Code (ESTACODE), especially a vast compendium of laws, operating procedures, and rules and regulations, governs every aspect of the civil service. Of particular importance to civil servants are laws and rules pertaining to:

- Terms and conditions of service: Articles 240 and 241 of the Constitution and the Civil Servants Act of 1973;
- Appointment/recruitment, seniority and promotions: Civil Servants (Appointment, Promotion and Transfer) Rules, 1973;
- Conduct and discipline: Government Servants (Conduct) Rules, 1964; and Government Servants (Efficiency and Discipline) Rules, 1973;
- Postings and transfers: Section 10 of the Civil Servants Act of 1973; and
- Appeals, petitions and representations: Section 22 of the Civil Servants Act of 1973 and the Civil Servants Appeal Rules, 1977

Under Article 242 of the Constitution and Section 3 of the Federal Public Service Commission (Composition and Condition of Service) Regulations, 1978, the FPSC is responsible for direct recruitment to officer level positions in the federal bureaucracy. The FPSC conducts tests and examinations to all federal posts of and above a specified level of seniority. Each of the provinces has its own Public Service Commission, constituted along similar lines to the FPSC and responsible for recruitment to the Provincial Civil Service.

Article 212 of the Constitution mandates the creation of special administrative bodies known as service tribunals to exercise exclusive jurisdiction over issues

relating to the terms and conditions of service of civil servants, including disciplinary matters. Thus, the Federal Services Tribunal hears appeals made by a civil servant against any order by a departmental authority regarding his or her terms and conditions of service. Upon such an appeal, the tribunal may confirm, set aside or modify the order. Each of the four provinces has a similarly constituted provincial services tribunal, with equivalent functions.

Another important regulatory body is the office of the Wafaqi Mohtasib, or federal ombudsman, authorised under the Wafaqi Mohtasib (Ombudsman) Order 1983 to “diagnose, investigate, redress and rectify” any injustice done to any person through “maladministration” by any governmental agency. Thus, while the Federal Services Tribunal adjudicates cases of alleged injustice by departmental authorities against civil servants, the office of the federal ombudsman investigates complaints by citizens against governmental agencies. The federal ombudsman may summon officials, compel them to produce documents, receive evidence on affidavits and recommend the concerned agency to initiate disciplinary proceedings against an official found guilty of maladministration. These recommendations are non-binding. Each of the four provinces also has a provincial ombudsman to hear complaints against provincial government agencies.

### The Civil Servants Act of 1973

The Civil Servants Act of 1973 regulates the appointment of persons to, and the terms and conditions of service of persons in, the service of Pakistan. According to section 2 (b) of the CSA 1973: Civil servant means a person who is a member of an All-Pakistan Service or of a civil service of the Federation, or who holds a civil post in connection with the affairs of the Federation, including any such post connected with defence, but does not include:

- i. A person who is on deputation to the Federation from any Province or other authority.
- ii. A person who is employed on contract or on work-charged basis or who is paid from contingencies or
- iii. A person who is a worker or workman as defined in the Factories Act, 1934 or Workman’s Compensation Act 1923.

## Appointment

Under section 5 of CSA 1973, appointments to an All-Pakistan Service or to a civil service of the Federation or to civil post relating to the affairs of the Federation, including any civil post connected with defence, shall be made in prescribed manner by the

President or by a person authorised by the President in that behalf.

The Civil Servants (Appointment, Promotion and Transfer) Rules of 1973 provide following framework for the appointment of civil servants in Pakistan:

S#	Basic Pay Scale of Posts	Appointing Authority
1	Posts in Basic Pay Scales 20 and above or equivalent	Prime Minister
2	Posts in Basic Pay Scales 17 to 19 above or equivalent	Secretary of the Ministry or Division Concerned
3	Posts in Basic Pay Scales 16 or equivalent	An officer notified by the Secretary of the Ministry or Division Concerned
4	Posts in Basic Pay Scales 3 to 15 or equivalent	An officer notified by the Secretary of the Ministry or Division Concerned
5	Posts in Basic Pay Scales 1 and 2 or equivalent	An officer notified by the Secretary of the Ministry or Division Concerned

## Channels of Recruitment

There are four channels of recruitment to Pakistan's Federal Bureaucracy:

### Direct recruitment:

Candidates can enter the bureaucracy through the Central Superior Services (CSS) examination, an annual nation-wide competition conducted by the Federal Public Service Commission. Successful candidates are assigned to their respective occupational groups based on a combination of their overall position and regional/provincial quotas calculated on the basis of population.

### Direct induction of military officers

Since the 1980s, there has been an annual 10 percent induction of military officers, generally at the rank of captain and equivalent ranks from the navy and air force. Military inductees do not have to take

the CSS examination or any other entry test, and are instead simply nominated by their respective military hierarchies and then subject to an interview by the FPSC. They are then assigned to one of the three most coveted services: the police, the district management cadre and the Foreign Service.

### Advertisements

Advertisements against listed vacancies in ministries and departments.

### Ad hoc recruitment

Ad hoc recruitment by departments or ministries for temporary vacancies

## 1.7 Postings, Promotions and Performance Evaluation

Under the Civil Servants (Appointment, Promotion and Transfer) Rules of 1973

- i. Promotions and transfer to posts in basic pay scales 2 to 18 and equivalent shall be made on the recommendation of the appropriate Departmental Promotion Committee and
- ii. Promotions and transfer to posts in basic pay scales 19 to 22 and equivalent shall be made on the recommendation of the Selection Boards. Promotions to BPS-22, the highest grade, are decided by the Prime Minister.

These promotions are generally based on four criteria

- Minimum length of active service;
- An unblemished disciplinary record;
- The required threshold in performance evaluation reports (PERs); and
- Successful completion of the mandatory training course

Although training courses are mandatory for promotions, successful completion is the only requirement. Performance has no bearing on their promotion prospects, thus offering no incentive to improve. Diversity of experience does play a role in promotion but there are no clear guidelines. These should be framed and incorporated in promotion policies. Diversity should be rewarded and the civil service career framework should encourage officers to broaden their experience and credentials. Favourable performance evaluation reports (*Annual Confidential Reports*) are also a major criterion for advancement. Mechanisms must be put in place to ensure that promotions take place solely on merit and in accordance with rules and regulations. Promotions policy should be reframed to include measures such as objective, performance-related criteria, linking promotions to management and leadership potential demonstrated during training programmes; and integrating diversity of experience into career advancement frameworks.

## 1.8 Organisation of Federal Government in Pakistan

The Rules of Business-1973 define the function of ministries, ministers and secretaries and also the methodology of conducting the administrative and other businesses of the Federal Government.

### Central Secretariat

For the proper functioning of the Federal Government and administering the subjects falling within the jurisdiction of federation, there are ministries, divisions, attached departments, subordinate offices, autonomous and semi-autonomous bodies. The detail is as under:

### Ministry

A ministry is a division or group of divisions constituted into a ministry or it may comprise one or more divisions for the conduct of business of Federal Government in a specified sphere as declared by the Government. Each ministry is headed by a Cabinet Minister and a Secretary is the administrative in-charge of the ministry.

### Division

It also performs functions like Ministry to formulate policies and to ensure their implementation. It is headed by a Minister for State and administrative

in-charge is Secretary or Additional Secretary.

### Attached Department

An attached department in the Federal Government has a direct relation with Ministry or Division. These departments provide assistance to the Ministry in the formulation and execution of the policies and they are under the control of Ministry or Division.

### Subordinate Offices

Each attached department has many subordinate offices, which are known as “field offices”. They are under the attached department and perform specific duties. They are responsible for the execution of all the filed activities of attached departments. They are headed by an administrator or Director.

### Autonomous/Semi-Autonomous Bodies

Certain Ministries or Divisions have a number of autonomous, semi-autonomous bodies representing the trend of decentralisation for arriving at speedy decisions. The main sectors, under which these bodies are working, are Finance, Education and Banking.

## 1.9 Transaction of Business at Federal Level



### Prime Minister

At the top of the hierarchy of Federal Government is Prime Minister, who has authority and responsibility for the transaction of the business.

### Federal Minister

A Federal Minister or Minister for State is to assist the Prime Minister in the formulation of public policy.

### Secretary

A Secretary in-charge of Ministry or Division is a senior civil servant, and administrative head of his ministry or division. He has to assist his Minister or Minister for State in policy formulation, keep the Minister generally informed of the working of the Ministry or Division.

### Additional Secretary

Additional Secretary is also a senior civil servant and assists Secretary in a ministry, some time; he works as in-charge of the division and performs the functions like a Secretary in the ministry.

### Joint Secretary

Joint Secretary is junior to the Additional Secretary, In Ministry, he works at the third level of administrative hierarchy, while in Division he assists the additional secretary in charge as second in command. He performs the duties as assigned by Secretary/ Additional Secretary.

### Deputy Secretary

A division/ministry is divided into wings and a wing is further divided into sections. Administrative head of a group of sections is called Deputy Secretary.

### Section Officer/Under Secretary

Section officer is the in-charge of a section. He is an officer at the lowest ebb of the hierarchy. He controls the officials of his section, i.e. assistant, clerks, record keepers, steno-typist, etc.

## 1.10 Federal and Provincial Secretariats



Secretariats form the nucleus of civil administration at the centre and provinces, with federal and provincial ministries maintaining their own. Every ministry is divided into one or more administrative divisions. While:

- An elected parliamentarian heads each ministry,
- A senior civil servant with the rank of Secretary heads each of the ministry's divisions.
- Immediately below the Secretary in order of seniority are Additional Secretaries, Joint Secretaries and Deputy Secretaries.

In the provinces, the highest ranking member of the civil administration is

- i. The Chief Secretary, who supervises the administrative functioning of all provincial ministries and acts as the primary link between the provincial political executive – the Chief Minister – and the province's civil administration.
- ii. Each administrative division in the centre and in the provinces consists of a:
  - Central Secretariat.

- Attached departments and subordinate offices, and
  - Affiliated autonomous and/or semi-autonomous organisations.
- iii. While there is no fixed rule determining the relationship between attached departments or autonomous organisations with their parent secretariats, autonomous organisations generally tend, as their name suggests, to be under less direct control of, and encounter comparatively limited interference by, their respective central secretariats.
  - iv. This Secretariat system distinguishes between:
    - Staff Officers (those working in the Secretariats) and
    - Line Officers (in attached departments/ autonomous organisations).

Staff Officers, such as Secretaries, set the policy direction for programmes, are responsible for staffing and training of officers, and serve as the link between administrative institutions. Line officers only



implement projects. Thus, Secretariat Officers, who are primarily generalists, are ranked higher than line officers, who are specialists or technocrats. The career progression of Secretariat Officers is also much more clearly defined, with most progressing from Deputy Secretary to Joint Secretary within five to seven years, subject to the availability of posts.

The four Provincial Public Service Commissions (PPSCs) function identically to the Federal Public Service Commission (FPSC) by directly recruiting officers to the provincial bureaucracy. These recruits are selected after taking a test similar to the CSS examination and serve exclusively in their respective provinces. While provincial recruitment occurs through parallel channels to the federal services, there is one notable exception: the absence of a quota for military inductees.

### 1.11 Khyber Pakhtunkhwa Government Rules of Business, 1985<sup>4</sup>

#### Composition of departments and allocation of business

The Secretariat shall comprise of the Departments. The Chief Minister may, in consultation with the Governor, wherever he may deem fit, constitute new Departments or vary the composition or number of the Departments.

#### Organisation of Departments

- Each Department shall consist of a Secretary to Government and of such other officials subordinate to him as Government may determine: Provided that the same person may be Secretary of more than one Department.

- The Secretary shall be the official head of the Department and shall be responsible for its efficient administration and discipline, and for the proper conduct of business allocated to the Department.
- The Secretary shall, by means of standing orders, distribute the work of the Department among the officers, branches and/or sections. Such order may specify the cases or class of cases, which may be disposed of by an officer subordinate to the Secretary

### 1.12 Recruitment Policy for the Provincial Services.

Recruitment to posts in BPS-16 and above as well as the posts of Assistant Sub-Inspectors of Police, Naib Tehsildars, Zilladars and Sub-Engineers will continue to be made through the Khyber Pakhtunkhwa Public Service Commission. However, the Commission may make efforts to finalise the recruitment within six months of the receipt of the requisition duly completed from the Administration Department. Recruitment to posts in the various Government Departments as indicated below will also henceforth be made by the Khyber Pakhtunkhwa Public Service Commission.

Initial recruitment to posts in BPS-15 and below other than the posts in the purview of the Public Service Commission, in all the departments, shall

continue to be made in accordance with Rule 10, 11 and 12 (Part-III) of the Khyber Pakhtunkhwa Civil Servants (Appointment, Promotion and Transfer) Rules, 1989, the criteria as laid down in S&GAD letter No. SORI(S&GAD) 4-1/75, dated 11.2.1987 and the zonal allocation formula contained in S&GAD notification NO.SOS.III(S&GAD)3-39/70, dated 2.10.1973 as amended from time to time.

#### Transfer of Officers

In terms of Rule-17(1) and (2) read with Schedule-III of the Khyber Pakhtunkhwa Government Rules of Business 1985, transfer of officers shown in column 1 of the following table shall be made by the authorities shown against each officer in column 2 thereof:

<sup>4</sup>For detailed information on the North-West Frontier Province (now Khyber Pakhtunkhwa) Government Rules of Business, 1985, please visit <http://www.khyberpakhtunkhwa.gov.pk/Gov/Rule-of-Business.php>

OUTSIDE THE SECRETARIAT		
1	Officers of the all Pakistan Unified Group, i.e DMG, PSP including Provincial Police Officers in BPS-18 and above.	Chief Secretary in consultation with Establishment Department and Department concerned with the approval of the Chief Minister.
2	Other officers in BPS-17 and above to be posted against scheduled posts, or posts normally held by the APUG, PCS (EG) and PCS(SG).	-do-
3	Heads of Attached Departments and other officers in B-19 & above in all the Departments.	-do-

IN THE SECRETARIAT		
1	Secretaries	Chief Secretary with the approval of the Chief Minister.
2	Other officers of and above the rank of Section Officers: i. Within the Same Department ii. Within the Secretariat from one Department to another.	Secretary of the Department concerned. Chief secretary/Secretary Establishment.
3	Officials up to the rank of Superintendent: i. Within the same Department ii. To and from an Attached Department iii. Within the Secretariat from one Department to another	Secretary of the Department concerned. Secretary of the Department in consultation with Head of Attached Department concerned. Secretary (Establishment)

To streamline the postings/transfers in the District Government and to remove any irritant/confusions in his regard, the provision of Rule 25 of the Khyber Pakhtunkhwa District Government Khyber Pakhtunkhwa Rules of Business 2001 read with schedule-IV thereof is referred.

As per schedule-IV the posting/transferring authorities for the officers/officials shown against each are as under:

S#	Officers	Authority
1	Posting of District Coordination Officer and Executive District Officer in a District.	Provincial Government.
2	Posting of District Police Officer.	Provincial Government
3	Other Officers in BPS-17 and above posted in the District.	Provincial Government
4	Officials in BPS-16 and below	Executive District Officer in consultation with District Coordination Officer.

As per Rule 25(2) of the Rules mentioned above, the District Coordination Department shall consult the Government if it is proposed to:

- Transfer the holder of a tenure post before the completion of his tenure or extend the period of

his tenure.

- Require an officer to hold charge of more than one post for a period exceeding two months.

### 1.13 Transfers, Postings, Appointment by Promotion or Transfer and Disciplinary Action in Khyber Pakhtunkhwa

- Transfer and postings of officers and staff in the Secretariat are made by the authorities specified in Rule 17 of the Khyber Pakhtunkhwa Government Rules of Business, 1985.

All cases of promotion or appointment above the rank of Naib Qasid or Daftari in the Secretariat

- including those which:
- Relate to temporary appointment in leave or other vacancies; or
- Require an officer to hold charge of more than one post shall be referred to the Establishment

& Administration Department.

- The Officers specified under the Khyber Pakhtunkhwa. Removal from Service (Special Powers) Ordinance 2001 shall be the competent authorities for the purposes of the Ordinance in efficiency and discipline cases in respect of Government Servants working in the Secretariat Departments.
- Registrations submitted by the ministerial staff shall be forwarded to the Secretary, E&AD for final orders with the remarks of the Secretary concerned.

### 1.14 Staff Strength of Khyber Pakhtunkhwa Employees

According to the White Paper 2012-2013, Government of Khyber Pakhtunkhwa, Finance Department the Pay Bill of the Provincial Government is increasing at an alarming rate. The strength of human resource

has risen from 300,849 to 385,518 posts over 7 years; between the fiscal year 2006-07 and 2012-13, which can be seen at the following table:-

Year	Provincial	District	Total
2006-07	81,651	219,198	300,849
2007-08	95,209	226,783	321,992
2008-09	105,384	224,328	329,712
2009-10	118,213	225,926	344,139
2010-11	144,716	231,219	375,935
2011-12	140,006	237,126	377,132
2012-13	140,564	244,954	385,518

It is important to mention here that increase in creation of posts at such a rate leaves little room for the Provincial exchequer to set aside adequate funds for operation, maintenance and developmental sector.

## 1.15 Khyber Pakhtunkhwa Province Provincial Management Service Rules, 2007<sup>5</sup>

### Method of recruitment

- i. The method of recruitment, minimum qualification, age limit and other matters related thereto for the Service shall be as given in Schedule-I.
- ii. Fifty per cent of posts in BPS-17 shall be filled in by initial recruitment through Commission and remaining by promotion. Ten percent of Secretariat posts in BPS-17 to 19 shall be reserved for officers of technical departments on reciprocal basis. Government may reserve twenty per cent posts for leave, deputation and training etc in each pay scale.
- iii. Posts specified in Schedule-II shall be filled in by Officers borne on Provincial Management Service and All Pakistan Unified Group in the ratio prescribed in Schedule-III.

### Training

On appointment to the post borne on the service in BS-17, whether by initial recruitment or by promotion, every officer so appointed shall successfully complete one and a half year's mandatory training including one year training at the Provincial Services Academy as per Module specified in Schedule-IV and six months training attachment as specified in Schedule-V. The training will be followed by Departmental Examination to be conducted by the Provincial Services Academy.

### Appointing Authority

The Chief Minister, Khyber Pakhtunkhwa shall be the appointing authority for posts borne on the Provincial Management Service specified in Schedule-I.

### Schedule-I

No	Nomenclature of posts	Minimum qualification for appointment by Initial recruitment	Age limit for initial recruitment	Method of recruitment
1	PMS(BS-17) as per detail at Schedule-II	2nd Division Bachelor Degree from a recognized University.	21-30 year	<ol style="list-style-type: none"> <li>i. Fifty per cent by initial recruitment on the recommendations of the Commission based on the result of competitive examination to be conducted by it in accordance with the provisions contained in Schedule - VII.</li> <li>ii. Subject to rule 7, by promotion in the following manner: <ul style="list-style-type: none"> <li>• Twenty per cent from amongst Tehsildars, who are graduates, on the basis of seniority cum-fitness, having five years' service as Tehsildar and have passed the prescribed Departmental Examination; and</li> <li>• Twenty per cent from amongst Superintendents /Private Secretaries on seniority-cum fitness basis, who are graduate and have undergone a training course of 9-weeks at the Provincial</li> </ul> </li> </ol>

<sup>5</sup>The Khyber Pakhtunkhwa Province Provincial Management Service Rules, 2007. Available at: <http://www.hmcpeshawar.com.pk/data/ManagementServiceRules2007.pdf>

				<p>Management Academy/Provincial Staff Training Institute. A joint seniority list of the Superintendents and Private Secretaries shall be maintained for the purpose of promotion on the basis of their continuous regular appointment to the respective posts.</p> <p>iii. Ten per cent by selection on merit, on the basis of competitive examination, to be conducted by the Commission in accordance with the provisions contained in Schedule-VII, from amongst persons holding substantive posts of Superintendents, Private Secretaries, Personal Assistants, Assistants, Senior Scale Stenographers, Stenographers, Data Entry Operators, Computer Operators, Senior and Junior Clerks who possess post graduate qualification from a recognized University and have at least five years' service under Government.</p>
2	PMS(BS-18) as per detail at Schedule-II	NIL	-	By promotion, on seniority-cum-fitness basis, from amongst the officers of PMS in BS-17 having at least five years service and have passed the prescribed Departmental Training or Departmental Examination.
3	PMS(BS-19) as per detail at Schedule-II.	NIL	-	By promotion, on the basis of seniority-com-fitness, from amongst PMS officers holding posts in BS-18 and having at least 12 years service against posts in BS-17 and above and have passed the prescribed Departmental Training/ Examinations.
4	PMS(BS-20) as per detail at Schedule-II.	NIL	-	By promotion on the basis of selection-on-merit, from amongst PMS officers holding posts in BS-19 and having at least 17 years service against posts in BS-17 and above and have undergone Advance Training Course from NIPA (now Senior Management Course) or any other training course prescribed by Government.
5	PMS(BS-21) as per detail at Schedule-II.	NIL	-	By promotion, on the basis of selection-on-merit from amongst PMS officers holding posts in BS-20 and having at least 22 years service against posts in BS-17 and above and have undergone Course from Pakistan Administrative Staff College/National Defence College or from any other training Institute prescribed by Government.

**Schedule-II**

S.No.	Name of posts	Basic Scale	No. of posts	Total No.
1	Chief Secretary	21/22	1	9
2	Additional Chief Secretary.	21	2	
3	Senior Member Board of Revenue.	21	1	
4	Chairman Sarhad Development Authority	21	1	
5	District Coordination Officer, City District.	21	1	
6	Secretaries, Chairman Governor's Inspection Team/ Provincial Inspection Team.	21	3	
<hr/>				
7	Secretaries (Settled/FATA)	20	32	74
8	Member Board of Revenue-I & II	20	2	
9	Member, Governor's Inspection Team	20	1	
10	Member, Provincial Inspection Team	20	1	
11	Director Staff Training Institute	20	1	
12	Member Public Service Commission	20	1	
13	Member Service Tribunal	20	2	
14	District Coordination Officer.	20	23	
15	Presiding officer Revenue Appellate Court	20	2	
16	Vice Chairman Provincial Economy Commission	20	1	
17	Project Director National Urban Development Project.	20	1	
18	Director (Finance) Sarhad Development Authority.	20	1	
19	Managing Director, Small Industries Development Board.	20	1	
20	General Manager (Finance & Admn.) Forest Development Corporation.	20	1	
21	Director General cum-Secretary Provincial Earthquake Rehabilitation & Reconstruction Authority.	20	1	
22	Director General Special Development Unit.	20	1	
23	Projector Coordinator Provincial Management Unit.	20	1	
24	Director General Community Infrastructure Project.	20	1	
<hr/>				
25	Additional Secretary	19	34	75
26	Chief of Section	19	5	
27	Member, Governor Inspection Team.	19	1	
28	Member, Provincial Inspection Team	19	1	
29	Executive District Officer(Finance & Planning)	19	24	

30	Deputy Director, Provincial Services Academy	19	1	75
31	Presiding Officer Revenue Appellate Court	19	3	
32	Director General, Prosecution.	19	1	
33	Director Food.	19	1	
34	Director, Civil Defence.	19	1	
35	Registrar, Cooperative Societies.	19	1	
36	Secretary Provincial Election Commission	19	1	
37	Deputy Relief Commissioner	19	1	
38	Political Agents.	18	7	171
39	Settlement officers.	18	2	
40	Secretary Public Service Commission.	18	1	
41	Secretary Board of Revenue.	18	2	
42	Director Land Record.	18	2	
43	Administrator Afghan Refugees Organization	18	2	
44	Deputy Secretary.	18	71	
45	Assistant Chief, Planning & Development	18	8	
46	Director Anti-Corruption Establishment.	18	1	
47	Deputy Director Staff Training Institute	18	2	
48	District Officer (Revenue & Estate)	18	24	
49	Assistant Coordination Officer.	18	24	
50	District Officer (Finance)	18	24	
51	Secretary Provincial Transport Authority.	18	1	
52	Section Officer	17	200	478
53	Assistant Political Agents.	17	25	
54	Deputy District Officer (Revenue.)	17	50	
55	Deputy District Officer (Judicial)	17	30	
56	Human Resource Development Officer.	17	24	
57	Secretary District Public Safety Commission	17	24	
58	Deputy District Officer (Finance)	17	48	
59	Tehsil Municipal Officer.	17	54	
60	Secretary District Regional Transport Authority	17	24	
Total				807

#### Note

- i. The share of other services of the Province in the Secretariat posts will be 10@ in BPS-17 to BS-19 on reciprocal basis which mean that the officers of PMS will also be entitled for posting against equivalent posts @ 10% as reserved for the officers of other services in Secretariat.
- ii. The Government may reserve 20% of posts in BS-17 and above for deputation/training/ leave.
- iii. Government may resize the Schedule from time to time<sup>6</sup>.

#### Schedule-III

The share for distribution between APUG & PMS Officers is as under:-

GRADE/BPS	APUG	PROVINCIAL OFFICERS
B-21	65%	35%
B-20	60%	40%
B-19	50%	50%
B-18	40%	60%
B-17	25%	75%

#### 1.16 LGO: Before 2001, the 2001 and Khyber Pakhtunkhwa Local Government Act 2012

##### Local Government System Before 2001<sup>7</sup>

The Local Government system prior to introduction of the LGO 2001 was regulated by Local Governments Act 1979. Under this Act, the local areas were divided in to two categories, i.e Urban and Rural. Two different models were used for management of these areas. While the urban areas were managed through Town Committees, Municipal Committees and Municipal Corporation depending on their size and population, the rural areas were managed through District Councils. The urban Councils (Town Committees, Municipal Committees and Municipal Corporation) for the purpose of management were further subdivided into Wards. The Head of urban Council was named as Mayor while elected Councillors from each Ward formed the Council. The District Council was headed by a Chairman while elected Councillors from each Union Council formed the Council. The Mayor of Urban Councils and Chairman of District Council were elected by the elected Councillors. The areas falling in the jurisdiction of Urban Councils were subjected to imposition of urban taxes such as urban

immovable property tax, professional tax, etc. In lieu of such taxes, the residents were provided Municipal Services, i.e potable water, solid waste management, streetlights, etc by the respective Urban Council.

In case of rural areas, such taxes were not collected by the District Councils and as such the residents in the jurisdiction of District Councils were deprived of the services provided by Urban Councils. The Administrative Head of Urban Councils was called as Chief Officer, who used to be an officer of PUGF cadre. The Chief Officer was supported by Municipal Engineer, Health Officer, Taxation Officer, sanitary and other support staff. In case of District Council, the Administrative Head was known as Director who was supported by District Engineer and other staff for implementation of development works. In case of urban areas, building control regulations were applicable requiring approval of building plans by the Urban Council while in rural areas, building control regulations were not applicable.

<sup>6</sup>Note III added vide Establishment Department Notification No. SOE-III(E&AD)3-5/2007/(PMS) Dated 12.11.2007

<sup>7</sup>This section is taken from the report "The Governance Landscape of Khyber Pakhtunkhwa", Administrative Reform Component of the GIZ Governance Programme, April, 2011.



The Secretariat of Local Councils was Local Council Board and the Secretary Local Government Elections and Rural Development Department (LGE&RDD) was Chairman of the Board. The Board exercised administrative and financial control over the Local Councils in the financial and technical matters beyond limits prescribed in the Act/Rules of Business.

### Local Government System After 2001

Under the Local Government Act 2001, the urban-rural divide was eliminated and all Union Councils in a Tehsil and District were represented in District or Tehsil Councils. Thus all areas in the jurisdiction of a Council were entitled to same level of Municipal services. Contrary to that, local taxes were not levied and collected from the erstwhile Rural Union Councils. Thus the human and financial resources of Local Governments were distributed in larger areas without any significant increase in the revenue. The building control regulations were also not applied across the board. The Head of District or Tehsil Government was renamed as Zilla or Tehsil Nazim elected by the Councils comprising of representative of each union Council. Unlike the 1979 Act, the number of Departments and functions were devolved to the District and Tehsil Governments. However, the Local Government under the LGO 2001 remained dependent on the transaction from the Provincial Government. Significant improvement in delivery of services was also not observed due to weak financial base and thin spreading of resources. The Administrative Head and other functionaries in District or Tehsil Governments were made answerable to the elected Nazims. Compared to LGA 1979, the elected councils in District and Tehsil were more autonomous and the Local Council Board had limited role in administrative or financial matters.

The LGO 2001 was protected to an extent that even the Provincial Government could not make any amendment without prior approval of the then Chief Executive of Pakistan. However, after the transfer of power to the Civilian Government in 2008, a number of amendments were made to allow role of Provincial Governments in the affair of Local Governments. After expiry of the tenure, fresh elections were not held and Nazims were replaced with Administrators appointed by the Provincial Governments.<sup>8</sup>

### Khyber Pakhtunkhwa Local Government Act 2012

On commencement of this Act, the Khyber Pakhtunkhwa Local Government Ordinance, 2001 (Khyber Pakhtunkhwa Ord. No. XIV of 2001) shall be repealed and all Local Government created under the said law shall stand dissolved.

On the commencement of this Act, all Local Governments established or continued under the Khyber Pakhtunkhwa Local Government Ordinance, 2001 (Khyber Pakhtunkhwa Ord. NO. XIV of 2001), shall be succeeded-

- i. in the case of City District Government and the Towns Municipal Administration created in City District of Peshawar by the Municipal Corporation, Peshawar to the extent of notified urban areas and functions assigned to the Corporation under this Act;
- ii. in the case of Local Area Development Authority by the Local Government Elections and Rural Development Department, Government of Khyber Pakhtunkhwa;
- iii. in the case of Tehsil Municipal Administration in all other districts of the Province by the respective Municipal Committees to the extent of notified urban areas, if any, in the respective districts and to the extent of functions assigned to the Municipal Committees under this Act;
- iv. in the case of District Governments, including City District Government Peshawar, by the respective District Councils to the extent of rural areas and to the extent of functions assigned to district councils under this Act and by the Municipal Corporation to the extent of notified urban areas of Peshawar;
- v. in the case of Union Councils except for urban union councils, by the respective Union Councils to the extent of functions assigned to Union Councils under this Act; and
- vi. in the case of Union Councils falling in the notified Urban Areas of Peshawar, their respective Urban Union Councils to the extent of functions assigned to Union Councils under this Act.

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<sup>8</sup>ibid.

### Local Areas

- i. The Local Areas shall be-
  - in the case of rural areas, a Union Council and a District Council;
  - in the case of urban areas, except Peshawar, a Municipal Committee; and
  - in the case of Urban areas of Peshawar, a Municipal Corporation and Urban Union Council.
- ii. Government may, by notification, extend, curtail or otherwise alter the limits of a Local Area and declare that any area shall cease to be a Union, District or City, as the case may be.
- iii. Government may, for the purpose of delimitation of local councils, establish an authority to be known as Delimitation Authority with powers and functions to be prescribed.

### Delimitation of a Union

A Union shall be an area comprising one or more mauza or, in the case of an area where settlement

under the law has not been taken, one or more villages, notified as such by the Government: Provided that as far as m.1

- i. the area of a Union shall be a territorial unity;
- ii. the boundaries of a Union shall not cross the limits of a Revenue Sub Division in a district;
- iii. the area of a union shall comprise a whole number of patwar circles, or a patwar circle may contain a number of whole Unions;
- iv. in the case of Urban Union Council, a whole Patwar circle or census block; and
- v. the population of Unions within a district shall, more or less, be uniform;

Provided further that in a specific case, the Government may, for the reasons to be recorded, waive the aforesaid conditions.

## 1.17 Local Government Elections and Rural Development Department, Government of Khyber Pakhtunkhwa<sup>9</sup>

The Local Government system and institutions since creation of Pakistan have been subject to numerous innovations and experiments. The system of Basic Democracies was introduced during Ayub Khan's era in the mid-60s. The 1973 Constitution adopted by the National Assembly provides for establishment of Local Governments through direct elections. The subject of Local Governments was thus placed under the ambit of the Provincial Governments. In pursuance of the constitutional provision, the Local Government Ordinance 1979 was promulgated by the Government of Khyber Pakhtunkhwa to regulate the affairs of local government system in the Province. Similar ordinances were also issued by other Provincial Governments as well. The 1979 Ordinance was replaced with Local Government Ordinance 2001. Major changes in the governance structure of local government system were introduced through LGO 2001. After assumption of power by the current government, yet another bill has been introduced to repeal LGO 2001 and its replacement with LGO

2010. Some of the major changes in the proposed Act include replacement of District Governments and Tehsil Municipal Administrations with Municipal Committees for Urban areas and District Councils for rural areas. The bill is pending before the Provincial Assembly for approval.

Another significant aspect of the local governments in the country is that all elections to the local governments were held during the military rules and elected governments at the centre and provinces could not manage a single local government election in the country. It is often alleged that military rulers were supportive of the local government system to prolong their own tenure in the helm of affairs, while the elected government at the centre and provinces have a kind of rivalry with the local representatives. In the absence of elected local councils, their affairs are managed by the administrators appointed by the Provincial Governments. Thus, the Provincial Government exercises direct control over the

<sup>9</sup>ibid "The Governance Landscape of Khyber Pakhtunkhwa", pp: 9-12.

resources and powers of these institutions used many times for promotion of their own political agenda. The commoners, however, suffer in the absence of elected local government representatives and have to approach the Members of Provincial Assemblies to settle their demands of local nature.

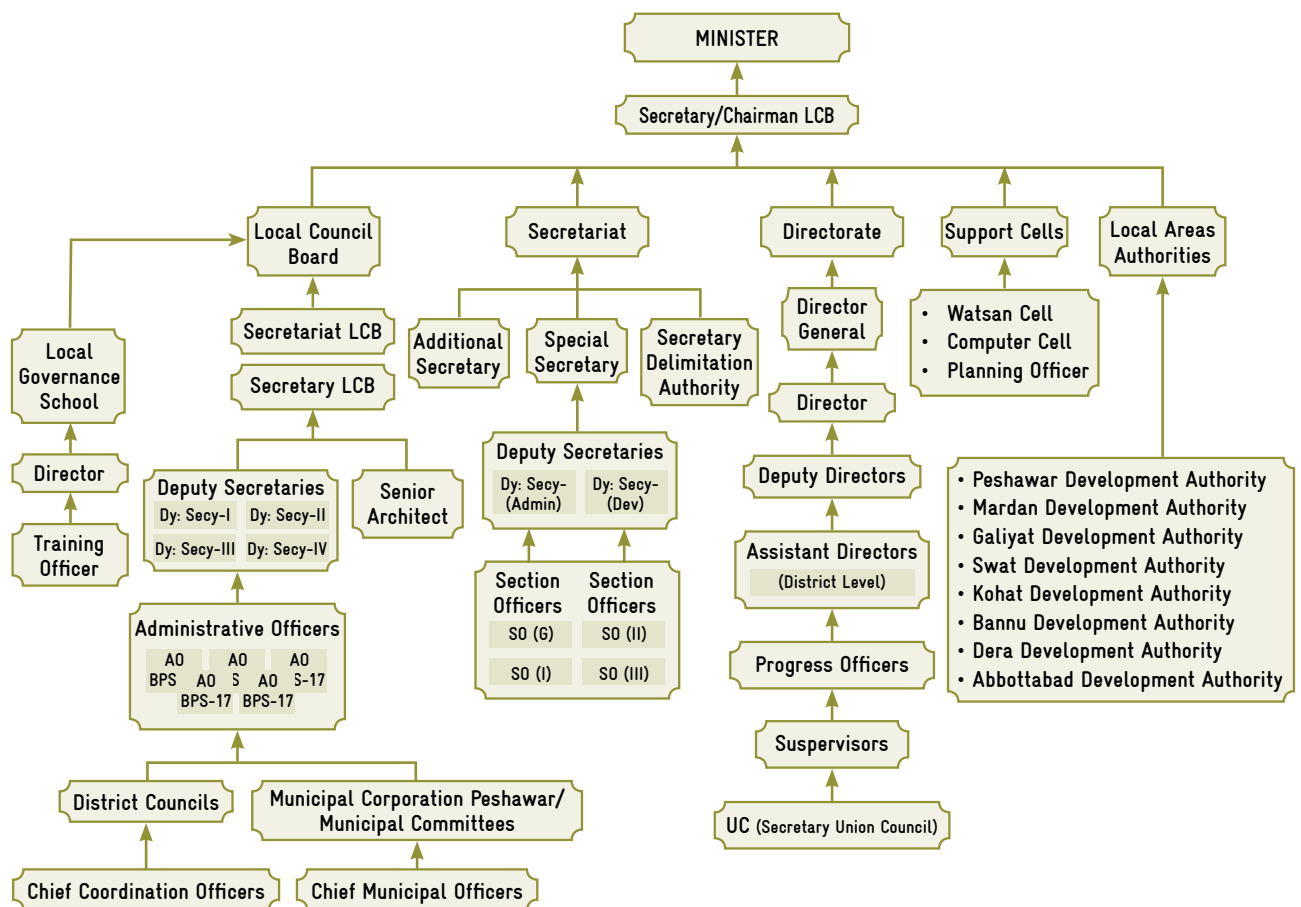
After the 18th Amendment to the 1973 Constitution, the Ministry of Local Government at Federal level has been abolished. All powers related to legislation and regulation of the Local Governments has been transferred to the Provincial Governments.

The role and functions of the LGE&RDD are prescribed in the Khyber Pakhtunkhwa Government Rules of Business 1985 and as amended from time to time. Fifty-three (53) functions are assigned to the Local Government Department, including matters related to the Administration of Khyber Pakhtunkhwa Local Government Ordinance 2001,

Khyber Pakhtunkhwa Public Property Act 1977, Muslim Family Law Ordinance 1962, Conciliation Code Ordinance 1961, Special Marriage Act 1872, matters related to Kachi Abadis, Local Council Reforms/Local Government Commission, Census, matters relating to referendum on a National Issue, Rural Uplift Programme, Development Programme assisted by UNICEF, World Food Programme and other Donors, Local Taxation, Urban Property Tax, Local Government Research Statistics and Evaluation, Service matters except those entrusted to the Establishment Department, etc.

The Local Government affairs in Khyber Pakhtunkhwa are managed by the Local Government Elections and Rural Development Department (LGE&RDD) and the Local Council Board (LCB). The Secretary LGE&RDD by virtue of his position also acts as Chairman of the LCB. The Secretary LGE&RDD is assisted by Special Secretary, Secretary Delimitation

### Organogram of Local Government Elections and Rural Development Department



Authority, an Additional Secretary, two Deputy Secretaries, two Section Officers and a Computer Programmer. The Secretary LGE&RDD and other officials in the department are appointed/posted by the Provincial Government. Their emoluments and operational cost is met from the provincial exchequer.

The Local Council Board (LCB), on the other hand, is managed by the employees of the Local Council Service Provincial Unified Group of Functionaries (PUGF) . The LCB is comprised of a Secretary, five Deputy Secretaries, an Architect, and five Administration Officers, besides other support staff as well. The emoluments of staff in the LCB and its operational cost are paid from the contributions made by the Local Councils.

#### **Local Government Structure at the Federal, Provincial, District, Tehsil and Union Council Levels**

The local governments in each province and district vary by size, population and taxable capacity. But the same three-tier system was present in each of the four provinces. At the upper tier in this system was the District Government (DG) and its Zilla Council. As per section 14 of the Khyber Pakhtunkhwa LGO 2001, 30 departments like education, health, roads, agricultural extension, (including community development/ social welfare and industrial development) and others related to delivery of social services, have been kept in 11 groups. These have been administratively and financially devolved to district governments. The districts have been created from the pre-decentralisation of provincial departments. The district governments have been assigned specified sources of own revenue generation.

In every Tehsil and Town there is a Tehsil/Town Municipal Administration which is a body corporate and headed by elected Tehsil Nazim. The Tehsil Municipal Officer is acting as co-ordinating, Principal Accounting officer and administrative officer in-charge of the following Tehsil Officers and their allied staff responsible for routine work of the municipal services:

- Tehsil Officer (Municipal Regulations) who shall be responsible for licensing, management of municipal lands, estates, properties, facilities and enterprises and enforcement of relevant municipal laws, rules and bye-laws.
- Tehsil Officer (Infrastructure and Services) who shall be responsible for water, sewerage, drainage, sanitation, roads, other than Provincial and district roads, streets and street lighting, fire fighting, park services.
- Tehsil Officer (Planning) who shall be responsible for spatial planning and land use control, building control and coordination of development plans and projects with Union Administration, Village Councils and other local governments.
- Tehsil Officer (Finance) who shall be responsible for budget, revenue and accounts.

As per LGO 2001, there was Union Administration for every Union which shall be a body corporate and consist of Union Nazim, Naib Union Nazim and not more than three Union Secretaries and, where required, the members of ancillary staff.

But in Khyber Pakhtunkhwa, there is only one Secretary and one Class-IV employee in each UC. The Union Nazim is head of the Union Administration. The Union Secretary is coordinating and facilitating in community development, functioning of the Union Committees, delivery of municipal services and is also principal accounting officer for the union fund<sup>10</sup>.

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<sup>10</sup>This information is taken from Muhammad Khaliq, Adviser Local Governance, Administrative Reform Component, Report on Local Government System in Khyber Pakhtunkhwa: A Historical Analysis, December 2012.

## 1.18 White Paper 2012-2013, Finance Department, Government of Khyber Pakhtunkhwa



The Province of Khyber Pakhtunkhwa, spreads over an area of 74,521 sq km, and has a population of over 22 million. Nature has gifted Khyber Pakhtunkhwa with rich cultural and tourism friendly environment. The Province is blessed with resources which can help to increase the province's share of GDP growth ratio.

Khyber Pakhtunkhwa is largely dependent on the transfers from Federal government in the system of fiscal federalism. Share of the Provincial Receipts in lieu of the 7th NFC Award, during the FY 2011-12 from the federal divisible pool has been lesser, than anticipated.

Budgetary allocations for fiscal year 2011-12, reflects heightened priority to income generation sector i.e. Hydel generation, oil and gas exploration, tourism, mineral development, agriculture and water. The development of growth sector is complemented with sizeable commitment of resources to Social Services in Education, Health and Population welfare.

With the passage of 18th Constitutional Amendment Act 2010 in the Constitution of Islamic Republic of Pakistan and the omission of Concurrent Legislative list, many subjects have been transferred to the Province. This development in itself presents a formidable challenge for the Province as transfer of these functions is likely to intensify the spending pressures on the provincial government.

A rising trend in the fiscal allocations has been analyzed. The current budget of the Province has been increased by 29% in 2012-13 from year 2011-12. The salary budget has increased at an alarming rate of 34% because of the intensified recruitment. Allocation of pension has shown an increase by 35%. The operational budget of the Government has increased by 27%, whereas, debt servicing has been reduced by 10%.

### Revenues Transferred to District Governments

In Khyber Pakhtunkhwa, District Governments were functioning in 25 Districts for devolved functions under the Local Government Ordinance 2001. The Provincial Finance Commission (PFC) was

assigned to recommend formula for determination of share of Local Governments based on which a three years PFC Award was announced in 2008-09. The Award provides for annual review by the PFC. At present PFC does not exist due to expiry of its tenure and completion of other legal requirements. Keeping in view the provision of sub-section 7 of Section 120D of the Local Govt. Ordinance, 2001, the Government has decided to continue with the existing recommendations for further period of one year with amendments on the pattern of Provincial Budget as follows:

- 5% increase was awarded in Salary Component over Revised Estimates of the current year. This will cover the normal growth. Besides, Rs. 11,811.890 million has been provided as Block Allocation for Salaries to cover the expenditure on a/c of posts transferred to district as a result of 18th Amendment and expected increase in salary.
- 10% increase has been made over the revised estimates of Non-Salary Allocation like "Others" to cover the essential need of the District Governments.
- Electricity Charges has been allocated on the basis of figure provided by the Energy Monitoring Cell, Finance Department.
- 10% increase has been worked out on Octroi Share.
- The share of Zilla Tax of current financial year 2011-12 has been repeated for the next financial year 2012-13.
- Rs. 500 million has been allocated as Grant for weak TMAs and Rs. 500 million has been allocated for Matching Grant for TMAs. This grant will be available for those TMAs who will generate additional resources.
- A separate allocation of Rs. 100 million has been made as Conditional Grant.
- Special provision of Rs. 500.000 million each for M&R and Electricity has been made.
- 10% increase has been worked out on Development Share of Districts.

- A Grant of Rs. 1.000 million each on account of Octroi Share has been made for newly established 03 TMAs one in District Swabi and 02 in District Tor Ghar.
- Rs. 500 million has been allocated as Lump sump provision at the disposal of Finance Department under Octroi to cover the unforeseen requirement of the districts.

Funds provided to Local Governments during the last 7 years are tabulated as under:

(Rs. in Billion)

S.#	Description	R.Es 2005-06	R.Es 2006-07	R.Es 2007-08	R.Es 2008-09	R.Es 2009-10	R.Es 2010-11	R.Es 2011-12
1	Salary	19.396	23.204	24.000	28.000	33.193	45.000	56.501
2	Non Salary	1.650	2.249	3.408	3.417	4.033	7.805	7.387
3	Development	0.963	0.963	1.204	1.246	1.342	1.500	1.520
4	Octroi and ZillaTax Grant	0.996	1.081	1.285	1.435	1.679	1.949	2.931
	<b>Total</b>	<b>23.005</b>	<b>27.497</b>	<b>29.897</b>	<b>34.098</b>	<b>40.247</b>	<b>56.254</b>	<b>68.339</b>

The allocation made for Local Governments for the financial year 2012-13 is tabulated as under:

(Rs. in Billion)

S.#	Item	Allocation
1	Salary	71,138.443
2	Non Salary	9,164.714
3	Development	1,672.330
4	Octroi and Zilla Tax Grant	3,536.107
	<b>Total</b>	<b>85,511.594</b>

## 1.19 Local Council Board in Khyber Pakhtunkhwa



The Provincial Government in 1988 established Local Council Board, which is responsible for all service related matters like hiring and firing of the Local Council Service Provincial Unified Group of Functionaries (PUGF) and non-PUGF employees of the Union Council. The Local Councils in Khyber Pakhtunkhwa are manned by operational staff from four mainstreams of Local Council Service including Administration, Regulation, Finance and Infrastructure Services. These groups are made up of PUGF and “Servants of the Local Councils”.

### **Khyber Pakhtunkhwa Local Council Board (Constitution and Conduct Of Business) Rules 1988**

Some of the rules are given below:

According to section 3 of the rules

- i. The Board shall comprise of a Chairman and not less than three and more than six members to be appointed by Government.
- ii. The Secretary of the Government of Khyber Pakhtunkhwa LGE&RDD shall be ex-officio Chairman of the Board.
- iii. Government may remove any member from the membership of the Board at any time without assigning any reason.
- iv. Government may fill up any casual vacancy of a member at any time it considers necessary.
- v. There shall be a Secretary of the Board to be appointed by Government amongst the members of the Service to deal with the day to day administration of the Board and perform such other functions as may be assigned to him by the Board.

#### **Conduct of Business of the Board:**

- The business of the Board shall be conducted in its ordinary meeting:
- Provided that the Chairman may call a special meeting to consider and decide any matter of immediate importance.
- An ordinary meeting of the Board shall be held at least once in every month on such date and time as may be fixed by the Chairman.

- Provided that in case of unavoidable circumstances to be recoded in writing by the Chairman, the holding of an ordinary meeting in any month may be dispensed with.
- The meeting shall be presided-over by the Chairman and in his absence by a member nominated by the Chairman for the purpose.
- Intimation for the date and time of an ordinary meeting and a special meeting shall be sent to the members at least seven days and three days in advance respectively.
- A vacancy in the membership of the Board shall not restrain it from holding meeting and transacting the business relating to its functions.
- Provided that at least two members excluding the Chairman are present in the meeting.
- All decisions by the Board shall be taken majority of votes of the members present
- Provided that in case of equality of votes the Chairman shall have a second or casting vote.
- The minutes of a meeting shall be approved by circulation within 7 days from the date to which such meeting takes place and shall be confirmed by the Chairman.
- The minutes of the previous meeting shall be circulated by the Secretary in the next meeting for the information of the Board.

#### **Functions of the Board**

The Board shall be responsible for:

- Administration of all service matters in respect of the employees, including their appointment, promotion, transfer etc.
- Conducting departmental examination, if any, prescribed for the employees.
- Arranging training facilities, seminars and conferences etc to improve the working and efficiency of the employees
- Arrange the funds of the Board and
- Performing such other functions as may be assigned to it by Government.

### **Executives Powers of the Board**

The executive powers of the Board with regard to the following matters shall vest in and be exercised by the Chairman directly or through officers subordinate to him:

- Execution of contracts and works on behalf of the Board
- Powers to appoint, promote, transfer, suspend and punish persons borne on the establishments of the Board in B-16 and above
- Power to grant leave, joining time etc and to sanction pension/gratuity to the employees of the Board
- Receipt of all money on behalf of the Board
- Defence of suit and all other legal proceedings by or on behalf of the Board
- Execution of resolutions of the Board and
- Such other powers and functions as may from time to time be delegated by the Board.

### **Provisions of Khyber Pakhtunkhwa Local Government Act 2012 relating to The Local Council Service**

Section 71 of the Khyber Pakhtunkhwa LGA 2012, relates to the Composition of Local Council Service and provides that the Local Council Service shall comprise the Provincial Unified Group of Functionaries and Servants of Local Councils:

Provided that the service and seniority matters of employee of erstwhile Local Government, Election and Rural Development Department and such other Departments devolved to the Tehsil Municipal Administration under Section 52 and 53 of the Local Government Ordinance, 2001 shall be deemed to be protected under this Act.

Section 72 of the Act relates to Provincial Unified Group of Functionaries and states that:

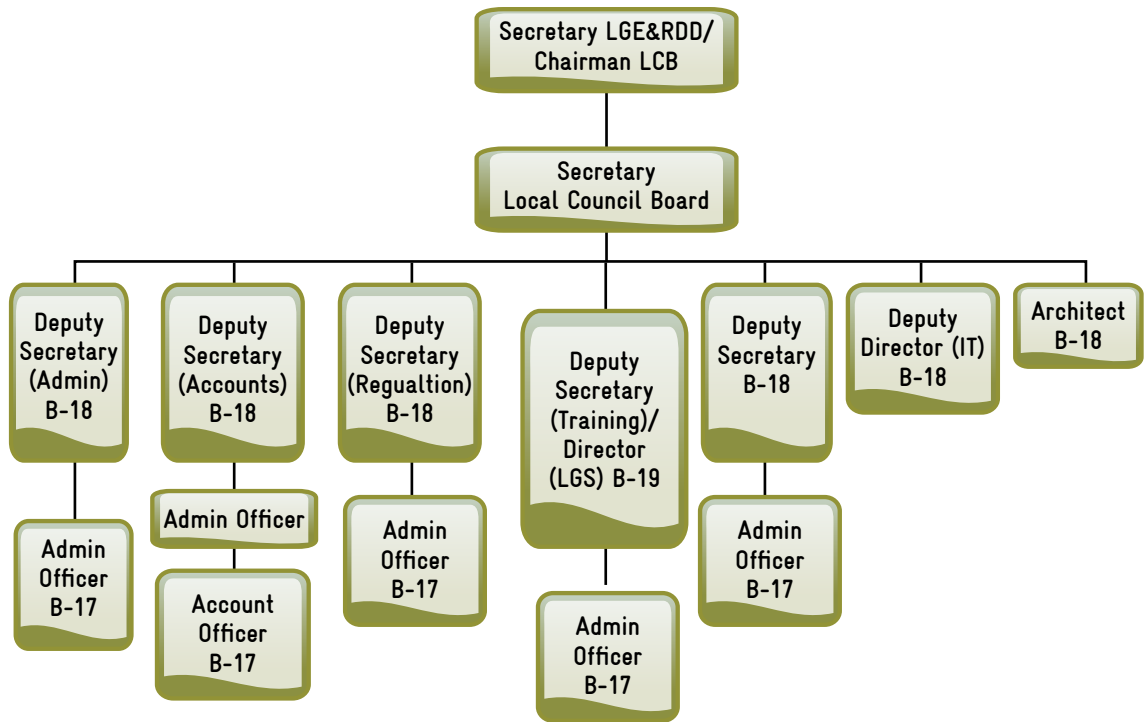
- i. Government may constitute a Provincial Unified Group of Functionaries of Local Councils comprising such pay scales and grades in such manner and subject to such conditions as may be prescribed.
- ii. Government may, from time to time, specify the posts in the Local Council which shall be filled by persons belonging to the Provincial Unified Group of Functionaries.
- iii. Notwithstanding the provisions of sub-section (2), the members of the Local Council Service constituted or servants appointed under any law relating to Local Councils may be absorbed in the Provincial Unified Group of Functionaries if they possess the prescribed qualifications; provided that the terms and conditions of servants shall not be less favourable than the existing terms and conditions.

Section of the Act 73 relates to Servants of Local Councils. It says that

- A Local Council may, and if so required by Government shall, on the prescribed terms and conditions, employ such servants as are deemed necessary for the efficient performance of its functions under this Act:
- Provided that Government may classify certain posts in the prescribed manner as tenure posts and the term of such posts shall coincide with the term of the office of a Local Council.
- If in the opinion of Government, the number of servants employed by a Local Council under sub-section (1) or the remuneration fixed for any of them, is excessive, the Local Council shall on being required by Government to do so, reduce the number of its servants or the remuneration of any of them, as the case may be.



### Organogram of Secretariat of Local Council Board<sup>11</sup>



### Actual position of the available PUGF staff<sup>12</sup>

i. Administration Cadre

BPS	Total Posts	Existing / filled up
19	17	15
18	10	07
17	82	65
16	60	55
11	80	58
<b>Total</b>	<b>249</b>	<b>200</b>

<sup>11</sup>This Organogram is provided by LCB, LGE&RDD.

<sup>12</sup>This data is provided by LCB, LGE&RDD.

ii. Engineering Cadre

BPS	Total Posts	Existing / filled up
18	18	10
17	85	68
16	47	46
11	190	95
<b>Total</b>	<b>340</b>	<b>219</b>

iii. Accounts Cadre

BPS	Total Posts	Existing / filled up
18	9	6
17	8	1
16	35	33
11	67	43
<b>Total</b>	<b>119</b>	<b>83</b>

Total Number of Provincial Unified Group of Functionaries (PUGF) posts= 708

Total Number of Existing /Filled up PUGF posts = 502

## 1.20 Khyber Pakhtunkhwa Provincial Reform Programme and Capacity Building of FATA Secretariat

### Summary<sup>13</sup>

Oxford Policy Management (OPM) has been contracted by DFID to design and implement a programme of governance reform for the Government of Khyber Pakhtunkhwa Province (GoKP) and the Federally Administered Tribal Areas (FATA) Secretariat of Pakistan. The £8.3m governance programme is enhancing GoKP and FATA-S capacities to design and deliver effective and sustainable public services. The programme has delivered improvements in the following areas, all of which are now being implemented by government:

i. Public financial management

- A Macro-Fiscal model to enable government to test revenue flow assumptions and their implications for the budget over the medium-

term.

- A Medium Term Budgeting Framework, including the introduction of a Budget Strategy Paper as part of the regular budget cycle to provide the a basis for strategic consideration of policy priorities relative to the resources available.
- Performance Based Budgeting at department-level, linking resources directly to service delivery outputs and outcomes.
- Improved engagement with civil society on budgetary issues. This has involved the involvement of external stakeholders in pre-budget workshops, as part of the budget prioritisation and preparation process.
- Audit of government payroll and pensions,

<sup>13</sup><http://www.opml.co.uk/news-publication/nwfp-provincial-reform-programme-and-capacity-building-support-federally-administer>

achieving real recoverable savings for government.

ii. Human Resource Management

- Revision of Job Descriptions for senior government employees across all departments of the provincial government, as a basis for improving efficiency and accountability, and development of a toolkit to enable government to review job descriptions on an on-going basis.
- Review and revision of HR information systems in response to the future needs of the administration.
- Development of a Training Strategy for the Government of Khyber Pakhtunkhwa and FATA-Secretariat.

iii. Policy and Planning

- Preparation of a multi-year Comprehensive Development Strategy (CDS) that presents government's vision for the future of the province, covering all areas of government policy and programmes.
- Linked to the CDS, development of an Economic Growth Strategy targeting the need for growth and economic development in the Province.
- Establishment of a Strategic Planning Unit within the centre of government to support the formulation of strategies and policies, and their implementation and monitoring.

- Preparation of an Annual Strategy Review process looking at the strategic alignment between provincial policy and budgetary allocations.

- Preparation of a detailed functional and organisational reform plan for the Planning and Development Department to strengthen the policy and planning functions within the administration.

iv. Monitoring and Evaluation

- Design of an M&E framework, including organisational reforms, to monitor policy and budget implementation across the administration. The M&E framework is being implemented, including the preparation of regular quarterly M&E reports, and a three-year Evaluation Plan.
- Support to government in the involvement of civil society and communities in the assessment of public service delivery impacts and results.
- Establishment of capacity to monitor capital expenditures within the Annual Development Programme.

**For FATA**

Support to FATA-Secretariat, with a focus on harmonising donor support behind the FATA development plan, resource management capacity to track government and donor resources to avoid duplication and Public Finance Management to better align budgets behind development priorities.

## 1.21 Conclusion

The study mainly provides the conceptual understanding of the civil service in Pakistan. Administrative Reforms of 1973 abolished all classes among the civil servants, merged all services and cadres into a single unified graded structure and prohibited the use of "service" labels. The three unified grades were created under the new rules (framed on the basis of Civil Servants Act, 1973) which continue to this day, namely All Pakistan Unified Grades (APUG), Federal Unified Grades (FUG) and Ex-Cadre Officers (BPS-17) and above. The subordinate staff of BS-1 to BS-16 are ministry/division/department-specific employees with the exception of Subordinate

Accounts Service (SAS) personnel who are routinely posted across ministries/divisions/departments. The study also conceptualises the constitutional and regulatory mechanism relating to the civil service in Pakistan and highlights the Acts promulgated by the four federal units, which regulate the appointment and terms of service of provincial civil servants. In addition, the study mentions the Local Government Structure at the Federal, Provincial, District, Tehsil and Union Council Levels. In addition, the study encapsulated the PMS rules and Provincial Reform Program for Khyber Pakhtunkhwa.



## CHAPTER 2

Training of Civil Servants in  
Pakistan

## 2.1 Introduction



“If you believe there is no possibility of change, you guarantee there is no possibility of change.”  
- Noam Chomsky

Training is defined as the skill, knowledge, or experience acquired by one that trains<sup>14</sup>.

Underdeveloped countries have had to face the opposite problem with their civil services. After the World War-II, many such countries became independent before they had developed effective administrative structures or bodies of trained civil servants. Few of the colonial powers had trained indigenous administrators sufficiently. The British left a viable administrative structure in India and a partly Indianised civil service, but the newly independent Pakistan had few experienced civil servants. Civil servants from the old colonial powers often found new masters uncongenial. The resulting exodus of many such civil servants worsened matters, for indigenous civil servants were seldom an adequate substitute<sup>15</sup>.

The need for fundamental reforms in the administrative machinery of Pakistan was expressed in the First Five Year Plan (1955-60) in these words:

“The defects as well as the merits of the existing administrative system stem largely from the fact that it is a heritage from a colonial power, which reared upon certain indigenous institutions, a super-structure adapted to the needs of ruling subject country. The combination yielded a system of Public Administration admirably suited to the requirements of a government engaged largely in the primary functions of collection of revenue, administration of justice, and maintenance of law and order. Under the stress of social and economic change, some alternations were made in this system from time to time, but, fundamentally and broadly, the methods and outlook of the public service, the tasks they performed, and the procedures they followed remained unchanged. The inevitable result has been that, with the independence and the shift of emphasis from regulating the life of the community to positive

action for promoting its welfare, the system has become outdated and seriously inadequate. (First Five Year Plan, P. 91)

With this five year plan, the need for pre-entry and in-service training of civil servants and Public Administration education at the university level was recognised. The United States, under its technical assistance programme, extended elaborate help to Pakistan in setting up various Public Administration education and training institutions. By the mid-1960s, the following Public Administration educational and training institutions were fully operational:

- Department of Public Administration, University of Punjab, Lahore.
- Administrative Staff College, Lahore for training of senior officers.
- The Civil Service Academy of Pakistan.
- Finance Officers Training Academy.
- The Academies for Village Development.
- National Institutes of Public Administration in Lahore and Dacca for training of Mid-career civil servants (Second Five Year Plan)<sup>16</sup>.

For the past many years, Pakistan has experienced a steady decline in governance including poor delivery of public services like education, health and water supply and sanitation. In the search of explanations for this unacceptable state of affairs, questions have also been raised about the quality of education and the training institutions for the executives and lower cadres delivering these services. One of the reasons for low quality of public service delivery is the lack of quality training institutions, despite the fact that training had always been part of the system.

The government nominates trainees for various courses and the institutions simply accept and train them. In the public sector training institutions the physical infrastructure was found to be good. There are not many institutions which have a Curriculum Development Approach. Only the National School of Public Policy (NSPP) has moved in this direction.

<sup>14</sup>Training is also the act, process, or method of one that trains. For more definitions on training, please see: <http://www.merriam-webster.com/dictionary/training>

<sup>15</sup>Public Administration, For more information, please visit: <http://www.britannica.com/EBchecked/topic/482290/public-administration/36937/Developing-nations>

<sup>16</sup>Jadoon M.Z. I & Jabeen .N . Public Administration Education in Pakistan: Issues, Challenges and Opportunities. Pakistan Vision Vol. 11 No. 1. Available at: <http://pu.edu.pk/images/journal/studies/PDF-FILES/Artical%20No-6.pdf>

Most other public sector training institutions do not have this incentive. The NSPP has formulated a strategy to overcome this dichotomy. All officers selected for public service have a certain level of education but lack training.

The training institutions, in general, have been failing to address the development requirements of the country, and with the exception of the National School of Public Policy, they lack the appropriate faculty and infrastructure necessary to turn executives with a generalist education background into effective deliverers of public services. As a matter of fact, there is lack of a vision for translating development agenda into the training programmes of the executive officials. There is no clear national policy and the training institutions have deteriorated, in general. These officials must follow a set course of action laid down in rules of business, with a spirit of service instilled in them by sound training institutions. Their task is to achieve desired results sometimes in the

absence of adequate information and in extremely controversial situations requiring neutrality. Their actions affect a large number of people. Therefore, the public servant requires calibre, knowledge and a proper skill set. These skills affect the quality of government, delivery system and cost of running business. Good governance and sound institutions are important to induce behavioural and structural change in the fabric of the society.

There are 24 training institutions under various Ministries that are engaged in training of civil servants of all kinds. An equal number of training and skill up-gradation institutions exist, which mainly cater to ex-cadre public servants. The baseline for training of civil servants in Pakistan draws attention to a critical set of gaps on the supply side, more in terms of software than hardware<sup>17</sup>.

## 2.2 Purpose

The purpose of the study is to provide succinct information on the overall framework of training of civil servants in Pakistan at the federal, provincial and local Levels and to identify gaps

in training, highlights common courses in all training programmes and suggest practical NCGR recommendations for improving training framework in Pakistan.

## 2.3 Objectives

The study has following objectives:

- To understand the historical perspective of training of civil servants in Pakistan.
- To theoretically discuss various levels of trainings in Pakistan
- To provide overall framework under which the training of civil servants operates in Pakistan.
- To provide gaps in trainings of civil servants at the federal, provincial and local levels.
- To identify common courses in all training programmes.
- To provide concrete NCGR recommendations for pertaining to training of civil servants in Pakistan.

## 2.4 Methodology

The study mainly relies upon qualitative data. The research has also been based on the author's previous experience with the National School of Public Policy in Balochistan and Punjab Provinces of Pakistan. For the preparation of this study, secondary data of training institutions websites and significant literature on the training of civil servants

in Pakistan has been meticulously scrutinised. The unit of analysis included both individuals as well as public sector organisations. Succinctly, the study is the first of its kind describing the training of civil servants at the federal, provincial and local levels in the province of Khyber Pakhtunkhwa, to the best of author's knowledge.

<sup>17</sup>Tahir, P, Saleem, N, Bashir, S(2009). "Baseline Research on Executive Education in Pakistan". Governance Institutions Network International, Islamabad.

## 2.5 Training Levels

Management training for civil servants takes three main forms:

- i. Pre-Service Training
- ii. In-Service Training and
- iii. Foreign Training.

### Pre-Service training

The pre-service training is arranged at the time of induction in job. A general type of training, it has a very important role in attitudinal development of the public servants. In the past, it hardly translated into specific public service delivery. For the executive officers in BS-17, those who have qualified CSS, pre-service training includes:

- Common Training Programme (CTP) and
- Specialised Training Programme (STP).

CTP is for Grade-17 officers appointed as probationers to the Central Superior Services (CSS) at the Civil Service Academy (CSA), Lahore. The CSA also holds a 20-week STP for District Management Group probationers.

### In-Service training

- National Management Course (NMC): Two highest level courses annually for federal and provincial government servants in BS-20. Successful completion required for promotion.
- Senior Management Course (SMC): Two strategic management level courses annually for federal and provincial government servants BS-19. Successful completion required for promotion.
- National Institutes of Management (Lahore, Karachi, Peshawar, Islamabad and Quetta): Mid-Career Management Courses for Grade-18 officers are mandatory for promotion.
- In-Service training is offered at Secretariat Training Institute (STI):
- In-Service Training for direct recruits and promoted officers: Pakistan Provincial Services Academy (PPSA):
- Training for provincial service officers of the four

provinces and for officers and staff of federal autonomous bodies. Punjab & Sindh have now also made their own arrangements.

- Pakistan Academy for Rural Development (PARAD) Peshawar-In-Service 8 weeks training on selected issues for federal and provincial government officers.
- National Defence College (NDC) also provides training to selected Civil Servants.

### Foreign Training

Presently participation in foreign training courses funded by foreign governments/agencies or by Government of Pakistan has no linkage with an officer's career advancement or progression. Public servants have to go for training at various levels<sup>18</sup>. Generally, individual ministries or divisions arrange trainings in foreign universities and institutes. Under the World Bank-financed Public Sector Capacity Building (2004- 2009), BPS-17-19 grade officers were sent abroad to attain master's degrees in relevant disciplines, while BPS-20-21 grade officers attended Harvard University's Kennedy School of Government under the Executive Development Programme<sup>19</sup>.

Under Technical Assistance Programmes, Economic Affairs Division receives, processes and coordinates various offers of trainings, scholarships and opportunities to participate in international seminars and conferences. These facilities aim at capacity building, human resource development and enabling Pakistan to participate in international events and present its position<sup>20</sup>.

At the provincial level, the Planning and Development Department of the Province coordinates the nominations, finalizes the participant list and sends it to the Economic Affairs Division.

According to Pakistan Institute of Development Economics survey, majority of the civil servants gave the answer that foreign training is superior to domestic training. The three major reasons for the superiority of foreign training, according to respondents, include better methodology, richer content and better instructors.

<sup>18</sup>ibid

<sup>19</sup>Reforming Pakistan's Civil Service (2010): International Crisis Group, Asia Report N°185 - 16February 2010Islamabad/Brussels.

<sup>20</sup>Foreign Trainings. <http://www.ead.gov.pk/gop/index.php?q=aHR0cDovLzE5Mj4xNjguNzAuMTM2L2VhZC9mcm1EZXRhaWxzLmFzcHg%2Fb3B0P%20W5ld3MmaWQ9NQ%3D%3D>

In the wake of 18th Amendment in the Constitution of Pakistan, the concurrent list stands abolished. Subjects of Education, Labour & Manpower, Social Welfare, Special Education, Culture & Tourism, Youth affairs and Health no longer remain within the purview of the Federal Government. However, Entry 16 of Part I of Federal legislative list envisages that professional and technical training is the responsibility of the Federal Government. Therefore, the Federal Agencies and Institutes imparting professional and technical training and research have been retained by the Federal Government so that training, research, career planning and regulation of professionals may be given a focused attention. Accordingly, the Ministry of Professional and technical Training was constituted with the responsibilities to plan, supervise and coordinate professional, vocational and technical training in the country and to pay focused attention to this important task for the benefit of the people of Pakistan. Ministry of Professional and technical Training is renamed as “Ministry of Education and Training” vide Cabinet Division’s Memorandum No.4-10/2011-Min.I dated 24th July, 2012.

### Vision

“Making Pakistan a developed and prosperous country by attaining full potential of its citizens, through demand driven training”.

### Mission

Planning, coordinating and directing efforts to provide quality professionals and skilled technicians through dynamic and standardized training.

The Ministry will endeavour to make available an integrated national pool of highly trained manpower, in consonance with indigenous needs of socio-economic development, leading to transform Pakistan from a ‘developing’ to a ‘developed’ nation.

### Functions of The Ministry

- i. Policy, Plans and Programmes for ensuring mass education and integrated professional, vocational and technical training in sync with national needs and international standards.
- ii. Proposal for legislation, rules and code of conduct for official business concerning

education, professional development, skill development and trainings.

- iii. To make proposals/ recommendations for increased public expenditure on mass education, professional development and vocational & technical training.
- iv. To administer and regulate the affairs of the following attached departments, sub ordinate offices and autonomous organizations
  - National Vocational & Technical Training Commission (NAVITTC).
  - Akhtar Hameed Khan – National Centre for Rural Development (AHK – NCRD).
  - National Training Bureau (NTB).
  - Pakistan Manpower Institute (PMI).
  - National Talent Pool (NTP).
  - Academy of Education Planning & Management (AEPAM).
  - Federal Board of Intermediate and Secondary Education (FBISE).
  - National Commission for Human Development (NCHD).
  - National Education Foundation (NEF/BECS).
  - National Education Assessment System (NEAS).
  - National Internship Programme (NIP).
  - Higher Education Commission (HEC).
  - Pakistan National Commission for UNESCO (PNCU).
  - Youth Centres and Hostels.
- v. Promote, Coordinate, Regulate and facilitate education/ certificates professional development, trainings and skill development.
- vi. To nominate/recommend award of suitable national honours for eminent persons in the professional and technical training fields.
- vii. To coordinate with other ministries/ organisations for optimal utilization of

<sup>21</sup>Ministry of Education and Training, Introduction. For further information, please visit: <http://moptt.gov.pk>



- professionals and trained manpower
- viii. International aspects of education and trainings including liaison with donors, international partners and collaborators.
  - ix. To coordinate scholarships/ fellowships/ trainings and international assistance in professional, vocational and technical courses
  - x. To maximize dividends from the demographic transition in the coming years, through providing required skills
  - xi. To maintain a data bank of highly qualified and skilled professionals & technicians, through “National Talent Pool”
  - xii. To facilitate and provide trained and skilled manpower in consultation with public and private stakeholders

## 2.7 Federal Government Training Institutions

### National School of Public Policy (NSPP)<sup>22</sup>

The National School of Public Policy is a prestigious institution for training of civil servants in Pakistan. It aims at building their capacity for undertaking tasks of policy formulation and implementation at tactical, operational and strategic levels. This is achieved in an environment of intellectual freedom so as to generate in them an investigative urge, spirit of rational enquiry and a genuine desire to seek knowledge. The overarching aim of the NSPP is to improve the quality and effectiveness of public policies and management in Pakistan, by improving the quality of pre-service and in-service training and education of all those engaged in Public service.

Under the umbrella of National School of Public Policy, training at various levels is imparted at its integral and constituent units, i.e. from initial induction of Grade-17 level to strategic policy level for Grade-20 officers.

- i. Initial Common Training Programme (CTP) is conducted at Civil Services Academy (CSA), which is followed by a Special Training Programme (STP) at respective departments’ training institutions.
- ii. Next is the Mid-Career Management Course (MCMC) for Grade-18 level, which is of tactical level and is held at National Institutes of Management (NIMs) at Lahore, Karachi, Quetta, Peshawar and Islamabad.
- iii. Grade-19 officers are put through Senior Management Course (SMC), focusing primarily

on the operational level, at Senior Management Wing of the National Management College (NMC).

- iv. Finally, Grade-20 officers attend the strategic policy level course, National Management Course (NMC), at National Management Wing of the National Management College. This progressive training structure affords opportunity to trainees to gradually develop their capabilities from tactical to strategic levels.

### Scope

To further expand to include education and research functions. The idea has been conceived with the objectives of:

- Improving and building upon the existing structure of public sector training institutions.
- Upgrading the skill/capacity of public service to meet the demands of a modernising and progressive state.
- Providing mechanism for induction of the needed skills, where/when such skills are not available, particularly at the higher policymaking level.

### Vision

To be a recognised center of excellence for the study of public policy, management and related research and analysis, so as to improve the quality of decision making and its effective implementation in the governance of Pakistan.

<sup>22</sup>For detailed information on the National School of Public Policy, its integral units, its constituent units, training courses etc. Please visit <http://www.nspp.gov.pk/>

**Mission**

To improve the quality and effectiveness of public policies and management in Pakistan, by improving the quality of pre-service and in-service training and education of all those engaged in public service. The institution also aims at progressive personality development so as to foster an attitudinal change that motivates the trainees to work for public interest which would catalyze socio-economic development, create and deliver public value and win public trust.

**Main Functions**

To provide for instruction, tuition, training, research, demonstration and service in such branches and disciplines of Public Administration, Public Policy, Law, Economics, Finance, Management Sciences and any other relevant discipline as the Board may, from time to time, determine.

To introduce, suspend or abolish any of the disciplines or to establish and support other facilities for education, training and research.

To formulate and prescribe courses of study and training.

To determine teaching methods and strategies as well as co-curricular activities in order to ensure the most

effective educational and other related programmes.

To design and organise training courses, workshops and such other activities in the relevant fields.

To provide pre-service and in-service training to undertake research, consultancy and advisory services.

To prescribe criteria and conditions of admission and examination of student.

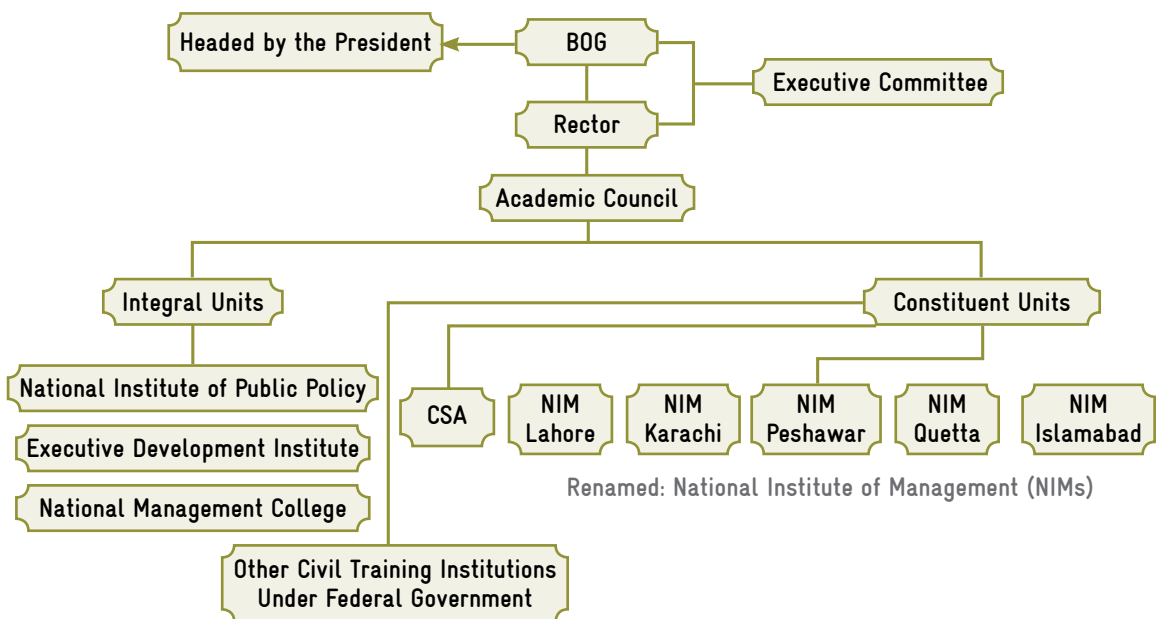
To admit and examine students and to determine and charge fees and other charges.

To develop standards, conduct examinations and to award Degrees, Diplomas, Certificates and other academic distinctions to persons who have been admitted to and have passed its examinations under prescribed conditions.

To serve as a research institute for the Federal Government on matters of public policy and to advise the Federal government on such policy matters as are referred to it

To do such other acts and things, as may be considered necessary in order to advance the objects of the School under this Ordinance.

**Organogram of National School of Public Policy**



### **Training Courses at NSPP**

- Executive Development Course BS-21 & above
- National Management Course (NMC) BS-20
- Senior Management Course (SMC) BS-19
- Mid-Career Management Course (MCMC) BS-18
- Specialised Training Programme (STP) for DMG BS-17 at Civil Services Academy, Lahore
- Common Training Programme (CTP) BS-17

### **Executive Development Institute (EDI)**

The Executive Development Institute (EDI) of the NSPP is engaged in capacity building and training of public leaders and senior executives of the private and public sector to help meet challenging public policy issues of the country. Executive Development Programmes at EDI envision encompassing major areas of Public Policy. It seeks to meet the learning needs of senior leaders of public and private sector engaged in legislature, law, business, executive, industry, journalism and academia, through dynamic lectures from high quality speakers and the faculty, case studies, and small group interactions, to enhance their contribution to the national debate and real understanding of the current issues.

### **Programme Objectives**

Programmes at Executive Development Institute aim at enhancing understanding of the senior executives of the public and private sector in the realm of policymaking and its implementation. It is to optimise their effectiveness as leaders, and to prepare them for their future responsibilities and new management roles. The Executive Leadership Programmes sensitise them to manage changes at the policy level in the renewed organisational restructuring.

### **Curriculum**

Through free interaction of the major actors of Public Policy formulation, Programmes and workshops explore the essential factors of Public Policy, to envisage new dimensions and solutions in a changing world environment and Pakistan so as to work out better methodology of implementing and to position them for future responsibilities. Each programme will include a mix of the following areas, as appropriate.

### **Participant Mix**

These Programmes are especially designed for senior civil servants (BS-21 & above), members of legislatures (Senators, MNAs, MPAs), Judges of the High Courts & Session Judges, leading industrialists/Businessmen, senior members of Legal community, Media and Academia.

### **National Management Course (NMC)**

The aim of the National Management Course is to enable senior officers of the Federal and Provincial Civil Services, friendly countries (allied participants), armed forces and senior executives from the private sector to understand factors bearing on formulation and implementation of public policy, with a view to preparing them for assignments at national policy level.

### **Scope**

- Sensitise the participants to concepts and issues in modern statecraft and public policy; and to the methodology and processes of public policy formulation; and enhance their abilities to think strategically and appreciate how various factors, internal as well as external, impinge upon the policy process.
- Sensitise the participants to concepts and issues in modern statecraft and public policy; and to the methodology and processes of public policy formulation; and enhance their abilities to think strategically and appreciate how various factors, internal as well as external, impinge upon the policy process.
- Enhance participants' understanding of geo-political and geo-economic trends in a globalising world and;
- Identify challenges and opportunities for Pakistan; analyse determinants of foreign policy and major international issues and their impact on Pakistan; and establish linkages between domestic and international compulsions for Pakistan, enabling the participants to give rational inputs for formulation of a pragmatic policy framework.
- Enhance participants' comprehension of strategic economic concepts and issues in a globalising world, enabling them to provide inputs for formulating and implementing viable and pragmatic economic policies to meet challenges of growth

and development.

- Enable the participants to comprehend and deal effectively with strategic issues of Public Finance and Financial Management in Pakistan.
- Enhance understanding of the participants in concepts relating to strategic management, leadership and issues in governance and their inter-relationship in public policy formulation and implementation.
- Enable participants to undertake policy related research and analysis as an input for policy formulation
- Through Inland Study Tours, add to participants' knowledge of practical problems and issues of public policy formulation, implementation and governance; and through Foreign Study Tours, gain knowledge about public policy planning and formulation processes of selected countries.
- Encourage co-curricular activities, particularly sports and cultural events.

### **Senior Management Course (SMC)**

#### **Aim**

Enhance knowledge; and improve their attitudes, skills and leadership ability. Develop skills and methods of public policy implementation, improved service delivery and operationalising policy/strategy at all government levels. Develop skills for evaluating/monitoring the implementation of operational plans to provide feedback for their timely mid-course corrections.

#### **Scope**

- Familiarise the participants with the national environment so as to understand the interplay of external and internal dynamics and their influence on governance in Pakistan.
- Develop participants' understanding of the diversity in Pakistani society (sociocultural values, beliefs and attitudes) and its relevance to policy implementation and governance.
- Provide in-depth knowledge of governance and administrative structures of Pakistan along with relevant policy processes and implementation strategies.
- Enable the participants to apply concepts

and techniques of management, operational and technical implementation in the Pakistani environment.

- Enhance participant's comprehension about operationalising economic policies at the micro level and familiarise them with macro-economic factors that influence economic management and its future trends.
- Equip participants with research and analytical skills for enhanced performance on the job.
- Through study tours, expose the participants to issues and practical problems of the Pakistani society and state along with impact of various policies and management practices on the people of Pakistan.
- Facilitate participants' good health and introduce variety in their course routine through co-curricular activities.

### **Mid-Career Management Courses (MCMC)**

Mid-Career Management Courses (MCMC) are being conducted in National Institute of Management (NIM) in Lahore, Peshawar, Quetta, Karachi and Islamabad.

#### **NIM Lahore**

After the inception of National School of Public Policy (NSPP), the erstwhile NIPA Lahore became the Senior Management Wing of National Management College Lahore for conducting the Senior Management Course for BS-19 officers at one locale. The need for conducting Mid-Career Management Course for BS-18 officers at Lahore was felt and also for utilising facilities available at Executive Development Institute which were remained pending to utilise/run Public Policy Workshops for senior political, bureaucratic and civil society leaders due to prevailing environment. The first MCMC at Executive Development Institute, Lahore commenced on 8th June, 2009 with intake of 46 participants.

#### **NIM Karachi**

The National Institute of Public Administration (NIPA) was established in 1961, in Karachi as an autonomous government organisation under the Establishment Division. Prior to its merger with NSPP, this institute conducted 82 Advanced Courses for Public Sector Management (ACPSM). These days it is playing a pivotal role in training of the civil

servants of BS-18, and conducts MCMC course with a vision to “Introduce excellence in public service delivery through capacity building and inculcation of skills and values essential for good governance”. A host of facilities await the participants which include the computer laboratory, sports, gymnasium, telephone, internet, E-mail, flash-drives, postal arrangement, laundry, medical, mosque, transport and car-park, etc.

### **NIM Peshawar**

The campus comprises of all the training facilities including, auditorium, library, computer labs, etc. Allied facilities such as hostels, cafeteria, guest-houses, residences, mosque, dispensary, sports complex are also available for participants and officers. All model classrooms with state-of-the-art facilities have been separately set-up for Mid-Career Management Course. Hostel rooms have been renovated recently with air-conditions and attached bathroom facilities along with a PC with internet connection in each room. All physical facilities are jointly shared by three institutions, i.e. National Institute of Management, Pakistan Academy for Rural Development and Pakistan Provincial Services Academy in the most cost effective manner. This feature makes it a unique training complex, housing three training institutes of diverse, yet compatible training programmes. The main library is jointly used by these institutions and is collectively supported by them for its physical infrastructure, collection of books, development, services and facilities.

### **NIM Quetta**

Establishment Division, Government of Pakistan, approved National Institute of Public Administration (NIPA), Quetta in March 1980. The Institute started functioning at Quetta in 1987, in a rented building at the Airport Road. During the last 20 years, the NIM-Quetta has conducted 38 Advanced Courses in Public Sector Management and a number of short courses with participants numbering 1,925. A need was felt to establish an independent campus of NIM-Quetta. A 7-acre plot on Sumungli Road, Quetta, was acquired for the construction of NIPA Quetta Complex. It comprises Academic and Administration blocks, an Auditorium for 450 persons, two Hostels (3x17 each) having 100 fully furnished single-rooms, a residential block for the officers and staff of NIM, dispensary, mosque, squash courts and a gymnasium.

The NIM-Quetta will be the only self-sufficient and high standard, civil service training institute in Balochistan once the complex is completed

### **NIM Islamabad**

For operational purposes, National Centre for Rural Development (NCRD) has been attached as Constituent Unit of NSPP to conduct Mid-Career Management Course (MCMC) for BS-18 officers who are likely to be promoted to BS-19.

### **Civil Services Academy, Lahore**

The Civil Services Academy was established in 1948 for the training of fresh entrants to the Pakistan Administrative Service (PAS). Since then, it has undergone many changes in organisational structure and location. After the Administrative Reforms of 1973, it was decided to organise a Common Training Programme (CTP) for all fresh entrants to various Central Superior Services (CSS) (renamed as Occupational Groups). Presently, the Academy has one campus at Walton, which is used exclusively for the CTP. The other Campus, located at Shahrah-e-Quaid-i-Azam, is used for the Specialised Training Programme (STP) of the District Management Group (DMG) probationers.

### **Civil Services Academy - Walton Campus, Lahore**

The aim of the CTP is to transform the college students into civil servants, to enable them to perform their duties judiciously, effectively and economically in accordance with the law. This fundamental rigorous training is imparted with the objective:

- To promote harmony amongst the probationary officers belonging to various regions and federal service of Pakistan.
- To facilitate an understanding of the social, political, economic, administrative and national security related issues that confront Pakistan.
- To equip the probationary officers with basic knowledge and administrative skills required for their future responsibilities.
- To sensitise the probationary officers about the need for integrity, discipline and effectiveness for optimisation of public value and providing improved service delivery to the people, particularly the poor and the disadvantaged.
- To enable the probationary officers to play their

role as future leaders within the Civil Service of Pakistan.

### **National Defence Course**

The National Defence Course is one of the most prestigious courses being offered for senior level officers in the country. Although not as comprehensive in terms of subject coverage as the National Management Course being offered at the National Management College, the NDC comprises the basic subjects which are essential for training in public policy formulation.

### **Participants**

There are four categories of participants in the NDC—serving Military officers (Brigadier rank or equivalent), civil servants (Grade-20 equivalent), Allied officers (military officers from friendly countries), and private sector participants.

### **Syllabus**

The core subjects include Comprehensive National Security (including economic security, food security, energy security, water security, human security, strategic assets security, border security, internal security, etc.), Public Policy Formulation and Implementation and Governance. The focus is not “Defence” but national security in the broadest sense.

### **Methodology**

The methodology includes Lectures, Panel Discussions, Seminars and Workshops, Syndicate Discussions, Classroom activities, including Q & A, Simulation Exercises, country-wide Internal Study Tours, Foreign Study Tours, Thesis Writing (Individual Research Paper) as a qualifying requirement for the degree award, Group Research Paper, and several other written as well as practical assignments, requiring research, analysis and debate.

### **Source of Funding: Government of Pakistan**

Faculty: High calibre faculty—integral as well as visiting, including politicians, members of the parliament, high ranking civil and military officers, retired members of the judiciary, strategic analysts, business leaders, industrialists, agriculturists, media persons, civil society representatives, university professors, academicians, social workers, and foreign visiting speakers. The NDU has a close liaison with the NDU of the United States and holds regular

interactive sessions in which NDC participants take part.

### **Curriculum Development**

A regular Course Review is carried at the end of each ND Course by the course participants. In addition, external input is also utilised for curriculum refinement. New topics are included each time as the changed environment demands, and old and redundant topics are excluded.

### **Profile of the Foreign Service Academy**

The Foreign Service Academy (FSA) is the training institution of the Ministry of Foreign Affairs of the Government of Pakistan. This is one of the several Specialised Training Institutions (STIs), serving specific needs of various occupational groups in the civil services. Since its establishment in September 1981, the Foreign Service Academy has organised 26 courses for young officers of Foreign Service of Pakistan (FSP), out of which 14 courses included Foreign Service officers from other countries. After the extension of its activities, the Academy arranged 18 Advanced diplomatic courses for Mid-Career African diplomats, 16 courses for diplomats from Central Asian Republic (CAR), SAARC, African and other countries, one for Afghan diplomats, one for Iraqi diplomats and two for FSP Mid-Career officers. However, as far as Governance is concerned, the Academy does not focus on it as its core subject. When they were asked about their core focus area, it was informed that Diplomacy and International Relations are their central subjects as it is their specialised training institutes for the Foreign Service of Pakistan. Methodology: lectures discussion, presentations and written exercises are the general method used in the training methodology. The Foreign Service Academy also conducts internal study tours as part of their curriculum.

### **Profile of the Secretariat Training Institute (STI)**

The STI was established in 1956 at Karachi as a part of the Establishment Division. It still is an Attached Department of Establishment Division in Islamabad. The Institute plans and organises in-service and pre-service training courses for the employees of the Federal Government and its departments to enhance the professional skills of the trainees by giving them a thorough working knowledge of the Secretariat Procedures and Practices. The pre-service training is provided to the Probationary Officers of the Office

Management Group (OMG) and the Section Officers selected through Promotional Examination by the FPSC or through the competitive CSS Examination.

### **Mandatory Course**

The role of STI as a training Institute has been expanded since the Government decision to impart mandatory promotion related capacity building programmes to officers of OMG and Secretariat Groups (BS-17 to BS-19).

### **Duration**

The duration of this training is eight weeks for the trainees on the promotional Exam but the Establishment Division may change the duration for the Probationers of the CSS (Competitive) Examination.

### **Syllabus**

The subjects of Specialized Training are Secretariat Instructions, Rules of Business, Human Resource Management, Service Laws & Rules, Secretariat Noting & Drafting & Financial Rules & Budgeting added with E-Government and Public Administration courses. Like the FSA, the STI also does not have Governance as its core subject.

### **Profile of the National Police Academy**

The National Police Academy (NPA) was established in 1978 with the Commandant having his office in Islamabad in a rented building and the training wing with ASPs officers Mess, 31 kilometres away at Soan camp, the training left a lot to be desired. The National Police Academy with meagre resources available could barely train the ASPs, while very few courses were offered to senior police managers due to dearth of training facilities and lack of professional trainers. In 1989, the then government, appreciating the need for a proper academy for the Police directed the planning and construction of National Police Academy. Things began to change in 1993 when the caretaker Prime Minister, Mr. Moeen Qureshi, made an initial grant of Rs5 million from his discretionary fund. Since then there has been progressive improvement in its curriculum and quality of training.

### **Syllabus**

The subject which attracts most attention is internal security and the operational methodology of

countering the internal threats. Terrorism has recently been added as an important subject. However, NPA too is a Specialised Training Institution, and Governance as such does not figure as its central subject, though in the context of National Security it gets some attention.

### **Profile of Governance & Public Policy Course at Islamic University**

Syllabus: The syllabus is in an evolving stage. Governance, according to Dr. Ansari, is a concept borrowed from the western theory and practice. In Pakistan, its indigenous conceptualisation is still not clear. In case, Rule of Law is taken as the basis of effective Governance, Educational and Training institutions are not clear whether they should teach Shariah Law or the Constitutional Law as the foundation for the Rule of Law. Even within our constitution, according to Dr Ansari, there are unresolved issues. The Objective Resolution, for example, contradicts a few other provisions of the constitution, which need to be resolved through an open debate in the parliament. Policy Formulation and Implementation is also an essential part of this course. One critical topic taught in the curriculum is the Element of "Public Choice".

### **Methodology**

This course also has Lectures and Panel Discussions, Seminars and Workshops and written assignments. Six Credit Hours are dedicated for Field Project. Further, the methodology includes Policy Analysis, where Equity, Efficiency and E-Governance (IT), identification of the problem and ability to find a solution in the light of new knowledge are practiced.

### **Areas of Concern**

Following areas of concern were highlighted in the teaching of Governance and Public Policy:

- i. As Rule of Law is non-existent, teaching Governance is an activity in a vacuum. The system is incorrect. Justice is not available to all on an equal basis. To achieve values of good governance in a coordinated way, we need Rule of Law first. The forum for ensuring Rule of Law is not the Education and Training institutions, but the Legislature. Till the legislators are not sensitised of the need for justice and Rule of Law, Governance will be taught only as a western theoretical precept

without any scope for its application in real life.

- ii. Constitution-making itself is motivated by need for concentration of power, and self-perpetuation. Articulation of ideas and concepts of Governance are neither defined nor are they part of constitution-making.
- iii. Curriculum needs to be redefined in the context of Social Sciences, by keeping the idea of man as a moral being, and not as an object to be manipulated as in the western capitalist systems. For this, the Legislature needs to be sensitised and educated.
- iv. Among the students, there is a general lack of innovative ideas and the spirit of inquiry, which is an outcome of our school system. Questions are not encouraged and answers are not given right from the primary school through the secondary level education. This system focuses on producing followers and not leaders, and hence Governance remains only a theoretical construct with an acute dearth of “Governors”.

### **Profile of Existing Legislatures Training Programmes**

Pakistan has a federal structure with a bicameral legislature consisting of Senate and National Assembly at the federal level and four Provincial Assemblies. In addition, there are two special status assemblies of Azad Kashmir and Gilgit-Baltistan<sup>23</sup>. Neither the executive nor the legislative branch itself has put in place any formal training set up at the official level. After every election though, ad hoc orientation sessions are arranged for members. These sessions focus largely on legislative procedure and very little on the enormity of legislative business. A formal training set up does not exist at the official level. Since the restoration of the Parliament in 2003, the non-government sector has attempted to fill this void.

### **Pakistan Institute of Legislative Development and Transparency (PILDAT)**

The most prominent initiative is the Pakistan Institute of Legislative Development and Transparency (PILDAT). It works for strengthening democracy and democratic institutions in Pakistan by building the

capability of and instituting non-partisan monitoring framework for the elected representatives and legislatures. Its mission is to strengthen democracy and democratic institutions in Pakistan. PILDAT was registered as a non-profit entity under the Societies Registration Act XXI of 1860, Pakistan on September 19, 2002.

PILDAT has been actively engaged in building the capabilities of elected Legislators towards a better discharge of their functions of Legislation, Representation and Oversight. Regular trainings/briefings workshops and sessions for Legislators belonging to the National and Provincial Assemblies as well as the Senate have been conducted. As a non-partisan political research institution, PILDAT regularly prepares well-researched briefing/background papers and Case Studies for Pakistani Parliamentarians, Parliamentary Staff and politicians on crucial policy issues. The PILDAT State of Democracy Report, the flagship publication of PILDAT in its democracy watch programme, carries an in-depth quarterly review of democratic development for the local and international audience. PILDAT also facilitates the formulation of issue-based caucuses across parties in the Legislatures. Finally, PILDAT sensitises the civil society organisations to lobby effectively with legislators on policy related issues, while the E-democracy programme looks at ways and means to build better network between the public and parliamentarians.

PILDAT works to strengthen democracy and democratic institutions under the following programmes.

#### **Political Research Programme**

In this area, political research is carried out in the shape of Briefing Papers, Background Papers, Case Studies, Reports and Directories for the benefit of legislators, legislative staff, political parties, the media, civil society organisations and the public.

#### **Public Legislative Forum**

The forum is a means to sensitise civil society and the public to get involved in democratic decision making and legislative issues and gauge and gather public

<sup>23</sup>Gilgit Baltistan (formerly known as the Northern Areas) of Pakistan, is a self-governed region in the north of Pakistan. It is governed through a representative Government and an independent judiciary. For more information, please visit: [http://www.gilgitbaltistan.gov.pk/index.php?option=com\\_content&view=article&id=58&Itemid=1](http://www.gilgitbaltistan.gov.pk/index.php?option=com_content&view=article&id=58&Itemid=1)



input. Through this forum, opinions of various sections of society are channelled to the Parliament and Provincial Assemblies. It involves holding of public discussion and dialogue on legislative performance of the Parliament and Provincial Assemblies and legislation under consideration or passed by the legislatures.

### **Legislative Strengthening Programme for Legislators and Legislative Staff**

Through this programme, legislative capability-building and strengthening efforts are made using tools such as technical and policy issues-based Briefings, Training Workshops; Roundtable Discussions and Legislative Study Tours.

### **Civil-Military Relations Programme**

In the peculiar background of the political role played by the military, this programme includes creation of avenues of pluralistic political discourse and dialogue on areas such as civil military relations. Major areas under this programme include a Track-2 Civil-Military Dialogue, efforts towards Parliamentary Oversight of the Security Sector and sharing of International Case Studies and Best Practices to achieve the objective.

### **Democracy Watch Programme**

This programme ventures into its legislative transparency focus areas. With a major quarterly and annual publication on the State of Democracy in Pakistan, the programme also places emphasis on areas such as committee reports, proceedings, web and Senate and Assemblies.

### **Political Parties Programme**

Focused on strengthening political parties for a strengthened democracy in the country, this programme undertakes national and international training and sensitisation of political party office-bearers and personnel, and provides avenues for dialogue and briefings in this regard.

### **Organisation and Funding**

PIILDAT is managed by a Board of Directors

and is advised by a Board of Advisors of eminent persons of diverse backgrounds and specialisations. It was founded through the seed money by a group of overseas Pakistanis and has been supported by British Council, DFID, UK, International Republican Institute – IRI, The Asia Foundation, World Bank, UNDP and USAID.

### **Profile of Strengthening Democracy through Parliamentary Development**

This is actually a technical assistance project supported by the United Nations Development Programme and the Inter-Parliamentary Union. It focuses on Parliamentarians’ orientation and staff training. It has the following six components:

- Improving the organisational structures of the Secretariats of both Houses.
- Strengthening legislative functions of Parliament through enhanced lawmaking skills, improved procedures and adequate staff support.
- Strengthening procedures to promote more effective oversight and legislative scrutiny by the Senate and the National Assembly.
- Improving parliamentary information services for the Senate and the National Assembly, the media and the public.
- Improving the participation of women Members in all activities of both Houses, ie, both the quality and the frequency of their participation.

Strengthening mechanisms for regular and productive interaction between civil society and the Parliament.

### **Parliamentarians’ Orientation**

A large part of the work of SDPD is an orientation programme for Members of Parliament. Many Members come from a background of local politics and need to gain knowledge and information to become national legislators. Towards this purpose, SDPD has held a large number of training sessions. These are listed below.

S#	Topic
1	Roundtable of Women Standing Development Committee with INGAD.
2	An Orientation Workshop For Honourable Parliamentarians On Gender Responsive Budgeting

3	Analysis of Budget Document and Briefing Session for the MPs at the National Budget 2007-08.
4	Introductory Seminar on Legislative Drafting Skills for MPs held on 26th June, 2007
5	Launching Ceremony on Performance Report of National Assembly of Pakistan held on June 28, 2007
6	Why Democracy
7	Education Policy: Gaps and Lacunae
8	Parliamentary Procedures
9	Power of Positive Attitude & Motivational Leadership
10	Focus Group Discussion
11	Orientation Session for NEWLY ELECTED MNAs
12	Economic Challenges Confronting Pakistan Today
13	Importance of Parliamentary Research & Information Service
14	Parliament and the State in Pakistan: Case for Constitutional Reforms
15	Orientation Session on Budget and Gender Responsive Budgeting
16	Pre-Budget Meeting with Mr. Naveed Qamar
17	Role of Parliament in Budget Process
18	Draft Educational Policy
19	Land Reforms
20	Motivational Lecture for Parliamentarians
21	Personality & Communication for Leaders
22	Personality & Communication for Leaders
23	Personality & Communication for Leaders
24	Focus Group Discussion on Labour Policy
25	Focus Group Discussion on Housing Policy
26	Focus Group Discussion on Industrial Policy
27	Women Development Policy
28	7 habits of Highly Effective People (Franklin Covey)
29	Leadership and Management Skills of Effective People
30	Focus Group Discussion on Agriculture Policy
31	7 habits of Highly Effective People (Franklin Covey)
32	Senate Orientation
33	Parliament Orientation Programme on Poverty Reduction Strategy in Pakistan
34	Orientation Session on Parliament and International Agreements
35	Provincial Level Consultation on Six Policy Issues

#### Technical Training to Parliamentary Staff

SPDC is not just working with Parliamentarians: the project also provides technical training to Parliament staff. The table below gives some of these trainings.

S#	Topic
1	Orientation of Staff on National Rules of Procedures.
2	Training Course on Communication & Writing Skills for the Parliamentary Staff
3	Effective Business Writing Skills*
4	Role of Research in Policy Formulation*
5	Teams Work*
6	Legislative Drafting
7	Office Administration-I Day to Day Administration and Record Keeping
8	Air Travel Logistics for IPR (For National Assembly)
9	Quantitative Data Analysis
10	Office Administration-II (Procurement/Purchase/Logistics Management)
11	Office Administration-III (Office Maintenance Management/Organising Work)
12	Enhancing Secretariat Skills
13	ESTACode Rules for the Establishment Branch
14	Travel Management
15	How to Develop an ACR for the Establishment Branch
16	Technical Report Writing Skills
17	Advance Office Management Programme for Secretariat Staff
18	Office Management Skills Secretariat for Parliament Staff
19	English Language & Report and Minutes Writing Skills
20	Leadership and Management Skills of Effective People
21	Protocol & Mannerism for the Secretariat Staff of the Parliament

### Organisation and funding

The project management is led by a senior official of the Senate Secretariat and includes a group of professionals recruited from the non-government sector. The main source of funding is the UNDP.

### Profile of Institute of Business Administration

IBA was established in 1955 with initial technical support provided by the Wharton School of Finance, University of Pennsylvania; later, the University of Southern California set up various facilities at the Institute and several prominent American professors were assigned to the IBA. In 1957, an Evening Programme was started to cater to the needs of the numerous working executives and managers who were interested in furthering their careers through part-time business studies.

### Executive Education at the IBA

The Institute combines with its programme of formal management education, an elaborate programme of management training for executives and professionals. These specialised programmes are conducted by the newly established Centre for Executive Education (IBA-CEE). The IBA-CEE provides opportunities to executives working at different levels in organisations to enhance their careers by gaining knowledge and insight into state-of-the-art management techniques and technologies. Executive Education Programme consists of various training courses and workshops that are organised and conducted by the distinguished IBA faculty as well as industry leaders. Besides open enrolment programmes, the Centre also offers client specific training to organisations on their request, keeping in view their unique and distinct requirements.

### **Profile of Rausing Executive Development Centre (REDC)**

The Rausing Executive Development Centre (REDC) under the aegis of Suleman Dawood School of Business, Lahore University of Management Sciences has conducted a wide range of executive development programmes that have responded to the development needs of managers and leaders. It was supported by a donation of USD 2 million from the Rausing family of Sweden.

REDC offers both Open-Enrolment and Client-Specific Programmes designed to suit the needs of today's upwardly mobile managers. It is positioned to prepare managers for new challenges through close industry links, investment in national and international case studies and a rigorous academic focus. It gives managers an opportunity to enhance their effectiveness and competitiveness of their companies. REDC is a member of UNICON, The International University Consortium for Executive Education, which is an organisation of leading business schools worldwide with a commitment to executive education and management development.

### **Open enrolment programmes**

Executive education is a critical tool for organisational survival today. Our approach at REDC is to provide new knowledge, competencies and techniques. Our objective is to encourage participation with the viewpoint that one is investing in their organisation's future. All programmes are intensive and offer practical solutions.

At every phase in their careers, managers are faced with a new realm of responsibility and confront a unique set of challenges. REDC's Open-Enrolment programmes are revised and updated each year to ensure that they reflect the latest in management thinking and address the dynamic learning needs of managers over the course of their careers. Our focus is on more than just the dissemination of knowledge. The concentration is on business situations and decisions that participants face on a daily basis. The Executive Education Experience liberates thinking, transforms perspectives and allows an unparalleled opportunity to rethink future directions at an individual and organisational level.

### **Client-Specific Programme**

A Client-Specific Programme is a learning experience specially structured to challenge process of managing as an individual and within the context of organisation. It is a developmental tool to provoke thinking differently and develop new perspectives and capabilities.

### **Partnership Programmes**

This programme recognises that there is no single approach to the development of managers. Therefore, apart from concise Client-Specific Programmes, REDC also provides organisations a forum through which they may train and develop their managers using a partnership approach. The essence of this approach is to work closely with an organisation over a longer period of time.

### **In fine, main Focus of Courses in public sector institutions**

Public Policy Formulation and Implementation, Governance, Service Delivery, Management, Leadership, Personality Grooming, Knowledge Enhancement, Skill Development, Application of Theory to Practice, Attitudinal Change.

## 2.8 The Management of Training and Selected Training Institutes of the Provincial Departments in Khyber Pakhtunkhwa

### **Khyber Pakhtunkhwa Comprehensive Development Strategy (2010 - 2017):**

Government of Khyber Pakhtunkhwa Vision: Attainment of a secure, just and prosperous society through socio-economic and human resource development, creation of equal opportunities, good governance and optimal utilization of resources in a sustainable manner.

Following Government of Khyber Pakhtunkhwa Departments are responsible for management of trainings:

### **The Establishment & Administration Department:**

As per Khyber Pakhtunkhwa Province Government Rules of Business, 1985, the Establishment and Administration Department shall be responsible for matters connected with the services matter relating to recruitment, training, pay allowances, promotion, leave, postings etc. of:

- The Provincial Civil Service (Executive Group).
- The Provincial Civil Service (Secretariat Group) Services.
- The Khyber Pakhtunkhwa Provincial Management Service; and
- The Ministerial Establishment of the Provincial Secretariat.

### **Planning and Development Department:**

According to the Khyber Pakhtunkhwa Province Government Rules of Business, 1985, the Planning and Development has following responsibilities on foreign trainings:

- Coordination of technical assistance from abroad including training facilities; expert advisory services and equipment.
- Coordination of training of Local Officers and private sector candidates in foreign countries. Secretariat functions of the Provincial Selection Committee for training abroad.

The departments in the Khyber Pakhtunkhwa province have their own respective training institutes.

Details of selective training institutes are provided below:

### **Local Governance School (LGS), Local Government Elections and Rural Development Department, Peshawar:**

The Provincial Government in Local Government Elections and Rural Development Department has established a Training Institute in the name of “Local Government Training Institute Khyber Pakhtunkhwa”, under the Local Council Board and headed by Deputy Secretary-IV (Training) via notification NO.DS-T/LCB/1-1/2008 on 29/01/2008. Later the name Local Government Training Institute was changed to Local Governance School (LGE&RDD).

The main responsibilities of the institute are as under:

- To conduct pre-service training/ refresher course, seminars workshop etc;
- To coordinate all the capacity building activities undertaken by the Local projects and donor in TMAs (now Municipal Committees) specifically within Local Government Department.
- To conduct training/orientation for the other officers serving in the Province regarding Local Governance and Service Delivery.

### **Pakistan Provincial Services Academy (PPSA) Peshawar:<sup>24</sup>**

The PPSA, Peshawar was established to impart pre-service training to the probationary officers of the Provincial Civil Service cadre. Provincial Civil Service officers of all the four provinces of Pakistan viz the Punjab, Khyber Pakhtunkhwa, Sindh and Balochistan were being trained in the Academy. Governments of Punjab & Sindh have now made their own arrangements.

### **Staff Training Institute, Peshawar:<sup>25</sup>**

Training is the most deciding variable towards improving administrative skills and organisational capacity. Establishment and Administration Department, not having a proper training wing to look after the training needs of the supporting staff

<sup>24</sup>Report of the National Commission for Government Reforms on reforming the Government in Pakistan, Vol-I, May 2008, National Commission for Government Reforms, Prime Minister's Secretariat, Government of Pakistan Islamabad.

<sup>25</sup>Introduction, please see: <http://www.khyberpakhtunkhwa.gov.pk/Departments/STI/Introductions.php>.

working in the Civil Secretariat, seriously felt that due to a lack of training facility, the managerial efficiency and output quality in the offices is being deteriorating day by day. On feeling that, much attention was given to technical issues while little attention was paid to the human resource potential, organisational strengthening and institutional development in the provincial government offices. It was decided in the Secretaries Committee meeting held on 21st May, 1992 to establish an Institute in the name of Staff Training Institute to fulfil training needs of government functionaries and evolve a policy matrix taking into account the future needs, so as to improve their professional skills and capacity and ultimately enable them to perform their duties and functions in order to achieve the desired objectives and development of the Province and its people more efficiently, effectively and easily with confidence and precision.

Subsequently, the PDWP, in its meeting held on 16th January, 1993, approved a project "Establishment of Staff Training Institute in the Establishment Department, Government of Khyber Pakhtunkhwa", for a period of one and half year (i.e. up till June 1994) with an original cost of Rs4.530 million. The Institute was initially designed to plan, organise and conduct basic on the job training to the ministerial staff, employed only in the Civil Secretariat. The PDWP, however, observed that duration and scope of the project would be enhanced, consequent upon an evaluation of the performance of the Staff Training Institute, to be conducted jointly by the Planning, and Development Department, Finance Department and Establishment & Administration Department (ex-S&GAD). The project was housed at its present premises in the Benevolent Fund Building in April 1993 to arrange, plan, design and conduct/impart customised training courses, so as to strengthen and improve the managerial and organisational capacity and skills of the employees working in the Khyber Pakhtunkhwa, Civil Secretariat.

The achievements made by the Institute were meticulously evaluated jointly by the representatives of the Planning & Development Department, Finance Department, Establishment & Administration Department (i.e.-S&GAD), Finding the achievements/progress of the Institute up to the

mark, the PDWP accorded approval to extend the project for another year, i.e. until 30th June, 1995, with increased scope of work, at a cost of Rs.8.101 million. The scope of training at the Institute was thus extended to the Officers and Staff of the Attached Departments, Divisional/District level Offices and Autonomous & Semi-autonomous Bodies working in the Khyber Pakhtunkhwa, Province and FATA.

Keeping in view the performance of the Institute during the period and in order to streamline and modernise the training and career planning functions in the public sector on permanent footing, the Provincial Government decided in 1995 to convert the project from the development budget into revenue/non-development budget and allowed the project (i.e. Staff Training Institute) to continue its activities as part and parcel of the Establishment & Administration Department (i.e. ex- S&GAD).

The subjects being taught at the Institute directly relate to the assigned duties of the participants, according to their category/job specifications. Particular attention is being paid to the institutional development and strengthening of organisation, project planning & management, project monitoring & evaluation and human resource management. Due care is taken to highlight the humanitarian aspect of the Civil Service and to inculcate a sense of responsibility among the participants/trainees. Of late, the subject of Human Rights has also been added to the course contents. Presently the Institute also imparts training in Information Technology/computer courses on various topics for improving the skills and capacity of the Government Employees at all levels in the Province/ Fata.

Staff Training Institute, Establishment Department, Government of Khyber Pakhtunkhwa, consists of two wings, i.e. Training Wing and Administration Wing.

### **Technical Education and Manpower training<sup>26</sup>**

Technical Education has been known vital for the progress and prosperity of a nation it is quite evident in this era of Science and Technology that the quantum of progress in Scientific and Technological pursuit has taken as an index of a nation, self-sufficiency prosperity and supremacy in the world.

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<sup>26</sup><http://www.khyberpakhtunkhwa.gov.pk/Departments/Technical-Education/index.php>

If we have to progress it requires a very strong base for quality Technical fields. So as to produce adequately trained Technical Man Power in order to supplement research and Development efforts, Pakistan inherited very few Technical Institutions in 1947; this part of country (Khyber Pakhtunkhwa) was particularly neglected. Council of Technical Education of Pakistan started Functioning in 1947-1948 on the recommendation of this Council initial steps were taken which laid the foundation of Technical Education in Khyber Pakhtunkhwa. However it was not before 1971 that a Full – Fledged Directorate of Technical Education was created by an administrative order.

The Directorate of Manpower and Training was component of Directorate of Labour welfare till May 1986, in June 1986 Separate Directorate of Manpower and Training was established. The Directorate of Technical Education Khyber Pakhtunkhwa has been transferred from Education Department to industries Department, as its attached department with effect from 01.07.2001. Directorate of Technical Education was renamed as Directorate of Technical Education and Manpower Training after merger with Manpower and Training on 09.02.2002.

At present beside Technical Teachers Training College and Govt: Advance Technical Training Centre, 78 different institutions are imparting Commerce, Technical Education and Vocational Training at different level, under the Directorate of Technical Education.

Another important segment of this Department is Apprenticeship Training Wing promulgated under Apprenticeship Ordinance 1962 under which an employer undertakes to employ a person and to train him or have him trained systematically in an apprentice-able trade for a period the duration of which had been fixed in advance and in the course of which the apprentice is bound to work in the employer's service. This particular training programme is 100% practical oriented and is successfully running.

### **Vision and Future Plan**

No nation can progress without advancement in Science and Technology and they can contribute a lot not only to improve our standard of living

standard but will be the main source of security to face the global threats. To make it success sustainable development will be required. Technical Education and Vocational Training is considered to be the backbone of our economy and today's more emphasis on this segment speaks itself. With the passage of time Technical Education and Vocational Training is rapidly changing and naturally it is need of the hour to restructure TEVT system.

To achieve the objective the following measure are important to be considered:

- To focus on Competency Based Training (CBT).
- Innovative technologies according to local needs.
- To capable our pass-out to work in the industry and market by removing mismatch tendency with industry and local market.
- To establish Polytechnic Institutions and Commerce Colleges at every District Level.
- To establish Vocational Training Centre at every Tehsil Level.

As per policy of the Provincial Government, the Directorate General Technical Education and Manpower Training is keenly looking forward to expand its facilities to nook and corner of Khyber Pakhtunkhwa.

Apprenticeship Training Programme has a lot of potential of employability and can play a vital role in poverty reduction and more stress is being given to this segment for maximum utilization of this facility available at the door step of the Directorate reflected above.

### **Provincial Health Services Academy, Health department, Government of Khyber Pakhtunkhwa<sup>27</sup>**

The lack of capacity for service delivery and management in the health sector started receiving due to attention recently. Human Resource Development was a major objective of the World Bank and Family Health Project launched in 1992. Under this project Provincial Health Services Development (PHDC) and Divisional Health Development Center (DHDC) were setup in the provinces for in-service and on-the-

<sup>27</sup><http://www.phsa.edu.pk/content/introduction>

job training of all cadres of health personnel. The government of Khyber Pakhtunkhwa has taken up Health Human Resources Development as a critical component of its on-going health Sector Reform agenda. To sustain the capacity building initiative of Family Health Project, after its winding up in December 1999, the PHDC was raised to the status of an Academy, named Provincial Health Services Academy (PHSA) and notified as an attached department of the Khyber Pakhtunkhwa Department of Health. Some pre-service and on the job training and teaching institutions of the Deptt: of Health have been attached administratively and financially to the Academy.

### **Vision**

The vision for the academy is to establish and develop into an institution recognized nationally, regionally and internationally, as a center of excellence for training and capacity building in health services delivery and management. The academy aspires to attain the highest international standard in health systems research and become a repository of all health related information required for health policy and planning for the province of Khyber Pakhtunkhwa specifically and Pakistan generally.

### **Objectives**

#### **General:**

To increase capacity in the health care delivery system of Khyber Pakhtunkhwa for Planning, Development, Organization, and Management and in the fields of Primary Health Care, Public Health, and Essential National Health Research.

#### **Specific:**

- To plan, organize, coordinate, supervise, undertake and monitor all in-service and on-the-job training of health personnel of the Province of North West Frontier, specifically in Primary Health Care, Public Health, Health System Research and Health Planning, Development, Organization & Management
- To provide technical support to the Khyber Pakhtunkhwa Deptt: of Health on health human resource development, planning, organization and

management.

- To promote, organize coordinate and conduct Health System Research.
- To establish a health information resource base for the Khyber Pakhtunkhwa Department of Health.
- To Provide technical support and active assistance to the future institutions like Khyber Pakhtunkhwa Health Council and the private sector at large in context of the Health Sector Reforms process

### **Provincial Institute of Teacher Education (PITE)<sup>28</sup>**

The government of Pakistan launched “Teachers Training Project” in all the four provinces of Pakistan including Khyber Pakhtunkhwa in 1979. The teacher training project with the name of Provincial Institute of Teacher Education (PITE) was established in Khyber Pakhtunkhwa in October 1993 to assist the Provincial Government to improve the quality of teacher’s education.

The other institutions responsible for the provision of graduate and post graduate level teacher education are the Institutes of Education and Research (IERs) located in Peshawar, Mansehra, Dera Ismail Khan, Bannu and Kohat IER’s are playing a major role in providing both pre-service and in-service trainings. Diploma in Education (DEd), Drawing Masters/ Mistress (DM) are programs run by Regional Institutes for Teacher Education (RITE) at the elementary level, whereas Bachelor of Education (B.Ed), Master of Education (M.Ed), M.Phil. and Ph.D. are run by the Institutes of Education and Research (IER) and Associate Degree in Education is a new program in its first phase launched by IER Peshawar, Hazara and RITE male Peshawar, RITE female Abbottabad in Khyber Pakhtunkhwa.

### **Industrial Training Centres<sup>29</sup>**

Majority of women in our society are completely dependent on their families and on community. They deserve special attention for their welfare. The Social Welfare and Women Development Department is providing the following services through its Industrial Training Centres.

<sup>28</sup>Reba, Amjad; Afridi, Arbab Khan, “Perceptions of the Trainee Teachers Regarding Teacher Education Program in KPK Pakistan”. FWU Journal of Social Sciences;2012, Vol. 6 Issue 1, p79, June 2012

<sup>29</sup><http://www.khyberpakhtunkhwa.gov.pk/Departments/SocialWelfare/Industrial-Training-Centres.php>



Vocational and Skills training to women to enable them to supplement their family income. The scheme is aimed at providing training to 20–25 women per centre per annum.

- To enable the women to get jobs after training or start petty business for their own.
- To make them productive and contributing citizens.
- To promote social awareness amongst women folk to share socio-economic development of the society.
- To encourage the women in Beekeeping, food preservation and fruit processing.

There are 93 Industrial Training Centres working under the supervision of the Department, and more than 100 Centres are run by different NGOs, Women Welfare Programme and Mustahiqeen Zakat Programme to provide vocational skills training to the local females enabling them to share the economic responsibilities of their families.

### **The Khyber Pakhtunkhwa Judicial Academy<sup>30</sup>**

Via notification dated, the 17th January, 2012 Peshawar, (Khyber Pakhtunkhwa ACT NO. IV OF 2012) the Government of Khyber Pakhtunkhwa through the Khyber Pakhtunkhwa Judicial Academy Act, 2012, established the Khyber Pakhtunkhwa Judicial Academy for imparting training to the judicial officers and personnel concerned with the system of administration of justice with a view to develop their capacity, professional competence and ethical standard for efficient dispensation of justice and matters.

#### **Aims and objectives of the Academy.--- The aims and objectives of the Academy shall be:**

- i. To provide training to the judicial officers and court personnel and the personnel of all those departments, organizations, bodies and institutions, which are directly or indirectly connected with the system of administration of justice like Police, Prosecutors, Government Pleaders, Probation Officers, Medico Legal Experts and others;

- ii. To award certificates and other distinctions to the trainees and to prescribe standards of proficiency before awarding such certificates and distinctions, which may also form yardstick for future promotion of such officers subject to rules of respective services;
- iii. To hold conferences, seminars, lectures, workshops and symposia in matters relating to court management, administration of justice, law and development of skills in legislative drafting;
- iv. To initiate, promote and encourage research, publication of books, journals, research papers and reports on important topics relating to administration of justice;
- v. To establish liaison with research institutions, universities and other bodies including the Federal Judicial Academy, towards the cause of administration of justice; and
- vi. To inculcate and promote ethical values and standards in judicial officers and in personnel connected with the system of administration of justice.

### **Skills Development Council, Peshawar<sup>31</sup>**

In Pakistan Skill Development Councils have been established by the Ministry of Labour Manpower and Overseas Pakistanis, Government of Pakistan under National Training Ordinance 1980 on the initiative of World Bank, ILO and Employers Federation of Pakistan. The objectives are to make Technical, Vocational Education and Training System demand driven, flexible and cost-effective through participation of the employers.

SDC Peshawar was established in December 1998 as employers-led autonomous tripartite model of public and private partnership in technical education and vocational training. Since then it is playing a vital role in establishing links between business organizations and training providers. The Skill Development Council Peshawar since its inception in December 1998 has been able to arrange training and re-training of more than 52194 youth as well as already employed people in various employable skills. In addition series of workshops/seminars on promotion of Technical & Vocational Training, Information Technology,

<sup>30</sup><http://www.kpkjudicialacademy.gov.pk/mission.php>

<sup>31</sup><http://sdepeshawar.com.pk/aboutus.php>

Technical Education, management and other related subjects were also organized with the support of International Labour Organization, Employers' Federation of Pakistan and other donors.

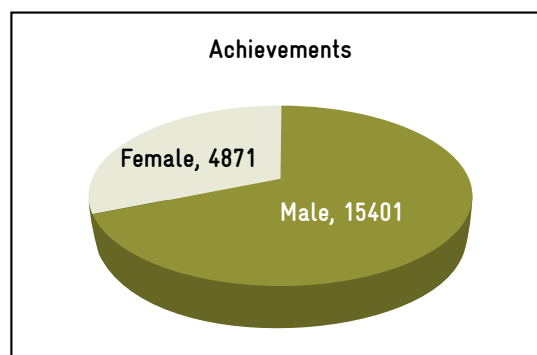
### Vision

Vision of the SDC is to be a leading Human Resource Development (HRD) Organisation on the Technical and Professional Training to meet the needs of all sector of economy focusing and leading towards life long learning of the professionals.

### Training Courses

The training programmes are composed of theoretical instructions but mainly focus on hands on training. Proper certification of the trainees qualifying different training programme is undertaken.

- Vocational Training Courses.
- Training in Earthquake Affected Areas.
- Skill Upgrading Course (formal / informal sector).
- Training for Orphans.



The Skill Development Council Peshawar in the financial year 2011-2012 has been able to arrange training and re-training of more than 20272 youth as well as already employed people, in various employable skills. In addition series of workshop/seminars on promotion of Technical & Vocational Training, Information Technology, Technical Education, management and other related subjects were also organized.

20272 trainees were trained in different demand oriented trades in the SDC facilitated institutes

## 2.9 Local Government Training Institutions in Pakistan

Local Government Training Institutions at the Federal level are Pakistan Academy for Rural Development (PARAD), Peshawar and National Centre for Rural Development & Municipal Administration (NCRD&MA), Islamabad while at the Provincial level, the LGTIs are Municipal Training And Research Institute (MTRI), Karachi, Punjab Local Government Academy (PLGA), Lalamoosa, Sindh Local Government Academy (SLGA), Tandojam, Local Governance School (LGS), Peshawar and Balochistan Academy for Rural Development (BARD), Quetta.

All these institutes were established to provide state of the art capacity support and research inputs for municipal administration and rural development with the ultimate aim of improving quality of life of people who receive service from local institutions.

Ideally these institutions should be working as think tanks on local governance and rural development through cutting edge action research. However this is not the case – the research capacity in all these

institutions is negligible – paucity of funds aggravates this problem.

### National Centre for Rural Development<sup>32</sup>

Akhtar Hameed Khan National Centre for Rural Development & Municipal Administration (AHK NCRD & MA) was established as a federal training and research institution in the year 1979 and became operational in 1983, it was declared as an attached department of the Ministry of Local Government and Rural Development in 1988 and was renamed as Akhtar Hameed Khan National Centre for Rural Development & Municipal Administration in the year 2000 in recognition of invaluable services rendered by late Dr. Akhtar Hameed Khan for the cause of community development, strengthening of civil society and socio-economic empowerment of the poor and marginalised people living in informal settlements in Pakistan.

### Vision

Socio-economic empowerment of the rural and the

<sup>32</sup>Further information on NCRD can be obtained from <http://ncrd.gov.pk/>.

underprivileged for sustainable development.

### **Mission**

Knowledge-based capacity building of the poor and the marginalised in the rural sector.

### **Objectives**

- Training of mid-level officials and functionaries of nation building departments.
- Training of local government trainers.
- Special focus on orientation courses.
- Assistance to local government and rural development training institutions in curriculum planning and training programmes.
- Liaison with national and international organisations and NGOs in the fields of training, research, environment, local government, rural development and municipal issues.
- Training of elected representatives of local bodies.

### **Pakistan Academy for Rural Development, Peshawar (PARD)<sup>33</sup>**

Introduction:

Pakistan Academy for Rural Development, Peshawar an oldest and premier national institution, was founded in 1957 as an autonomous organization to impart in-service training and research on various aspects of rural development administration. It is controlled administratively by the Establishment Division, Government of Pakistan through a Board of Governors consisting of representatives from four Provincial Governments with the Secretary, Establishment Division, as the Chairman Board of Governor, The Academy started functioning in September 1959 at Peshawar.

The Academy imparts in-service training in Rural Development and Administration to the officials of the Federal and Provincial Governments including Azad Jamu & Kashmir & Northern Areas, as well as local bodies, and carries out research and experimentation as well in the related fields to support training. Inter-disciplinary approach of social sciences is applied in all these activities. Since its inception, the Academy has made impressive progress qualitatively and quantitatively.

PARD has organized 761 courses upto December 31, 2000, 02 of which 254 are regular, 295 special, 76 short, 103 decentralized and 33 courses specially organized for foreigners, and has trained 19034 persons. Training courses are aptly designed, and are made thematic, taking into account the emerging needs of rural development functionaries and their organizations. Social surveys and analytical research studies of the academicians of the academy continue to strengthen its training with deeper insights in the processes of planning and managing rural development. Special efforts are put in practice to cover far-flung areas of Rural Pakistan. Hitherto 200 research monographs and 166 other reports on numerous activities have been produced including some in collaboration with other national and international agencies. The Academy tests and demonstrates the practicability of emerging concepts, methods and procedures through action research in rural areas of Peshawar District. The documentation of these experiments takes shape of instructional reading material for the training courses. Quite a few have won national and international recognition, like Wara Lasoona (Small Hands) Co-curricular programme for Students of Rural Schools, Mosque-Feeder Schools (Masjid Maktab), Adult Education, Ulema (Religious Scholars) Development Centers.

Keeping in view, the performance of PARD in the spheres of Training and Research, the Academy was declared. "A center of Excellence for Human Recourse Development, by United Nations' Economic & Social Commission for Asia and the Pacific in 1997.

### **PARD Courses:**

#### **Rural Development:**

Meaning and importance of rural development, concept and components, principles and objectives, policies and strategies, Models of rural development, economic, socio-cultural and politico-administrative aspects of rural development in Pakistan. Review of past rural development programmes, current and future programmes in Pakistan. Planning for rural development, people's participation in rural development.

#### **Development Planning**

Concept of Planning, objectives and principles of planning, techniques and procedures, review

<sup>33</sup><http://www.pard.gov.pk/aboutus.html>

of development planning in Pakistan. Project Planning, local level planning, project planning cycle-identification, preparation and formulation, implementation, monitoring and evaluation. Planning Commission's Forms (PC 1,II,III,IV and V).

### **Agricultural Extension**

Extension education in rural development, historical review, extension system, extension methods programme planning process in extension and evaluation of extension programmes, different approaches of extension work, effective supervision in extension.

### **Public Administration**

Development administration, coordination for development, Human relations skill, effective communication techniques for field workers, decision making, management of field operation, motivation - morale and supervisory techniques, local government system in Pakistan, comparative study of local government systems.

### **Rural Sociology**

Socio-cultural milieu, rural-urban differences, characteristics of rural society, social change in rural society, diffusion and adoption process in rural society, local leadership, profiles of rural poverty, identification of local resources for rural development.

### **Education and Communication**

Education for rural development, problems of educational expansion in rural Pakistan, learning and teaching techniques, innovations in education for development, literacy and mass education in Pakistan, effective communication - importance, methods, techniques and barriers to communication.

### **Social Survey and Research**

Concept, meaning and importance, design of social research, Basic methods/techniques for conducting social research, techniques and tools of data collection, data analysis and presentation techniques, scientific report writing, concept and importance of evaluation, area development planning and techniques.

### **Gender and Development**

Issues in the uplift of rural Women, role of women in development, Women's Rights under Islam, involvement of women in income generating

activities, strategies and mechanisms for increasing participation of women in development, participation of women through local government institutions

### **Punjab Local Government Academy(PLGA)**

Established in 1953 as Village Agriculture and Industrial Development (VILLAGE-AID) Training Institute to train multipurpose base level workers of the then V-AID programme, such as Development Officers, Supervisors and V-AID Workers. The course duration range was 3 months to 1 year for different categories. In total, training was imparted to 998 participants of different categories through 6 courses.

It was re-designated as Basic Democracies Training Institute (BDTI) in 1960 and entrusted responsibility to train officials and elected members/office bearers of Urban and Rural Local Councils. The training was imparted to Development Officers, Supervisors, Secretaries Union Councils, Urban Local Council Officers and Elected Representatives. In total training was imparted to 7167 participants of various categories through 128 courses. Renamed as Local Government Training Institute in 1972, it was made responsible for training the functionaries of Peoples Works Programme (PWP), such as Development Officers, Supervisors, Secretaries of Union Councils, Sub-Engineers, Urban Local Councils Officers, Sanitary Inspectors and Functionaries of other concerned Departments. In total training was imparted to 3543 participants of various categories through 95 courses.

From 1979 to mid-2001, the Local Government Training Institute (LGTI) was responsible for training of functionaries of LG&RD department, Local Council Service (BS-5 to 17) and the Chairmen/ Vice Chairmen/Councillors of the Local Councils. The training was imparted to the various categories of participants such as ADLGs, Project Managers, Project Assistants, Accounts Clerks, Secretaries Union Councils, Sub-Engineers, Local Councils Chief Officers, Taxation Officers, Sanitary Inspectors, Elected Representatives, and Sanitation Promoters under UNICEF Sanitation Programme. In total training was imparted to 8455 participants of various categories through 396 in-campus courses and 12122 participants through 329 off-campus courses.

The institute remained the focus of various trainings from 1979 to 1984 as all development was entrusted to the Local Councils so these institutions were given

much importance during this period. With the start of 1985, the members of both National and Provincial Assemblies were elected; therefore, the local councils were put at second priority. This resulted in the situation that from 1985 to mid-2001, the working of the institute was confined to the limited activities. Only minor courses on regular basis were organised in which newly recruited Officers/Officials such as Project Managers, Chief Officers, Secretary Town Committees, Project Assistants, Accounts Clerks and Secretaries Union Councils were the participants.

From 1981-2001, in collaboration with UNICEF, Punjab LGTI have conducted In-Campus and Off-Campus courses on Water and Environmental Sanitation (WES), Adult Literacy and Registration of Birth throughout Punjab.

After the implementation of Devolution Plan 2000 and promulgation of Punjab Local Government Ordinance 2001, the role of this academy has been increased being pivotal point of capacity building for all categories of participants. The successful implementation/working of the various tiers of local government entirely depends upon the importance attached to the capacity building of both elected representatives and government functionaries.

The New Local Government System 2000 ensures the devolution of powers and authority at the grass root level. The leadership of the new system as well as the administration and public, need to be brought up to speed in a systematic manner. The variety of new possibilities along with the responsibilities and administrative authority and the benefits of new systems and structures must be clearly spelt out and understood. Training is, therefore, included as a core principle to overcome these difficulties and to enhance participatory representation and leadership qualities. Hence Punjab Local Government Academy (PLGA), being the only institute of local government in the province, has been given the responsibility to fulfil these requirements of District, Tehsil and Union level Local Governments. Pre-service/In-service/Professional/Special training courses/workshops/seminars/orientations courses to the following functionaries of Local Government Department and Local Council Service Punjab, under Devolution Plan are the statutory objectives of this Academy.

**Municipal Training and Research Institute (MTRI)**  
Municipal Training and Research Institute (MTRI) was an attached department of Ministry of LG&RD

to impart training and orientation facilities to elected representatives i.e. Nazims/Naib Nazims, Members/Councillors, Officers and staff of Local Government Institutions viz District Governments, TMAs and Union Councils as well as the representatives of NGOs. MTRI was established in the year 1986. However it became practically functional during the year 1988-89. The Mission Statement of MTRI is to strengthen a sound Local Government System consisting of trained professionals in the country who are responsive to public needs at the grassroots.

Municipal Training and Research Institute (MTRI), Karachi being a local Government Institute at the apex level provides a comprehensive training forum to the participants from all over Pakistan and other regional countries to exchange views and share their experiences and knowledge on the problems and constraints being faced by them in the field of Local Government, Management of Local Affairs and Sustainable Local Development. The training also aims to raise their knowledge and skill and to equip them with modern techniques for making positive contribution to the development process carried out in their respective localities.

### **Sindh Local Government and Rural Development Academy**

Sindh Local Government and Rural Development Academy was originally established as village aid training institute in 1953 at Sakrand. In 1956, it was shifted to Tandojam in the present campus. In the 1st phase, the institute was confined to the level of imparting pre-service and in-service trainings to the newly recruited male and female village workers under village-aid Programme in the subjects of agriculture, animal husbandry, horticulture, poultry, carpeting, smiting, home economics, community development, first aid and child card. During the above period, eight long team courses, each of one year duration, were conducted at the institute and 522 male and female workers were trained in 1960. The second phase started after the wind up of village Aid programme and introduction of Basic Democracies system in the country in July 1960.

The institute was renamed Basic Democracies Training Institute Southern Zone. The institute catered the training needs of offices/officials and the elected representatives of various tiers of Basic Democracies in Karachi, Hyderabad, Khairpur, Multan, Bahawalpur, Quetta and Kalat division of defunct province of west Pakistan. In all (93) courses

of two or three weeks and three to six months duration were conducted and 3188 participants were trained in the subjects of Public Administration, Office Procedure, Basic Democracies Order 1959, Municipal Administration Ordinance 1960 and rules framed thereunder, Accounts, Budget, Taxation, Conciliation Courts Ordinance, etc. 1970. Subsequent to Basic Democracies system, the nomenclature of the institute was changed as Sindh Local Government Training Institute, with the object of catering the training needs of the officers/officials of local councils, constituted under Sindh Peoples Local Government Ordinance 1979. During this phase, 74 training courses were conducted and 4858 participants were trained.

In July 1983, the institute was raised to the status of academy renamed as Sindh Local Government and Rural Development Academy. Presently, the Academy is going ahead, with enlarged scope in the sphere of its activities and a well-articulated methodology of training in the field of rural development to the functionaries of Nation Building departments at Taluka, district and division level and elected representatives of local councils and village leaders are being sponsored to acquaint them with the nature and scope of the problem of rural development. The functionaries are being kept abreast of the latest knowledge and skills to improve their efficiency. The Academy is also conducting

different training programmes in the disciplines of local government system, financial management and public administration for the employees and elected representatives of local councils.

The main objective of these courses to acquaint local council employees at various level and elected representatives about the working of local government system and to create in them professional skill and to enhance their capability and aptitudes for better management of local councils. During the period from 1983 to December 1999, 161 courses were conducted and 3650 personnel were trained.

Apart from regular training courses, the Academy organised 130 seminars/workshop/conferences from 1953 to 1999 and 9624 participants attended the various events.

#### **Rural Development Academy, Quetta (RDA)**

RDA was established in 1973 in Quetta, Balochistan. The courses offered by RDA includes Local government, Training of Trainers, Engineering Services, Financial Management, Gender and Development, Community Development, Sustainable Rural Development, Planning and Development Techniques, Social Research Methodology, Environmental Conservation, Office Management and Management of Union Councils.

## **2.10 Khyber Pakhtunkhwa Local Government Act 2012**

Section 78 of the Khyber Pakhtunkhwa Local Government Act 2012 relates to Training and Training Institution. As per this section-(1) Government may-

- i. Set up institutions or make other arrangements as may be necessary for-
  - The pre-service and in-service training of the functionaries of Local Council, Government departments and other related agencies;
  - The training of Chairmen and members of Local Councils;
  - Organising conferences and seminars on local governance and related subjects; and
  - Undertaking research on issues in local governance and allied subjects independently or in collaboration with Universities or Research Institutions;

ii. Provide for-

- The administration of training institutions;
- The compulsory training of members and staff of Local Councils;
- Curricula and courses to be studied;
- The holding of examinations and award of diplomas and certificates to successful candidates;
- Affiliating institutions with the Universities; and
- Associating such Universities, Colleges or training institutes as may be necessary for the training of staff of Local Councils.

A Local Council may be required to pay towards the cost of the institutions set up or other arrangements made under sub-section (1) in such proportion as Government may, from time to time, determine.

## 2.11 Common Courses in all Training Programmes

After analyzing the courses of different training institutions including executive training institutes and LGTIS, following commonalities were identified:

- Research Methodology
- The 1973 Constitution of Pakistan
- Poverty Alleviation
- Public Policy formulation and its implementation
- Governance and accountability
- Role of the Federal, Provincial and District Governments
- Role of Regulatory bodies
- Leadership theory and styles
- Macro / Micro Economics
- Disaster and Crisis Management
- Project Management & Planning
- E-Governance
- Energy
- Marketing and Accounting
- Gender Sensitisation & Mainstreaming
- Rural Development & Local Government Administration (in the context of Public Administration)
- Human Resource Development; Community Mobilisation
- Information Technology
- Municipal Engineering & Services
- Communication & Presentation Skills
- Human Rights & Women Development
- Management: Financial, Urban, Environment
- Water management in Pakistan including clean drinking water.

## 2.12 Gaps in Training

Governance Institutions Network Project Report (2009) identifies certain gaps which are discussed below:

### Standardised National Policy

The survey result shows that there is no coherent or standardised national policy for training and education of the high level executives in Pakistan. Each institution is doing its own thing. No priority sectors have been identified by the top level policymakers for training. Funding was found to be an issue with most institutions. Incentivisation of faculty is not used anywhere except at the NSPP in the public sector. There is little collaboration between the public or private sector training institutions and the industry. Private sector is mainly focused on the corporate sector and their approach seems to be more commercial than public service oriented. There is very little in terms of R&D anywhere either in the public sector or in the private sector. There is no mechanism found for sensitising on the national issues and on the concept of public service.

### Lack of soft skills

There is no emphasis on the character building in the training programmes in public sector training institutions in general. The methodology used at the NSPP, however, incorporates such training tools as

attachments of participants with pro-poor initiatives such as the Orangi Pilot Project, Earthquake Relief work in Muzaffarabad, exposure to Edhi Foundation's work, etc which equips public servants with humility and a spirit to serve the people. Other public service training institutions should follow the NSPP example. The other missing ingredient of training of civil servants in Pakistan is the inculcation of soft skills – values, attitudes, orientation, and respect for citizens.

### No benchmark

The first step for any type of executive training is to determine the benchmark. It helps in identifying the deficiencies and problem areas that hamper efficient and effective performance. It also helps to identify the gaps “what is” and “what ought to be”, and considers if training can solve the problem. There is need for properly identified and relevant training for the improved performance, officers/staff of a particular department. There is need to find out the impact of the training that it is significant or not.

### Rigorous training

It has to bring mental toughness and it should be rigorous. Rigorous training has to be at initial level. The officer has to deal with the public and has to be able to solve problems. There is always risk involved

in the decision making but the rationale is future can be understood on the basis of current and past experience.

#### **Failure to relate governance with administration**

In many cases, the current training fails to relate governance with knowledge of problem solving. It does not train the officers to deal with crisis situation. The front line officers are not well equipped with training so the higher up unable to rely on them during decision making. There is no component of scientific training; it leads to the wastage of resources. With more awareness of the rights the pressure on public officers has increased tremendously, this pressure on the system is a reason for poor governance.

#### **Training fails to identify the strength and weaknesses of the officers**

Training institutes does not help in identifying the strength of the officer who undergoes the particular training. There is no component of writing a report related to the weakness, appointment for the trainees. (NSPP has an objective system of Evaluation and Report Writing).

#### **Computer literacy cannot help in developing policies**

Most of the training programmes emphasised the computer usage abilities of the administrators. Computer training help in processing the information but it cannot think on the part of the person.

#### **Lack of problem solving techniques**

No bench mark for training exists in Pakistan. Lecturing the trainees is the major component of training in Pakistan, especially when the quality of the teachers has a question mark and these teachers are not aware of the problems of the trainees and their job tasks and nature of postings. There is no system of writing down their ideas, experiences and job difficulties. It has to be promoted. It should be the part of the training. Training has to be the cognizant of the fact with the problems solution and application. These executive institutes do not use case study method. Case study is an art which needs good writing skills and regular updating and executing the case. The diversified tasks like disaster management are not the part of any training institutes. The NSPP, however, employs a variety of training tools, of which Lecturing is just one component. Case Studies used at the NSPP are developed, written and updated by the faculty itself, and are contextual to the Pakistani environment. In addition, a much more

rigorous training method - Simulation Exercise is also indigenously developed which prepares the participants not only for problem solving, but also for hard work, teamwork, leadership, and innovative thinking. Much value addition can accrue to the other training institutions if they take a lead from the NSPP.

#### **Impact assessment of training on governance**

In all the training programme 60-70 percent time is devoted for academics. These academic programmes rely on the syllabus of academic institution, which they have already studied at their Master's level because many of the officers join public service after completion of their Master's.

There is no mechanism to evaluate the need of the department. Most of the government procedures are not outlined so it is difficult to quantify the contextual need of the training. Moreover, training is not well received and it has not even factored in the promotion.

#### **No relationship between training and job placement**

Training is ineffective because it has no role in job placements. Jobs and assignments are not retained. There is no job security in refusing to implement a wrong order and those who say "no" the boss usually send them for training. The trainer loses its assignments and future guarantee of posting on the same assignments. Training should be effective and mandatory for all the public servants and according to their future postings and jobs. It has to enhance the participant's motivational level. Those who participate in training, their postings and facilities should remain intact. Officers who were sent for training, felt alienated. It was found that 90% of the candidates those who were sent for training said that they were not satisfied with their job.

#### **No effective monitoring**

There is no effective monitoring process of the officers, post-training. There is need to improve monitoring system, post-training. The results of training evaluation have to be used while deciding about the future posting. Exams and test are used to increase involvement but not for deciding about successful completion of the course. There is no system of selecting candidates for a particular training programme. The training institutes send the request and departments send the participants for training. Computer literacy found the only criterion of successful training. A few of training institutes



conduct computer competency test.

### **Institutional pride**

Training failed to win institutional pride and officers can't relate themselves as better officers after completing the training. There are no course reunions. The candidates value CTP for its value as an interaction point for all the officers of the same batch other than this it is considered valuable for skill formation. There is need to bring more professionalism in the pre-service and in-service training.

Very low ingredient of research: In training there is 10-15 emphasis on the new ideas and research. NSPP has a very good library and this can be utilised better with a professionally trained librarian.

### **Lack of leadership qualities**

Lecturing about leadership alone does not produce leaders. How decisions are taken is not mainstreamed in the courses.

### **Areas Identified for Future**

Future guidance on the basis of training is lacking.

### **Monitoring efficiency and productivity of the change in the work patterns**

Quantifiable indicators have not been developed to measure enhancement of efficiency and productivity.

### **Problem solving techniques**

The emphasis is on stating the problems and problem-solving is an unclear objective.

### **Comprehension and analytical ability**

Lecturing and routine questioning rather than comprehension and analytical ability restricts the space for critical thinking. The methodology used at the NSPP, however, caters for this.

### **Better information system**

Teaching E-government is only a technique, albeit more efficient, but is not a substitute for the mental ability to absorb information to enable decision making. No cost /returns consideration.<sup>34</sup>

## **2.13 Conclusion**

The training institutions for civil servants of Pakistan, except NSPP, have a lot of gaps in their delivery and conduct of the training programmes. The study encapsulates that training need assessment should be identified for officers and staff of a particular department and district. Without this, the entire training programmes would be a futile effort. A linkage needs to be developed among training institutes for an effective service delivery. During the training, quality guest speakers, who have professional expertise, should be called for lecture discussion and for conducting workshops. Greater

emphasis should also be laid on the documentation of the training programme. LGTIs were created as think tanks on local governance and rural development, however, this link is clearly missing in all of them. Absence of significant policy research further aggravates the problems of LGTIs. Time is ripe to improve the legal and policy framework for these institutions. The study succinctly puts forward that the trainings of the civil servants of Pakistan should have a significant impact on the participants.

<sup>34</sup>All the gaps in the Executive Education of the civil servants of Pakistan were comprehensively covered by the Governance Institutions \ Network International project report which is discussed in detail in this paper. These gaps are equally applicable to the other institutes in the country including Local Government Training Institutes in the country, except NSPP which has a sound system of training and evaluation.

## 2.14. National Commission for Government Reforms (NCGR) Recommendations<sup>35</sup>

The National Commission for Government Reforms on reforming the Government in Pakistan report (2008) posits following recommendations pertaining to training of civil servants of Pakistan:

### **Management of training at the Federal and Provincial Governments**

In view of the importance, expanding role and growing responsibilities in the field of training, the management of this function at the Federal and Provincial Government levels requires immediate attention.

### **Training of ex-cadre officers**

The Engineers, Accountants, Economists, Medical Doctors, Educationists, Agriculture experts, Scientists, Financial Analysts etc, form the bulk of officers' grades in the Federal and Provincial Governments, should be provided in-service training in their respective professions after certain intervals of time. The successful completion and certification of the prescribed courses should be made a pre-requisite for promotion to the next grade. There are some existing institutions that can be mandated to design these training courses, while in other cases new institutions such as an Engineering Academy may be set up for the design and delivery of professional in-service training.

### **Training of Provincial Officers**

The Provincial Governments are setting up the Provincial Management Academies for the training of their newly inducted generalist officers. These academies should be asked to expand their activities to in-service training, on the lines of the Federal Government. As the majority of the officers of these Governments and District Governments are in the field of education, health, police, agriculture, engineering and municipal services, professional training of these officers should also be made mandatory and linked to their promotion.

### **Incentives, facilities and standards in specialised and professional training institutions**

To attract best staff members to serve as faculty members in various training institutions, it is necessary to bring the compensation, incentives and facilities admissible to them at par with those offered at the constituent units of NSPP. It is proposed that the decisions taken by the NSPP Board of Governors in respect to its constituent units on salaries, allowances, facilities, additional points, etc should also be made applicable to all training institutions. In return, the standards of instruction, pedagogy, testing and certification in all these institutions should meet the standards prescribed by NSPP. We expect that as the NSPP units have begun to attract officers of high calibre to work as instructional staff, these incentives will be able to add quality staff to other specialised training institutions also.

### **Governance structure of training institutions**

There is a great deal of variation in the current governance structure of the training institutions, ranging from subordinate offices to autonomous bodies. All training institutions should be autonomous bodies with their own boards of directors, chaired either by the Minister or Secretary of the Division or Department concerned, but consisting of eminent persons in their fields. The Board should enjoy the financial, administrative and operational powers to manage the training institutions in an effective manner.

These training institutions should also be mandated to develop the capacity for policy research in their respective areas of expertise and thus provide inputs to the Ministries in their policy formulation work. As these institutions would be offering better remuneration than is available in the regular Ministry, they will be able to attract the right kind of skills, which can in turn be used by the Ministries to their advantage.

<sup>35</sup>In order to study the complete NCGR report 2008, please visit <http://ishrthusain.iba.edu.pk/ncgr.html>

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## CHAPTER 3

AN OVERVIEW OF THE NATIONAL  
COMMISSION FOR GOVERNMENT  
REFORMS (NCGR) REPORT ON  
REFORMING THE GOVERNMENT  
IN PAKISTAN

### 3.1 Introduction

In April 2006, the Government of Pakistan constituted the National Commission for Government Reforms, (NCGR)<sup>36</sup> consisting of a full-time Chairman, seven part-time members from the private sector, three Secretaries to the Government and a full-time Secretary. The Commission had to work in accordance with its terms of reference. What was different about this Commission is that it did not focus on downsizing, rightsizings or reducing the numbers of civil servants or the numbers of Divisions/Departments, but took a holistic view of the functions an effective government should perform, how these functions should best be divided between the Federal, Provincial and District Governments, and what kinds of skills and competencies would be required to discharge these functions. In light of this, the business processes, rules of business and other supporting infrastructure (such as E-government) should be revamped. The human resource policies and management should then be aligned to meet the restructured organisation and re-engineered processes. The time span to implement these reforms is medium to long term. An innovative feature introduced was the procedure for the approval of the reform proposals developed by the NCGR. A high powered Steering Committee, co-chaired by the President of Pakistan and Prime Minister and consisting of the four Provincial Chief Ministers was authorised to take final decisions on the

recommendations of the Commission.

The Commission held 13 meetings during its two-year tenure (2006-2008), while the Steering Committee could meet only twice. The proposals were developed after exhaustive consultations with the Provincial Governments, Federal Secretaries Committee, focus groups of retired, senior, middle level and junior officers, members of academia and civil society. The Commission made good use of rich material produced by the previous commissions and committees and did not reinvent the wheel. However, a few surveys were carried out to update the information and compile new data for analytical purposes.

The report produced by the Commission after deliberations during these two years is comprehensive and covers the restructuring of Government at the Federal, Provincial levels, strengthening of the district governments, reorganisation of civil services, revamping of human resource management policies and practices, reengineering of business processes. These proposals summarise the findings from extensive research in the field and consultations conducted with a wide range of stakeholders spanning the public and private sectors, particularly the Federal Secretaries committee and the Provincial Governments.

### 3.2 Purpose

This study is aimed at providing a concise overview of the National Commission for Government Reforms, (NCGR) report on reforming the Government in Pakistan

### 3.3 Objectives

- To understand the basic need of reform of the civil service in Pakistan.
- To view the broad principles underpinning the reforms.
- To comprehend a roadmap that contains the proposals that will carry forward the reforms as a long-term initiative rolled out over a 10-15 year period.
- To study the proposed changes in the civil service structure.

<sup>36</sup>For detailed information on NCGR, please visit <http://ishrathusain.iba.edu.pk/negr.html>

### 3.4 Need for Reforms

Pakistan has made serious strides in policy reform since 1947. Policy reforms can take the country only that far but sustained improvement will take place only after institutions to implement policies and programmes are made effective and efficient.

Five other significant developments have added to the urgency for a fresh look at the Government structure, processes and outreach.

- A large number of government-owned corporations and businesses have been privatised reducing the administrative burden on government.
- A new tier – local government – has been introduced that requires reallocation of resources and strengthening of capacity.
- The unbundling of the policy, regulatory and operational responsibilities of the Federal Ministries requires a shift of focus.
- The civil services in Pakistan suffer from a variety of weaknesses including poor training and morale and have to be reorganised.
- The opportunities provided by E-government have not yet been fully realised to improve the access of the common man.

### 3.5 Importance of NCGR Report

The report adds value addition in at least seven distinctive ways.

First, it systematically updates the knowledge and a problem facing the Government in the formulation and implementation of policies, programmes and projects, carries out a critical analysis of the reforms that have taken place so far and attempts to align the structure, processes and practices with the nature of the problems and difficulties identified.

Second, the report commits itself to utilise the entire workforce employed by the Government optimally by following an inclusive approach whereby it provides equality of opportunity to the majority of officers who are currently outside the occupational groups and service cadres in matters of recruitment, training, career progression and promotion on the basis of performance and achievements and does away with entitlements and reservations. There is a clear need to ensure that generalists and specialists are brought together under the highest policymaking position matrix.

Third, the essence of decentralisation and devolution to the local governments is extended further and strengthened by recommending creation of District Services under the control and management of the districts. All employees in Grades 1-16 in the devolved departments will become employees of the

District Governments improving span of control and accountability for results. At the same time, it recommends transfer of functions from the Federal to the Provincial Governments. It also opens up the highest policymaking positions at the Federal Government to qualify and competent Provincial Civil Servants by introducing regional quotas at those levels also.

Fourth, the interface between the public and the civil service administration has to be improved in a manner beneficial to citizens. The current norm is one where the public deal with low grade, unqualified and ill-trained officials who lack neutrality, integrity, and right attitude and often lack the skills to address the concerns of the citizens. These proposals recommend the need to ensure that there is a system where each district assigns young direct recruits in thanas, tehsils, etc to be the first point of contact with a citizen. These public servants will be authorised to resolve the problems and take the decisions expeditiously.

Fifth, a holistic approach is to be adopted for human resource management to turn civil servants into competent, motivated, well-trained problem-solving individuals rather than demotivated, ill-equipped, paid sticklers for rules. The emphasis is on a transparent and accountable merit-based approach that rewards performers and penalises the recalcitrant. This will ultimately bring much needed cultural change to the

organisation; it will also ensure that mechanisms are put in place to address under-performance.

Sixth, it is proposed that the potential offered by E-Government should be exploited quickly and advantageously. The switch will ensure there is a move away from paper-based working towards a more efficient, productive and cost-effective approach. This will also imply that all government rules, regulations, circulars, instructions and manuals are readily accessible through web in the public domain and that the latest editions of documents such as the establishment manual, the ESTACODE and Finance Manual, are used instead of obsolete versions. This will not only curtail the discretionary and arbitrary

powers of the lower functionaries but also encourage openness, transparency, lesser opportunities for corruption and accountability by the public.

Seventh, there are some well thought out ideas presented in the report for improvement in the delivery of essential public services: education, health, police, and land revenue in the short term. As most of the day to day transactions of an ordinary citizen pertain to these services, an early implementation of these recommendations would bring quick win.

This report is a roadmap that contains the proposals that will carry forward the reforms as a long-term initiative, rolled out over a 10-15 year period.

### 3.6 Broad Principles underpinning the reforms

In order to lay down the direction of these reforms, the NCGR has set broad principles that underpin these reforms. These are set out below:

#### Civil Services

- i. Open, transparent merit-based recruitment at all levels and grades of public services, with Regional Representation as laid down in the Constitution.
- ii. Performance-based promotions and career progression for all public sector employees, with compulsory training at post induction, mid-career and senior management levels.
- iii. Equality of opportunities for career advancement to all employees, without preferences or reservations for any particular class.
- iv. Replacement of the concept of Superior Services, by equality among all cadres and non-cadres of public servants.
- v. Grant of a Living wage and compensation package, including decent retirement benefits to all civil servants.
- vi. Strict observance of security of tenure of office for a specified period of time.
- vii. Separate cadre of regular Civil Services at All Pakistan, Federal, Provincial and District levels, co-existing with contractual appointments.
- viii. Creation of an All Pakistan National Executive Service (NES) for senior management positions,

drawn through a competitive process, from the Federal, Provincial and District level Civil Servants and outside professionals.

- ix. Introduction of three specialised cadres under the NES for Economic Management, Social Sector Management and General Management.

#### Structure of Federal, Provincial and District Governments

- Devolution of powers, responsibilities and resources from the Federal to the Provincial Governments.
- Establishing inter-governmental structures with adequate authority and powers to formulate and monitor policy formulation.
- Clear separation of policy-making, regulatory and operational responsibilities of the Ministries/ Provincial Departments.
- Making each Ministry/Provincial Department fully empowered, adequately resourced to take decisions and accountable for results.
- Streamline, rationalise and transform the attached departments/autonomous bodies \ subordinate offices/field offices, etc into fully functioning arms of the Ministries for performing operational and executive functions.
- Reduce the number of layers in the hierarchy of each Ministry/Provincial Department.

- Cabinet Secretary to perform the main coordinating role among the Federal Secretaries.
  - Revival and strengthening of the Secretaries' Committee in the Federal/Provincial Governments to become the main vehicle for inter-ministerial coordination and dispute resolution among various ministries.
  - District level officers interacting with the general public in day-to-day affairs should enjoy adequate powers, authority, status and privileges to be able to solve the problems and redress the grievances of the citizens.
  - Police, Revenue, Education, Water Supply, and Health are the departments which are highly relevant for the day-to-day lives of the ordinary citizens of this country. The internal governance structures of these departments, public grievance and redressal systems against these departments and checks and balances on the discretionary powers of the officials have to be introduced.
- Business process re-engineering**
- i. All laws, rules, regulations, circulars, guidelines issued by any Government ministry/ Department/ agency should be available in an up-to-date version to the general public free of cost in a user-friendly manner, on web page and in electronic and print forms at public places.
  - ii. Service standards with timelines for each type of service rendered at the District, Thana and Union level should be developed, widely disseminated and posted at public places in each department.
  - iii. Rules of business at the Federal, Provincial and District Government levels should be revised to make them simple, comprehensible, empowering the Secretaries/Heads of Departments/District Coordination Officers to take decisions without multiple references, clearances and back and forth movement of files. Post-audit of the decisions taken should be used to ensure accountability rather than prior clearances.
  - iv. Delegation of financial, administrative, procurement, human resource management powers should be revisited and adequate powers commensurate with the authority should be delegated across each tier of the hierarchy.
  - v. Estacode, Financial Rules, Accounting and Audit Rules, Fundamental Rules and all other rules in force should be reviewed systematically and revised to bring them in line with modern management practices.
  - vi. E-Government should be gradually introduced in a phased manner. Technological solutions, hardware and software applications are easy part of the process, but the most difficult aspect is the training and a change in the culture, attitude and practices. E-Government should be driven by business needs rather than crafted as an elegant technical solution.

### 3.7 The Existing System of Civil Service in Pakistan

A brief review of the existing structure of civil services at all levels of the government is essential for understanding the present arrangements for staffing at the three tiers of the Government.

The basis for establishment of various Civil Services at the Federal and Provincial levels has been provided in Article 240 of the 1973 Constitution of the Islamic Republic of Pakistan, which is reproduced below for ready reference:

***Article 240, Appointment to Service of Pakistan and Conditions of Service***

Subject to the Constitution, the appointments to and

the conditions of service of persons in the service of Pakistan shall be determined:

- i. In the case of the services of the Federation, posts in connection with the affairs of the Federation and All-Pakistan Services, by or under Act of Majlis-e-Shoora [(Parliament)]; and
- ii. In the case of the services of a Province and posts in connection with the affairs of a Province, by or under Act of the Provincial Assembly.

***Explanation***

In this Article, "All-Pakistan Service" means a service common to the Federation and the Provinces, which



was in existence immediately before the commencing day or which may be created by Act of Majlis-e-Shoora [Parliament]”.

#### **A. Civil Services of the Federation**

##### **Legal Basis:**

The Civil Servants Act, 1973 and the Rules made there under provide the legal basis for regulating the appointment to, and the terms and conditions of an All-Pakistan Service or a Civil Service of the Federation or a post in connection with the affairs of the Federation. It applies to all Civil Servants of the Federation wherever they may be, in Federal Government, Provincial Government, Local Authority, a Corporation or a Local Body.

##### **Service Structure:**

Administrative Reforms of 1973 abolished all classes among the Civil Servants, merged all services and cadres into a single unified graded structure and prohibited the use of “service” labels. The following three unified grades were created under the new rules (framed on the basis of Civil Servants Act, 1973) which continue to this day:

##### **All Pakistan Unified Grades (APUG):**

The APUG officers are posted to Federal as well as Provincial Governments, including Districts, mostly on posts reserved for them. The APUG comprises the following occupational groups/services:

- District Management Group. (BS17-22)
- Police Service of Pakistan. (BS17–22)
- Secretariat Group (19-22)

##### **Federal Unified Grades (FUG):**

As a rule, the FUG officers are posted to the Federal Government posts only. The FUG consists of the following occupational groups:

- Pakistan Audit and Accounts Service
- Commerce and Trade Group
- Customs and Excise Group
- Foreign Service of Pakistan
- Income Tax Group
- Information Group
- Military Lands & Cantonment Group

- Office Management Group
- Postal Group
- Railways (Commercial and Transportation) Group
- Economist & Planners Group

##### **Inland Revenue Service:**

A new cadre was created namely Inland Revenue Service by the Government of Pakistan, vide notification No: 2412-M-IA/2010 dated 16th November, 2010. Now the cadre of Inland Revenue Service (IRS) and Pakistan Customs Service come under the Administrative Control of Federal Board of Revenue.

Besides the above 11 occupational groups, personnel belonging to the following categories also form part of FUG:-

##### **Ex-Cadre Officers (BS-17) and above:**

There are a large number of Federal Government officers who do not belong to APUG and FUG. These officers mainly belong to technical and professional categories, eg specialised positions in Ministries of Education, Science & Technology, Food & Agriculture, Population Welfare, Special Education, Communications and a host of Attached Departments, Subordinate Offices, Bureaus, Commissions, Research Organisations, etc. Although they account for 80-90 percent of the officers’ positions in the Federal Government, the ex-cadre officers enjoy relatively limited career progression, compared to groups mentioned above.

##### **Subordinate Staff of BS-1 to BS-16:**

Subordinate staff of BS-1 to BS-16 in Ministry/ Division/Department-specific employees with the exception of Subordinate Accounts Service (SAS) personnel who are routinely posted across Ministries/ Divisions/Departments.

#### **B. Recruitment Policy:**

Recruitment to the Federal Services / posts is regulated by the Civil Servants (Appointment, Promotion and Transfer) Rules, 1973; and Federal Public Service Commission (Functions) Rules, 1978. Recruitment to all Federal services/posts at the entry point is made on provincial / regional quota basis, through:-

- Federal Public Service Commission for employees of BS-17 and above.
- Ministry/Division/Department Recruiting Committees, for employees of BS-1 to BS-16.

### C. Provincial Civil Services:

#### Legal Provision:

On the basis of Article 240 of the Constitution, separate enactments were made by each Provincial Government in 1973/1974 for regulating the appointment to and the terms and conditions of service, of persons in the service of respective provinces. The Provincial Civil Servants Act applies to all the Civil Servants of the respective provinces, irrespective of their posting to the Provincial Government, Federal Government or any autonomous body.

#### Structure of Provincial Civil Services

The 1973 Administrative Reforms also resulted in the merger of all provincial services and cadres into a single unified graded structure, called Provincial Unified Grades (PUG). The existing Provincial Services/cadres can be divided into the following categories:

- Provincial Civil Services (BS-17 and above): The Provincial Civil Services (PCS) consist of two branches:
  - PCS Executive Branch. [PCS (EB)]. Extra Assistant Commissioners.
  - PCS Secretariat Branch. [PCS (SB)]. Section Officers.

Note: The Provincial Governments of Punjab and Khyber Pakhtunkhwa have decided to merge (1) and (2) into a Provincial Management Service.

- PCS Judiciary Branch. [PCS (JB)]. Magistrates.

#### Technical/Professional Services/Cadres (BS-16 and above):

The Technical/Professional Services/Cadres include Revenue, Accounts, Excise & Taxation, Education, Agriculture, Health, Forestry, Veterinary, Engineering, Information, Law etc. Their recruitment is made through PPSC and service matters are handled by their respective parent departments.

#### Subordinate Employees (BS 1-15):

Direct recruitment to posts of BS-1 to BS-15 is generally carried out by the respective departments, except for some of the more lucrative posts which are recruited to by the PPSC. These posts include Naib Tehsildar, Police Inspector, Sub-Engineer, Sub-Registrar (Revenue), Prosecuting Sub-Inspector, Assistant Jail Superintendent, Cooperatives Inspector, Electricity Sub-Inspector, Food Grain Inspector, etc. Personnel management of these employees is the responsibility of their respective departments, except for the employees of the Provincial Secretariat who are managed centrally by the Services and General Administration Department (S&GAD).

#### Recruitment Policy:

The departmental recruitment committees are responsible for direct recruitment of technical/professional cadres and subordinate staff. The PCS or PMS officers and Technical officers in Grades-16 and above are recruited through Provincial Public Service Commission (PPSC) and put through an initial training of a short duration of 4-6 months before being posted. The service is managed centrally by S&GAD of the provinces.

#### Federal-Provincial Interrelationship:

The APUG officers (Federal Services) are eligible for posting to the provinces on the basis of the following formula for distribution of posts between the provincial services and the APUG:

Basic Scale	APUG	Provincial Officers
BS-21	65 %	35 %
BS-20	60%	40%
BS-19	50%	50%
BS-18	40%	60%

#### **D. Civil Service in Local Governments**

##### **Pre-Devolution Scenario:**

In the pre-devolution days, the local self-government had a limited scope. Local bodies' functions were restricted mainly to municipal services, animal husbandry services, establishment and maintenance of dispensaries, maternity centres and rural health centres. In a few cases, urban local bodies also undertook establishment and management of educational institutions. While most of the officer level staff (BS-16 and above) of the local councils was and continues to be provided by the Provincial Services, majority of the support staff in BS-1 to BS-7 were the employees of the local bodies. Support staff of BS-8 to BS-15 was being shared between the Provincial Local Councils Service and the Servants of the Local Councils.

##### **Categories of Employees in Local Bodies:**

The following three categories of employees were found in the pre-devolution local governments:

- i. Civil Servants: The employees were from the Provincial Local Government and Rural Development (LG&RD) Department, and from DMG and PCS cadres.
- ii. Member of the Provincial Local Councils Service (LCS): The LCS was established under Provincial Local Government Ordinance 1979/80. Recruitment, postings, transfers and all other service matters of LCS were handled by Local Government Board (LGB), comprising Secretary LG Department as the chairman and 3-5 members, appointed by the Provincial Government. Secretariat of the LGB acted as the secretariat for the LCS. The LCS comprised employees ranging from BS-5 to BS-20.
- iii. Servants of the Local Councils: Apart from the LCS, the Provincial Local Government Ordinance 1979-80 also provided for another category of employees, who were called Servants of the Local Councils (SOLC). They were the direct employees of the local councils responsible for recruitment and personnel management. However, the number of SOLC of each local council and their pay scales were controlled by the Provincial Government.

#### **E. Post-Devolution Changes**

Since 2001, the Local Government comprises of (a) District Government or City District Government (b) Tehsil Municipal Administration or Town Municipal Administration and (c) Union Council Administration. Eleven departments – District Coordination, Agriculture, Community Development, Education, Finance & Planning, Health, Income Tax, Law, Literacy, Revenue, Works and Services – have been devolved under the Local Government Ordinance to the District Governments. The functions of the offices of Local Government Elections and Rural Development Department, Housing, Urban Development and Public Health Engineering Department have been entrusted to the Tehsil or Town Municipal Administration.

The Local Government Ordinance 2001 envisages local governments to function within the provincial framework and adhere to the Federal and Provincial Laws. However, the local governments are not subject to direction by the Provincial/Federal government except “for the purpose of preventing any grave threat to public peace and order, handling emergencies, protection and security of the people and the security and integrity of the state...” And such directions are to be issued through the concerned Zilla Nazim. It thus implies that the local governments are independent in their routine functioning and that any intervention by the Provincial Government, except in the above stated eventualities, can only be through legislation. In practice, however, the hierarchies of the Provincial Government departments are intact and provincial intervention continues informally, through a network of departmental loyalties. This adversely affects responsiveness of the Provincial Government employees to the elected head of local administration. On the other hand, the administrative links between the District Government, Tehsil Municipal Administration (TMA) and Union Administration are quite weak.

### 3.8 Proposed Changes in the Civil Service Structure



The NCGR report provides a roadmap for restructuring the civil service in Pakistan. There will be four types of services in Pakistan - All Pakistan, Federal, Provincial and District.

#### All Pakistan Services

All Pakistan Services will include:

- National Executive Service. (NES)
- Pakistan Administrative Service.(PAS) (formerly DMG)
- Police Service of Pakistan. (PSP)

*Officers belonging to All Pakistan Services will rotate between the Federal and the Provincial Governments.*

#### The Federal Services

The Federal Services will consist of the following cadre services in addition to ex-cadre and subordinate services:

- Pakistan Foreign Service. (PFS)
- Pakistan Audit and Accounts Service. (PAAS)
- Pakistan Taxation Service with two cadres for Customs and Inland Revenue. (PTS)

*Those belonging to the Federal services will work only at the Federal Government*

Fresh recruitment to some of other existing cadres and occupational groups through the Central Superior Services (CSS) examination should be discontinued in the future and substituted by other modes of competitive recruitment based on specific job requirements.

#### Implication on the Provincial Civil Service

The Provincial Civil Services should have several components such as:

- Provincial Management Service (PMS)
- Provincial Executive Service (PES)
- Provincial Technical Services Cadres such as Irrigation, Communications, Education, Health, Police, etc.
- Provincial Judicial Service (PJS)

- Subordinate Employees (Grade 1-16)

The constitution of technical cadres would vary according to the specific circumstances of each province. For example, it is possible that Punjab may have a minimum critical strength for a regular cadre that provides adequate number of posts in higher grades for career progression and promotion path to higher positions of responsibility. In Balochistan, these criteria may not be fulfilled and most of technical departments may continue to have ex-cadre positions. In that event, like the Federal Civil Services the alternative system of professional growth promotion may also be introduced for these positions and opportunities for progression are equalised between cadre and ex-cadre officers.

The Provincial Management Service would fill in the positions at Tehsil, District, Provincial Government level of generalist nature such as Tehsil Municipal Officer (TMO), Deputy District Officer (DDO), Executive District Officer (EDO), District Officer (DO) in Revenue, Finance, Planning, Community Development Departments and the incumbents can progress all the way up to Grade 22 in the Provinces. These cadre positions will be shared with the officers of PAS.

The Provincial Executive Service will be constituted on the lines of the National Executive Service. A competitive examination by PPSC will be held for recruitment to PES and will be open to the officers of PMS, Provincial technical cadres and ex-cadre posts at Grade 18. Those who meet the eligibility criteria including performance record and are successful at the examination will be inducted into the PES at Grade 20 level. The PES and NES officers will have equal shares in all the Provincial Secretariat positions from Grade 20 to 22. Officers of PMS, PAS, ex-cadres, PTS etc will be eligible to occupy positions at Grades 17-19 in the Provincial Secretariat. District Service officers of Grade-17 will also be eligible for these positions.

#### Role of The Provincial Government

- Steer and oversee the transition process leading to creation of District Service and its cadres.
- Council service and employment rules.
- Establish the overall procedures of financial management, reporting and personnel

management to be adhered to, by the local administration.

- Establish overall procedures for personnel management, especially procedures and processes for arbitration and review of employment disputes.
- Hear and rule on specific grievances on the part of District Service staff, regarding wrongful termination or other issues of personnel management.
- Hear and rule on complaints against either the District or Tehsil administration, or against the elected councils and leaders, regarding deviations from policies, regulations or law.
- Establish and provide training programs and institutions in support of the local government Civil Service.
- Provide professional guidance, standards, technical assistance and skills to technical staff in the Districts and Tehsils.
- Provide specific periodic oversight and inspection regarding the performance of Districts and Tehsils as mandated by law.
- Provide such guidance, oversight and support to local administration as required under the law, passed by the Provincial Assembly.

#### **Implication on the District Service**

A new District Service encompassing all posts in Grades 1-16 will be established for each district or group of districts. All posts in BPS-1 to 16 at the District, Tehsil/Town and Union Council levels be classified into two categories:

- All common services staff who can be rotated from one office to another, without any difficulty, such as messengers, drivers, clerks, assistants, superintendents, serving at the District, Town/ Tehsil, Union Administration levels, should be grouped together to form the General Cadre. The inter-changeability of the staff, who will mainly be generalists, will be the main criterion for induction into this grouping.
- All technical staff, which belong to specific departments, will either be grouped into separate cadres if there is a justification to do so, or remain

in ex-cadre or non-cadre posts in their respective departments, with their “promote son” prospects at par with the cadre employees.

For City District Governments, the District Service can be extended to include BPS-17 officers. These District Service officers will share posts with Provincial and PAS officers.

#### **National Executive Service (NES)**

A new All Pakistan Service – the National Executive Service – will be created and along with the Provincial Executive Service (PES), set up in each province, will fill in all senior positions (BPS 20-22) in the Federal/ Provincial Secretariats. The NES/PES will be open to all existing officers serving the Government and also to professionals from outside, meeting certain eligibility criteria. Regional/Provincial quotas for recruitment to NES will address the complaints of smaller provinces of non-representation at Secretary/Additional Secretary levels in the Federal Government.

Selection to NES will be made through an open merit-based competitive system, introducing representation for underdeveloped and provincial regions. In the beginning, it has been proposed to have two streams within NES - the Economic Management Group (EMG) and the General Management Group (GMG). The third stream, i.e Social Sector Group (SSG), can be created later on.

Any officer in Grade-19 belonging to the Federal, Provincial or All Pakistan Services will have the option to continue working in his cadre service or ex-cadre position and move up vertically according to the cadre rules or appear at the NES examination. Once selected, the person will become member of the NES cadre in Grade-20 and rise up to Grade-22 on the basis of performance, output, competencies and integrity through a transparent selection process.

#### **Subordinate Services (Lower Level of Civil Servants) (BS 1-16)**

Lower level of civil servants include staff from BS-1 to BS-16 in ministry/division/department-specific employees with the exception of Subordinate Accounts Service (SAS) personnel who are routinely posted across ministries/divisions/departments. Almost 95 percent of the positions in the Federal

Government ministries/attached departments/subordinate offices, etc are occupied by the subordinate staff up to BS-16.

A very large proportion of the annual wage, salaries, allowances and benefits budget of the government employees accrues to staff employed in BS 1-16. In terms of sheer numbers, it is estimated that 90-95 percent of all Civil Servants in the three tiers, Federal, Provincial and District, belong to subordinate services.

At the Federal Government level, 85 percent of the salary and wage bill of the Ministries, attached departments, subordinate offices, is disbursed to this category of employees and only 15 percent to the officers in BS 17 and above. The Federal Government, for example, has up to 234,000 employees sanctioned posts, (208,000 actually working) in BS 1-5.

A question may be asked whether this large pool, (almost 60 percent of the Federal Government employees) in a largely unskilled category, would be required, once the e-office suite is introduced in all the Ministries/Departments, as the horse engine for conducting government business. It is quite conceivable that new skills which do not currently exist in the Government, at the support staff level, may be required for future business.

The existing staff members should be given opportunities for retraining to acquire the necessary skills. Even after that, if redundancies become apparent, the planning for meeting those redundancies in the outer years should start now and all the vacancies likely to become surplus to the requirements in the future, should be frozen and no new recruitment be allowed against those posts. This natural attrition would prepare the Federal Government to reach its envisaged target in a manner that does not threaten

the livelihoods of employees. Staff welfare and protection should remain an important criterion for the Government in evaluating its alternatives and forced or voluntary separation should be avoided as much as possible. These low-income employees do not possess marketable skills and therefore their absorption elsewhere in the economy would be highly doubtful.

A rough estimate of the Provincial Government employees also indicates that 85 percent of the salary and wage bill is allocated to three departments – Education, Health and Police. These departments will expand in future, as the facilities and services are extended and new recruitment is made, either on contract or regular basis, to fill in the new vacancies. Outside these departments, the Provincial Governments and District Governments may have to examine, in light of E-government initiative, the optimal size of support staff, which will be required to sustain their operations. This review may lead to the conclusion that there would be surplus staff in several categories in year 5. Action will have to be initiated immediately to freeze recruitment to the vacancies against surplus posts occurring due to attrition.

Secondly, the up-gradation of SHO to BS-17 officer by combining some of the urban Thanas, or Tehsil Land Record Officer in place of a number of Patwaris, or similar other positions that interface with the general public, may also force freezing of new recruitment against these redundant posts. The NCGR can provide the broad guidelines, but an in-depth review has to be carried out by each Provincial/District Government.

Entry points to Subordinate Services should be few, so that there are good prospects for promotion across the BS grades.

It is suggested that fresh induction should take place in the following Grades:

a.	BS-1	Through Departmental Selection Boards, automatic promotion on seniority-cum-fitness basis up to BS-4
b.	BS-5	50% vacancies for new entrants and 50% for promotion, through an examination conducted by Departmental Selection Boards, automatic promotion on seniority-cum-fitness basis up to BS-10
c.	BS-11	60% vacancies for new entrants and 40% for promotion, through an examination by the Departmental Selection Boards, automatic promotion on seniority-cum-fitness basis up to BS-13
d.	BS-14	70% vacancies for new entrants and 30% through an examination and interview by Departmental Selection Boards, automatic promotion to BS-16
e.	BS-17	80% vacancies for new entrants and 20% for promotion, through an examination and interview conducted by FPSC and PPSC

### Strengthening of District Service

Clear boundaries of responsibilities should be delineated between the Provincial Government and the devolved departments at the district government. The Provincial Government will have powers for policy formulation and issuing directives, setting quality standards, officer training, monitoring and evaluation. The Provincial departments that have devolved their functions should no longer be engaged in executing or implementing programmes and development projects.

There are no administrative linkages between the Union Councils (UC), Tehsil Municipal Administration (TMA) and the District Government (DG) under the new system analogous to those existing between the Federal-provincial and Provincial-District Governments. The missing link can be established by requiring the UC Secretary reporting to UC Nazim for all UC affairs as given under the LGO but also to the Tehsil or Town Municipal Officer (TMO) for coordination within the teshsil/town. Similarly, the TMO should report to the Tehsil/Town Nazim for TMA affairs under the LGO but report to the District Coordination Officer (DCO) for coordination purposes within the District. The TMO should be designated as ADCO also and should be an officer of Grade-17 directly recruited under the PAS or PMS.

For meeting urban planning needs of large cities and providing integrated municipal services to the citizens in the 8 City District Governments (CDGs), autonomous Municipal Services Corporations (MSC)

may be established with a Governing Board. The MSCs will be able to attract quality human resources with requisite skills and establish modern management techniques. This combination of people, processes and technology at one place will halt the fragmented management of urban services; solve the capacity problem by better response to the needs of the urban citizens.

The City District Governments (CDGs) should be assigned the responsibilities of Master Planning, its implementation and the delivery of all municipal services – water supply, sanitation, sewerage, solid waste management, building codes and standards, etc by all other independent land owning agencies operating in their jurisdictions.

Training Needs Assessments (TNAs) should be carried out for each District. On the basis of the TNA, course content, teaching tools and methods of on-the-job training and capacity building should be developed. Those who fail to qualify the prescribed standards and qualifications should be removed from these sensitive positions and replaced by professional staff hired on contract or in regular cadres or borrowed from the Provincial Governments on deputation.

The monitoring and oversight functions of the Provincial Governments can be better performed, for example, in the province of Punjab covering 35 districts, by posting a Member Board of Revenue with a limited staff at the Regional headquarters with the powers to inspect 8-10 District Governments

each year. The Government of Khyber Pakhtunkhwa has already appointed Regional Coordinators at the former Divisional headquarters.

Valuation based on new cadastral surveys can raise the revenues of all the city District Governments three or four times their present level and help them finance the growing needs of urbanisation. The over dependence of each tier of government upon the next one and the expanding vertical fiscal imbalances have to be narrowed by exploiting this under-tapped revenue potential of agriculture, income tax, water user charges and urban property tax.

It has been found that development projects executed by the District Governments have a significant effect in removing inter-district differentials in access to services and promoting equity. These projects are more responsive to the local needs, reflect the priorities of the communities and potential beneficiaries. The Federal Government should formulate and execute projects of inter-provincial or national dimension. The Provincial Governments should do the same in respect of inter-district and province-wide coverage projects. But their involvement in District level projects should be through matching grants and provision of technical expertise rather than direct execution.

One of the ways in which the enforcement of local and special laws can be ensured under the new Local Government system is to introduce the system of Illaqa Magistracy. Illaqa Magistrates would be entrusted the functions such as Crisis/Disaster management and relief measures, inspection of weekly bazaars and markets for ensuring price control of essential items.

The post of District Coordination Officer (DCO) may be re-designated as District Chief Operations Officer. The posts of DCO for City District Governments will be in Grade-22, in major district Grade-21 and in smaller districts Grade-20.

### **NCGR Recommendations**

The following recommendations for improving the Local Government system should therefore be seen in the above larger context, rather than in the narrow sense of taking away powers from one tier of the government to the other. The adversarial and confrontational relationship that dominates at

present has to give rise to a more consensual and collaborative arrangement.

- i. The National Reconstruction Bureau (NRB) and the Federal Ministry of Local Government and Rural Development should be abolished and their responsibilities and functions transferred to the Provincial Governments. This will reinforce the ownership of the future reforms by the provinces, who will develop a greater stake in the system and also allay the perception that the Federal Government is driving the process that rightly belongs to the provinces.
- ii. The boundaries of responsibilities between the Provincial Government and the devolved departments in the Districts have to be clearly delineated. The Provincial Government should have the powers of policy formulation and directives, setting and enforcing standards of quality assurance, training of officers, management of officers above Grade-17, oversight and monitoring of projects and programs and holding the District Governments accountable for results (Annex-I). The Provincial departments that have devolved their functions should no longer be engaged in executing or implementing programmes and development projects. The existing set of rules, regulations, bye laws, orders, should be revised to reflect this changed relationship between the provinces and the Districts. The District Governments should be responsible for the day-to-day operations and implementation of policies, programs/ projects and provision of services to the citizens mainly through the District Service Cadre. The services of the officers of the Provincial Governments in Grades-17 and above ought to be placed at the disposal of the District Governments for a fixed period of time, during which the responsibility for their performance evaluation, disciplinary actions, postings and transfers etc. would fall squarely upon the shoulders of the District Governments. The technical back-up support will be provided by the respective Provincial department. The District Governments can surrender any officer to the Provincial Government before completion of the tenure by providing valid and cogent reasons. Similarly, the Provincial Government can recall any officer after giving reasons, prior consultation with the District Government and



providing a substitute. To illustrate the above division of work take the Tehsil and District Headquarters hospitals as an example. These hospitals will be funded, operated and managed by the District Government, but they will have to abide by service, maintenance, cleanliness and waste disposal standards, drug procurement procedures, patient welfare guidelines etc. issued by the Provincial Health Department and asked to comply with the ISO certification. The Health Director of the Provincial Government will arrange physical inspections of the hospitals by his staff, to ensure that these standards are being observed, patient welfare processes are in place and certification requirements are being complied with. The development schemes for these hospitals will be prepared by the District Health Office, and approved by the DDWP or PDWP as the case may be.

- iii. A District Service Cadre as proposed in Chapter-III of this Report should be established immediately and all Grade 1-16 officials of the devolved departments transferred to this cadre in each district
- iv. The complex nature of urban development requires an organizational delivery mechanism that is able to cope with the future growth of cities in a planned and systematic manner. Unfortunately, the present system of urban planning and management is bereft of the essential ingredients to meet these challenges. To provide integrated municipal services to the citizens of the 8 cities, autonomous Municipal Services Corporations (MSC) may be established with a Governing Board, chaired by the District Nazim and drawing representatives from Town Administration, the Development Authority, the Cantonments and other major jurisdictional entities. In outlying towns the MSC can enter into a Memorandum of Understanding (MOU) with the TMAs, that will be delegated the powers to deliver the municipal services in their respective areas. The present position of EDO (Municipal Services) will then be transformed into the Chief Executive Officer of the MSC. Water and Sewerage Authorities (WASA) would become part of the MSC. The MSCs should have their own Municipal Police and Municipal Magistrates for taking cognizance of the Municipal offences and enforce action under the law. The merit of

this arrangement is that the MSCs will be able to attract quality human resources with requisite skills and establish modern management techniques taking advantage of information technology tools. This combination of people, processes and technology will provide a better response capacity to the needs of the urban citizens who are also more vocal and articulate.

- v. The City District Governments (CDGs) should be assigned the responsibilities of Master Planning, its implementation and the delivery of all municipal services – water supply, sanitation, sewerage, solid waste management, building codes and standards etc. in all the areas falling within its territorial limits. The ownership of the land and properties within the respective areas will continue to rest with the respective jurisdictional entities such as Cantonments, Housing Societies and Authorities etc. The cost sharing arrangements will have to be worked out between the CDGs and the jurisdictional entities.
- vi. The missing administrative linkage between the Union – Tehsil – District can be established in the following matrix management:
  - UC Secretary reports to Union Nazim for all Union Council affairs as given under the LGO, but reports to Tehsil/ Town Municipal Officer (TMO) for coordination within the Tehsil/ Town.
  - TMO reports to the Tehsil/ Town Nazim for all TMC affairs as specified in the LGO, but reports to DCO for coordination purposes and is designated as ADCO. The DDOs working in the Tehsil / Town will then be able to liaise closely with the Town / Tehsil Administration. The DDOs working in the Tehsil/ Town will then be able to liaise closely with the Town/ Tehsil Administration.
- vii. The LGO stipulates external mechanisms of Citizens' monitoring and Mediation Committees and the District Ombudsman and the Police Order envisages District Complaints and District Public Safety Commissions. These mechanisms have either been made ineffective or not put in place by design or default. This serious gap in the grass roots accountability is giving rise to growing perceptions of corruption and rent seeking among the elected and appointed officials of local governments.

- viii. Despite innumerable efforts by the donors, NRB and the Provincial Governments, the capacity of the officials at the local governments does not match the requirements of the new system. Training Needs Assessments (TNAs) should be carried out for each District. On the basis of the TNA new pedagogical tools and methods of on-the-job training and capacity building particularly in Planning, Project Cycle, Budgeting, Accounting, Auditing, Procurement of goods and services and tendering, contract management, financial management and controls and human resource management should be immediately introduced. Those who fail to qualify the prescribed standards and qualifications should be removed from these sensitive positions and replaced by professional staff hired on contract or in regular cadres or borrowed from the Provincial Governments on deputation.
- ix. Capacity constraint particularly at the TMAs and Union levels is that of technical and administrative expertise. Officials of former Local Government Departments who were not trained or prepared, were given heavy and complex responsibilities for which they were not equipped. Complaints of incompetence, delays, widespread corruption, malfeasance, leakage of funds etc. are rampant at the TMA. The TMA has to be strengthened by elevating the status of the officials responsible for these services and inducting capable, competent and honest officers.
- x. One possible way to strengthen the monitoring and oversight functions of the Provincial Governments is to post the Members, Board of Revenue with a limited staff at the Regional headquarters and assign them the powers to inspect 08 to 10 District Governments each year, to ensure that the policies, standards, rules and regulations are being observed. They can be delegated the enforcement powers assigned to the Provincial Governments under the LGO.
- xi. The Provincial and Local Governments are excessively dependent on transfers. As much as 90 percent of the revenues of the Local Governments are derived as transfers from Divisible pool. As the incentives for resource mobilizations are perverse the revenue potential of provincial and local taxes and user charges

remains substantially under exploited. For example, land revenue collection accounts for less than 1 percent of the agriculture income, water rate collection is inadequate to meet the full operation and maintenance costs of the irrigation system and property taxation of rental incomes is about 5 percent as opposed to the statutory rate of 20 percent or more. In Karachi, Lahore and other large metropolitan areas, the values of property have escalated several fold, but the tax collection has lagged far behind. Valuation based on new cadastral surveys can raise the revenues of all the city District Governments three or four times their present level and help them finance the growing needs of urbanization i.e. water, sewerage, solid waste disposal, traffic management, roads and bridges etc. The over dependence of each tier of government upon the next one and the expanding vertical fiscal imbalances have to be narrowed by exploiting this under-tapped revenue potential of agriculture income tax, water user charges and urban property tax. One of the ways in which the enforcement of local and special laws can be ensured under the new Local Government system, is to introduce the system of Ilaqa Magistracy. While there is no question that the executive and judicial branches of the state should be kept separate, there are compelling reasons for assigning some of the magisterial powers of prevention and taking cognizance of the violations of local and special laws to the Executive Officers serving in the districts. The powers to adjudicate, hold trials and punish the offenders should remain solely with the judicial magistrates. Under the Local Government Ordinance, enforcement mechanism was restricted to taking cognizance of violations of the Ordinance itself. Inspectors were to be appointed and they were empowered to impose fines in shape of tickets and to send the offenders for trial in the court of the Magistrates of the First Class. The said law was silent on the violation of other local and special laws. Thus only the Magistrates, working under the supervision of District and Sessions Judge, could take cognizance of such offences. These Magistrates are not only overburdened but are reluctant to visit the sites for taking action for removal of encroachments or other municipal offences or enforce price controls, adulteration etc. Thus, there exists an impelling need to re-

introduce the system of Illaqa Magistrates, to take cognizance of violation of local and special laws as well preventive action, as was prescribed under the Criminal Procedure Code (Cr.P.C). Illaqa Magistrates would be entrusted the functions like Crisis/Disaster management and relief measures, inspection of weekly bazaars and markets for ensuring price control of essential items, prevention of encroachments and other preventive actions as may be prescribed, under the law.

- xii. Recently, section 14(a) of Cr.P.C. has been incorporated, which provides dispensation by the Price Magistrates, to be appointed by the Provincial Government, (Home Department) to check arbitrary inflation of prices of essential food items. It is a right step in right direction. However, things would not come to a full circle, unless and until Cr.P.C. is amended to empower the Provincial Government to appoint or confer Magisterial powers to any person/public functionary, to perform Magisterial functions in a given local area. To that end, section 14 of the Cr.P.C. needs further amendments. The scope and effectiveness of control exercised by DCO is limited in practice by the powers specified to him i.e. for coordination only. The business model that has worked very well in Pakistan so far is the Chief Minister – Chief Secretary model at the Provincial level. It is suggested that the same model may be applied at the district level also, in matters of devolved departments. Chief Minister (CM) is the Chief Executive of the Province in all matter of the Administration, while the Chief Secretary (CS) is not only his principal adviser, but also implementer of the decisions taken by the C.M., the Cabinet and the Provincial Legislature. This relationship has evolved over time and is clearly established despite the variation in the leadership styles of the C.M. or the C.S. After all, some of the districts today are larger than the provinces of the 1950s and 1960s. The post of District Coordination Officer may be re-designated as District Chief Operations Officer (DCO) and the current relationship that exists between the CM and CS in respect of the Provincial Government may be replicated at the District level in terms of functions, responsibilities, authority, powers, and accountability. The posts of DCO for City District Governments will be in Grade-22, in major districts Grade-21 and in smaller districts Grade-20.
- xiii. The absence of an institutionalized and effective administrative link between the District Government and the Tehsil / Town Administration, is creating serious problem of fragmentation and lack of integrated planning, infrastructure and service delivery in the entire territorial jurisdiction of the district. The synergies and the economies of scale and scope are not being fully exploited, with the resultant high cost solutions, inefficiency outcomes, waste and duplication. In order to fill in this missing link it is recommended that the Tehsil Municipal Officer (TMO) should be the Chief Operating Officer of the Tehsil/ Town Administration, (TMA) working under the direct control of Tehsil/ Town Nazims, but report for coordination purposes to the DCO. He/ She can be designated as ADCO for this purpose.

### 3.9 Re-organising the Structure of Government

The Federal Government should transfer legislative, administrative and financial powers to the Provincial Governments in respect of Education (except curriculum and Higher Education), Health (except national health programmes), Agriculture, Livestock, Fisheries, Forests, Local Government, Rural Development, Labour, Social Welfare and Population Welfare. For these subjects, National Council of Ministries consisting of the Federal and Provincial ministers in charge of the portfolio and National Committee of Secretaries consisting of the Federal and Provincial Secretaries should meet

regularly to discuss, formulate the sectoral strategies, plans and policies, monitor the progress and take corrective actions. The responsibility for operations, execution and regulation will, however, remain with the Provincial and District Governments within the parameters specified by the National Councils of Ministries. These Councils and Committees can be established and work under the Council of Common Interests (CCI) and submit a report to the CCI annually. As a consequence, it is proposed to reduce the number of Federal ministries from 41 to 23 and the number of Divisions from 46 to 37.

In view of the new challenges that are likely to emerge in the future, it is proposed to create some new ministries and Divisions by merging, liquidating, transferring some of the existing ministries and Division. These new ministries are:

- Technology Development (merging Science and Technology and IT)
- Regulatory Affairs (carving out of Cabinet Division and bringing in CAA, DRA and PEMRA)
- Human Resource Development (in place of Education, Health, Population, Social Welfare)
- Social Protection
- Infrastructure Development (merging Communications, Ports and Shipping, Railways and Civil Aviation)
- Energy (merging Petroleum and Power)
- Special and Underdeveloped areas (merging KANA and SAFRON)
- Environment and Natural Resources (existing Agriculture and Environment)

All the existing 411 autonomous bodies, semi-autonomous bodies, corporations, companies, councils, commissions, training institutes, attached departments; subordinate officers, etc have been regrouped into two broad categories:

- Autonomous bodies
- Executive departments

Detailed proposals have been developed for each of these 411 organisational entities. After mergers,

winding up, privatisation, transfers to the provinces, liquidation, etc only 177 Autonomous bodies and 70 Executive departments will be retained at the Federal Government. None of the employees serving the redundant organisations will lose the job non-voluntarily.

Autonomous bodies will have an independent Board of Directors and led by a Chief Executive reporting to the Board. The Autonomous body will perform regulatory, operational, corporate, research and development, quasi-judicial functions.

All training institutions will be reorganised as Training and Policy Research Institutions which will be autonomous with their own board of directors. These institutions will be given one line budget that they will be allowed to spend for the execution of the annual work plan approved by the Board.

In cases where these bodies are funded fully by the national exchequer, the representative of the Finance Ministry on the Board will enjoy the veto power on commitments of future financial obligations and liabilities. But no references will be made to the Finance or Administrative Ministry once the decisions have been taken by the Board.

All Executive departments will work under the direct supervision and guidance of the Secretary of Division. The head of the department will, however, enjoy the autonomy to deliver the agreed work programme for the year and for this he will be provided the requisite financial, human and other resources. The delegation of powers to the heads of departments will have to be upgraded.

### 3.10 Improving Human Resource Management and Development

#### Recruitment

The sources of recruitment for the Civil Services should be widened and diversified. The Federal and Provincial Public Service Commissions should arrange participation in job fairs and make presentations to institutions with potential candidates for civil service employment. For specialist and technical expert jobs, they should acquire the services of professional recruitment agencies.

Job descriptions and specifications should be developed for all the positions in the Federal and Provincial Governments. Recruitment rules should be revised and aligned with these job descriptions and the requisitions be sent to the FPSC and PPSCs on the basis of these revised rules.

The FPSC study on improving the current examination and interview system should be used to make changes within the Federal as well as the

provincial recruitment processes. Initial screening and psychometric testing should help in assessing the attitude, teamwork and other personality traits of the candidates.

Particular attention should be given to bring the standards and rigour of recruitment of ex-cadre officers at par with cadre services. Both written examination as well as structured interviews should be held for this category also.

The choice of services at the CSS examination should be linked with the selection of elective papers. For example, a candidate for Audit and Accounts or Taxation Service cannot be considered eligible for these services unless he/she has successfully passed the elective paper in Accounting or Financial management. There will be no restriction on the number of services a candidate can opt for provided he/she has cleared the elective papers relevant for these services.

The recruitment standards and processes by the PPSC should be brought at par with the FPSC. The method and eligibility criteria, the tenure of the chairman and members and the quality of permanent staff of these commissions should be reviewed and upgraded.

### **Training**

New training institutions should be established for training of technical and professional staff at the Federal and Provincial Governments in the subject areas of their respective expertise. The majority of ex-cadre officers do not undergo any systematic training throughout their career to acquire new skills or modern techniques and knowledge. The shoddy design and implementation, large cost overruns and poor quality of the work in our infrastructure projects and the weak social indicators reflect the inadequate training of the staff in the professional and technical fields.

Just like management training has been made mandatory for promotion to the next grade, professional training should also be made precondition for officers both at the Provincial and the Federal Government levels. Incentives, facilities and standards for specialised and professional training institutions should be comparable to those with the National School of Public Policy.

To attract instructional staff to the training institutes, it is essential to combine policy research at these institutes with extra points in computation of marks for promotion and special emoluments and facilities such as free residential accommodation. Case study methods should be used for analysing large development projects, their costs, benefits and impact.

### **Strengthening Key Institutions of Governance**

About 100 key public sector institutions in the country have a critical impact on the economic and social outcomes. Their governance structure has to be made more transparent and merit-based so that the right man is chosen as the Chief Executive. A special Selection Board will screen, interview the candidates, and prepare a short list for consideration by the Prime Minister. This process will minimise arbitrary discretionary powers of the Chief Executive and attract capable candidates for these key jobs.

### **Compensation and Benefits**

The various reforms proposed in this report would remain ineffective and incomplete unless the question of compensation and benefits to the officers above Grade-17 is not squarely addressed. The present compensation structure whereby 85 percent of the Government's salary bill goes to subordinate staff in Grades 1-16 who are well-paid compared to their private sector counterparts while 15 percent goes to the officers grade who are all underpaid will not allow talented persons to be attracted, motivated and retained to civil services. While it is neither politically feasible nor humanly desirable to get rid of the surplus staff in lower grades, it is proposed that new recruitment to this category be frozen except for teachers, health workers, and policemen. Over time, the budgetary savings freed up by a reduction in the size of the workforce will enable the Government to double or triple the salaries of the officer grade within the budgetary limits.

As a starting point, it is suggested that those selected to the NES through a rigorous competitive examination should be given MP III to MP I scales. After all, the Government is paying these scales to scores of persons whose suitability and eligibility for these posts is questionable and whose selection procedure is opaque. The financial implications of paying these scales to 10,000 officers in the NES and PES are likely to be modest but the benefits in terms

of productivity, morale, low corruption and efficiency will exceed these costs many times over.

Performance-related salary has been introduced in some government organisations such as the Federal Board of Revenue. As long as the selection to these specified posts is competitive and transparent and the measurement of performance indicators is objective, this mode of salary should be introduced in other key organisations and later extended to the whole government in a phased manner.

### **Performance Appraisal**

A fair and equitable compensation system cannot work well unless it is accompanied by an objective performance appraisal system. It is recommended that the current system of Annual Confidential Report (ACR) should be replaced with an open Performance Evaluation Report (PER) system in which the goals and targets are agreed at the beginning of the year, key performance indicators to measure the achievements are settled and an open discussion is held between the appraisee and the supervisor on the identification of development needs to carry out the work. Mid-year review is held to assess progress and provide feedback and the annual evaluation is held jointly through a discussion between the appraised and the supervisor. The appraisee can then sign the report or appeal to the next in line supervisor against the findings of his immediate supervisor. This way the PER is used mostly as a tool for the development of the individual to meet the needs of the organisation. Poor or underperformers are particularly focused upon to bring them to better performance outcomes.

### **Promotion Policy and Career Management**

The promotion policy and career management should be the responsibility of a centralised Human Resource Management and Development Agency. The Establishment Division should be reorganised into two divisions (a) Human Resource Management Division (HRMD), which will be responsible for the policies of recruitment, career planning, promotion, compensation and benefits, severance, etc and (b) Organisational Development Division, which will be responsible for the policies of training and organisational developments. Promotion policy should lay down the criteria including the weight given to PER, training and skills acquisition, rotation of assignments, diversity of experience, complexity of jobs, etc for each level. The HRMD should then guide each Division/Ministry responsible for the

management of human resources in the enforcement of these standards and implementation of policies.

### **Simplifying Rules, Process and Procedures**

E-Government tools and development in digital technology offer promising prospects for improving the efficiency of government, reducing the costs of transactions, conveniencing the ordinary citizens, introducing transparency and reducing discretionary powers and therefore corruption and tracking the performance and output. Despite such potentially powerful impact of E-government the resistance, reluctance and contrived delay in its adoption are fierce. A modest beginning has been made in an ad hoc manner but a concerted effort steered and guided by the top leadership at the Federal and Provincial governments is lacking. Unless serious attention is given by the country's leadership, the pace will remain uneven, the impact will be marginal and the opportunities foregone will be tremendous. The report stresses equally upon training and adaptation by those already working in the government to make the transition from a paper-based environment to electronic filing, messaging, sharing and exchanging of documents, retrieving, reporting and archiving smooth.

The other highly demanding but non-glamorous job the Commission has done is to weed out and purge the multiple rules, regulations, instructions and circulars existing in the manuals followed by the government officials on day-to-day basis, to update them and compile a concise and accurate manual. The Establishment Manual has already been completed while the Finance Manual would be ready by December 2008. These manuals will then be uploaded on the websites of the Government of Pakistan so that they are accessible to the public at large.

The Ministry of Finance has agreed to replace the outdated concept of Financial Advisor organisation by the Chief Financial and Accounts Officer in each Ministry working under the direct control of the Principal Accounting Officer (PAO), who is the Secretary of the Division. The full powers for reappropriation within the approved budget will be delegated to the Secretary of the Division. The Secretary can further delegate some of the financial powers to the Heads of Executive departments or other officers in the Ministry.

### 3.11 Governance and Delivery of Essential Public Services



#### Education

A clarity in division of responsibilities for various levels of education has to be established. The Federal Government will deal only with curriculum and Higher Education financing, standards and regulation. The Provincial Governments will be responsible for college education, technical and vocational training and charters of higher educational institutions. The District Governments will cover primary, secondary and high schools.

- To bring about coordination and ensure uniformity in standards of public, private and not for private schools, it is recommended that a District Education Board be established in each district. The Board will consist of eminent persons enjoying a good reputation in their communities and will have the District Education Officer as the Secretary of the Board. The detailed terms of reference of the Board have been developed. The Boards will be assisted by the School Management Committees which will be empowered. Head Teachers will enjoy more administrative authority in running the schools and disciplining the teachers. The Board will be involved in the oversight of selection of teachers and inspection of schools.
- Management and teaching cadres should be separated and the career paths for the two cadres would not discriminate against the teachers.
- Endowment funds should be established by the Provincial Governments to provide financing for talented students to pursue studies at top institutions in the country. Student vouchers or stipends should be given to mentoring children from the poor families to attend private schools of their choice. Private-public partnerships in the form of “Adopt a School” programmes should be encouraged and given incentives.
- To promote increased female enrolment at primary schools, it is suggested that only female teachers be employed whenever possible.

#### Health

- Health management cadre should be separated from teaching and service providers in each province and the Federal Government. Only those having the aptitude should be recruited as health managers and trained at the National and Provincial health academies.

- The District, teaching and other specialised hospital should have their own boards of directors and should be given autonomy in administrative, financial, legal and human resource matters.
- Health and manpower development, particularly in the nursing and paramedic professions, require urgent attention.
- Health Regulatory Framework should be made more effective and decentralised to the Provincial Directors of Health.

#### Police

- The original Police Order has been compromised by amendments that have weakened the functioning as well as the accountability of the Police. The revised Police Order should be reviewed.
- The Provincial Police Office should be organised along functional lines and the powers delegated under the Police Order should be exercised at all levels.
- Police stations should be merged, upgraded and headed by an officer of Grade-17 with full responsibility for Watch and Ward, Investigation, and Operations.
- Legislative amendments and revised disciplinary rules are needed to allow Police officers to perform their duties in ascendance with the Police Order and to remove the discretionary powers of the Police. Police force should not fall under the purview of the Civil Servants Act (except those belonging to the Police Service of Pakistan) to enforce internal accountability.
- Traffic Police in all large cities should be organised and operated on the lines of Motorway Police.
- Training, allowances, mobility, logistics support, lodging and boarding, medical facilities and welfare of the Police Force fall short of their requirements and create demoralisation, too. These should be reviewed and strengthened.

#### Land Revenue

- Land revenue assessment and collection, adjudication and dispute resolution should be under the District Government but the maintenance and update of land records should be taken away from the District Government and

- placed directly under the Board of Revenue.
- Patwari should be replaced by Revenue Assistant in BS-11 and above and recruited through the Provincial Public Service Commission.
- Colonisation of Government Lands Act 1912 should be revised for better and transparent allocation and utilisation of State land.
- Efforts to create a digital database of land records should be expedited

### 3.12 Re-organisation of Training and Policy Research Institutions

A survey of the Federal Government training institutions was carried out, which revealed that there were 24 training institutions under various Ministries that are engaged in training of civil servants of all kinds. There were 15 other training and skill up-gradation institutions, which mainly cater to the non-civil servants. These training institutes are characterised by highly varied mandate, governance structure, resource availability, and links with policymaking and in their capacity to respond to the changing skill requirements of the Ministries/ Division.

The main thrust of the proposals is that the majority of the officers serving the Federal Government, who do not belong to any cadre or service, receive no systematic training for upgrading their technical and professional skills. This neglect has a major negative effect on the quality of investment and operations of our development projects. The demands on these specialists and technical experts are going to rise exponentially if Pakistan has to maintain competitiveness in the global economy. Several missing institutes which cater to the needs of these specialists and cluster around the key components of our future economic and social development are therefore to be set up. The existing physical infrastructure facilities, available in the Government as a whole, have to be reorganised and reconfigured for setting up these institutes, but the main emphasis is to build up the faculty, curriculum, pedagogy, assessment and testing and to link them with career progression in an integral manner.

The Government incurs financial losses year after year due to cost overruns, poor designs, weak engineering specification, inadequate supervision and cost controls. The engineers working for the Government, after receiving their first degree are seldom exposed to the latest techniques of project management and new developments in materials, processes etc. As two-

thirds of the public sector development expenditure is incurred on energy and infrastructure, the proposed Energy Policy Institute and Infrastructure Policy Institute can play a major role in the up-gradation of the technical and managerial skills of the staff involved in the formulation and implementation of the development projects in these fields. Similarly medical doctors, teachers, agriculture and livestock specialists, economists and financial experts, etc, working in the Federal Government, have to keep themselves abreast of the latest developments in their respective fields

The other missing ingredient in training of civil servants in Pakistan is the inculcation of soft skills – values, attitudes, orientation, and respect for citizens.

The basic underlying principle of the proposed reorganisation is to combine training, continuing education and policy research as a critical service arm to the Ministries. The merger of policy research and training functions under a single institution will have several advantages:

- The scarce expert resources will be pooled with a critical mass available in a field
- Training will benefit from research inputs, while research studies will fill in the knowledge gaps, identified by the participants and the policymakers.
- Physical infrastructure facilities will be commonly shared and operational costs minimised.
- Administrative burden of overseeing multiple institutions on the Ministry will be reduced.



#### **Dr Ishrat Husain**

Dr Ishrat Hussain had prepared a comprehensive roadmap as head of the National Commission on Government Reforms (NCGR). Dr Ishrat Husain is the Dean and Director, Institute of Business Administration (IBA), Karachi.

Ishrat Husain joined the elite Civil Service of Pakistan in 1964 and served in the field and also held mid-level policymaking positions in the Finance, Planning and Development Departments before moving to Washington in 1979 to join the World Bank as an Economist in West Africa Programmes Department. He became the Bank's Resident Representative to Nigeria in 1983 and led the Bank's team that assisted Nigeria in formulating its first ever structural adjustment programme in 1986. On his return to headquarters, he headed the Bank's Debt and International Finance Division and contributed to the development of Bank's strategy that led to World Bank and IMF's participation in the Brady Initiative for Debt Reduction. As Chief Economist for Africa between 1991-94 and later as Chief Economist for East Asia and Pacific Region, he guided and supervised the Bank's analytical work on the countries in these regions. In 1997, he was named the Country Director for Central Asian Republics and he managed the World Bank's relations, programmes and policies with these countries.

Ishrat Husain was appointed the Governor of Pakistan's Central Bank in December 1999. During the next six years, he implemented a major programme of restructuring of the Central Bank and steered the reforms of the banking sector, which are now recognised by the World Bank and IMF to be among the best in developing countries. As a member of the economic management team of the Government, he played a key role in the impressive economic turnaround of Pakistan. In recognition of his meritorious services, he was conferred the prestigious award of "Hilal-e-Imtiaz" by the President of Pakistan in 2003. The Banker Magazine of London declared him as the Central Bank Governor of the year for Asia in 2005. He received the Asian Banker Lifetime achievement award in 2006.

He was appointed the Chairman, National Commission for Government Reforms in May, 2006 with the status of Federal Minister and held that position for two years reporting directly to

the President and Prime Minister of Pakistan. The Commission produced a two-volume report on governance reforms in Pakistan. In March 2008, he took over the charge of the office of the Dean and Director, IBA, Karachi – the oldest graduate business school in Asia. During 2005-06, he was appointed by the Board of IMF as a member of a three-member panel to evaluate the IEO and was also a member of the Mahathir Commission 2020 vision for the Islamic Development Bank (IDB). He also advised the IDB for creating its poverty reduction fund. He is currently a member of the Independent Advisory Committee of the IDB.

Mr Husain has maintained an active scholarly interest in development issues. He has authored 12 books and monographs and contributed more than two dozens articles in journals and 15 chapters in books on the issues of Debt, Adjustment, African Development and Poverty and Pakistan's economy. He is regularly invited as a speaker to international conferences and seminars and has attended more than 100 such events all over the world so far. He is the Distinguished National Professor of Economics and Public Policy and serves on the Boards of several research institutes, philanthropic and cultural organisations.

Ishrat Husain obtained Master's degree in Development Economics from the Williams College and Doctorate in Economics from the Boston University in 1978. He is a graduate of Executive Development programme jointly sponsored by Harvard, Stanford and INSEAD

#### **Mr Javed Hasan Aly**

A former Public Servant, Javed Hasan Aly has been hired to advise on governance and public policy under a newly-designed Promoting Professional Excellence Project. Mr Aly has had an extensive experience working in different departments as Federal Secretary and also holding other important portfolios in the Government of Pakistan.

### 3.14 Conclusion



This report benefits from international experience and Pakistan's own historical record of reforms it has adopted a hybrid approach, whereby a comprehensive long term plan for reform requiring 10-15 years of steady, patient and flexible support from the political leadership has been drawn up. Transition planning is essential and unless these plans are carefully designed and executed, it is quite plausible that these reforms may never take off. The confidence of the stakeholders, including both the public and the civil servants, will be reinforced only if these transition plans are implemented well. Ultimately, it must be emphasised that the Governance reforms proposed in this report is essentially an evolving political process that takes into account the existing

powerful relationships in which the polity is rooted. The report provides that the majority of the officers serving the Federal Government do not belong to any cadre or service, receive no systematic training for upgrading their technical and professional skills. This neglect has a major negative effect on the quality of investment and operations of our development projects. In addition, the report also points out that the missing ingredient in training of civil servants in Pakistan is the inculcation of soft skills – values, attitudes, orientation, and respect for citizens – and provides proposal that the basic underlying principle of the proposed reorganisation is to combine training, continuing education and policy research as a critical service arm to the Ministries.



- The Public Servants (Inquiries Act) 1850
- The Official Secret Act, 1923
- The Provident Fund Act, 1925
- The Pension and Provident Funds (Payment in Rupees) Order 1959
- The Government Servants (Marriage With Foreign National) Rules 1962
- The Government Servants (Conduct) Rules, 1964
- The Section Officers' (Probation, Training and Seniority) Rules, 1964
- The Central Secretariat Service (Class-I) Rules, 1965
- The Central Civil Services (War Injuries Pension) Rules, 1965
- The Government Servant (Applications for Services and Posts) Rules 1966
- The Central Government (Class-IV Servants) Provident Fund Rules, 1966
- The Federal Employees Benevolent Fund and Group Insurance Act, 1969
- The Federal Employees Benevolent Fund and Group Insurance Rules, 1972
- The Civil Servants Act, 1973
- The Service Tribunals Act, 1973
- The Government Servants (Efficiency and Discipline Rules) 1973
- The Civil Servants (Appointment, Promotion and Transfer) Rules, 1973
- The Civil Servants (Change in Nomenclature of Services and Abolition of Classes) Rules 1973
- The All-Pakistan Services (Change in Nomenclature) Rules, 1973
- The Rules of Business, 1973
- The Service Tribunals (Procedure) Rules 1974
- The Federal Investigation Agency Act, 1974
- The Service Tribunals (Procedure) Instructions, 1977
- Appointment of Inquiry Officer against Misconduct and Corrupt Practices by Government Servant (CMLA Martial Law Order No. 17 of 1977)
- The Civil Servants (Appeal) Rules, 1977
- The Liberalised Pension Rules, 1977 & the Pension-cum-Gratuity Scheme

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<sup>37</sup>This list of civil service laws is not exhaustive. Only important laws are provided in this list.

- The Revised N.S.P & Allowances, 1977
- The Federal Public Service Commission Ordinance, 1977
- The Federal Public Service Commission (Functions) Rules, 1978
- The Federal Public Service Commission (Composition & Condition of Service ) Regulations, 1978
- The Revised Leave Rules, 1980
- The Occupational Groups & Services (Probation, Training & Seniority) Rules 1990
- The Civil Servants (Seniority) Rules, 1993
- The Civil Servants (Confirmation) Rules, 1993
- The Initial Appointment to Civil Posts (Relaxation of Upper Age Limit) Rules, 1993
- The Removal from Service (Special Powers) Ordinance, 2000 (Repeal)
- Revision of Basic Pay Scales & Allowance & Pension of Civil Employees of Federal Government 2005
- Increase in Basic Pay and Allowances of Civil Employees of Federal Government (2008)
- ESTACODE: (Civil Establishment Code), Compendium of Laws, Rules, and Instructions for Civil Servants.
- The Removal from Service (Special Powers) (Repeal) Act, 2010.

## Annexure-II Government Departments in Khyber Pakhtunkhwa<sup>38</sup>

 Administration	 Agriculture
 Auqaf	 Establishment
 Excise & Taxation	 Environment
 Elementary & Secondary Education	 Finance
 Food	 Health
 Home & Tribal Affairs	 Higher Education
 Housing	 Industries
 Law	 Local Government
 Planning & Development	 Population Welfare
 Revenue	 Science & Technology and Information Technology
 Tourism	 Communication & Works (C&W)
 Zakat and Ushr	 Social Welfare
 Energy & Power	 Transport
 Information & Public Relations	 Mineral Development
 Irrigation	 Inter-Provincial Coordination

<sup>38</sup><http://www.khyberpakhtunkhwa.gov.pk/Gov/Departments.php>

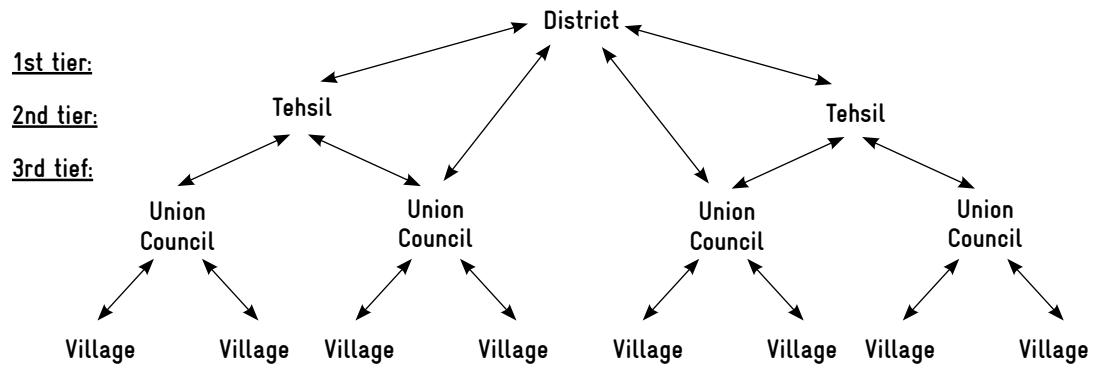
### Annexure-III Directorates/Attached Units in Khyber Pakhtunkhwa<sup>39</sup>

 Technical Education & Manpower Training	 Stationery & Printing
 Workers Welfare Board	 Employee Social Security Institution
 Small Industrial Development Board	 Industries, Commerce & Labour
 Sarhad Development Authority	 Workers Welfare Children Board
 Bureau of Statistics	 Staff Training Institute
 Information Technology Excellence Centre	 Information Technology
 Wildlife	 Fisheries
 Forests	 Prison
 Public Safety & Police Complaints Commission	 Reclamation and Probation

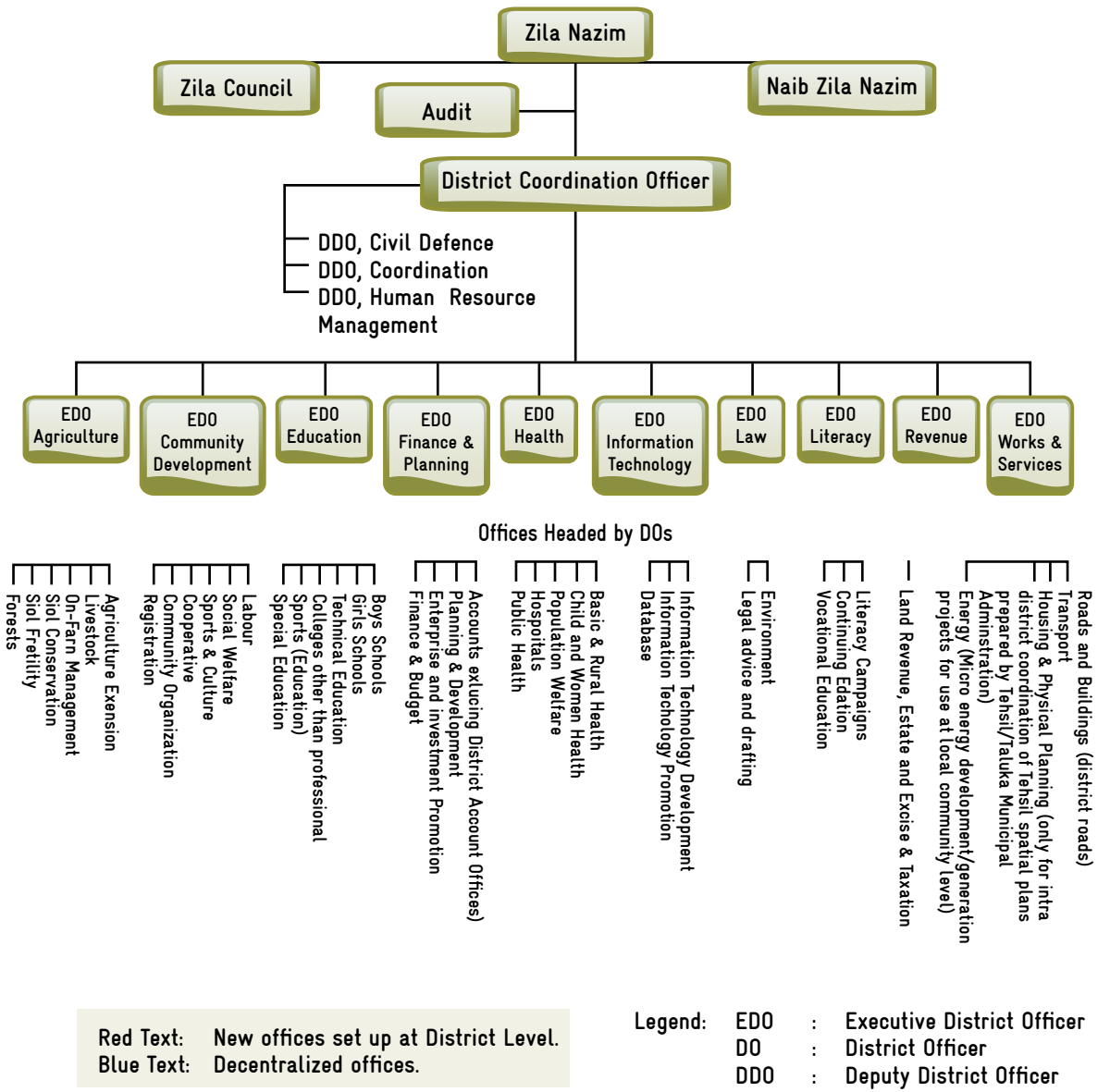
<sup>39</sup><http://www.khyberpakhtunkhwa.gov.pk/Gov/Departments.php>



Under the erstwhile devolution scenario, the province was territorially divided into districts, which are again subdivided into sub-districts or tehsils:

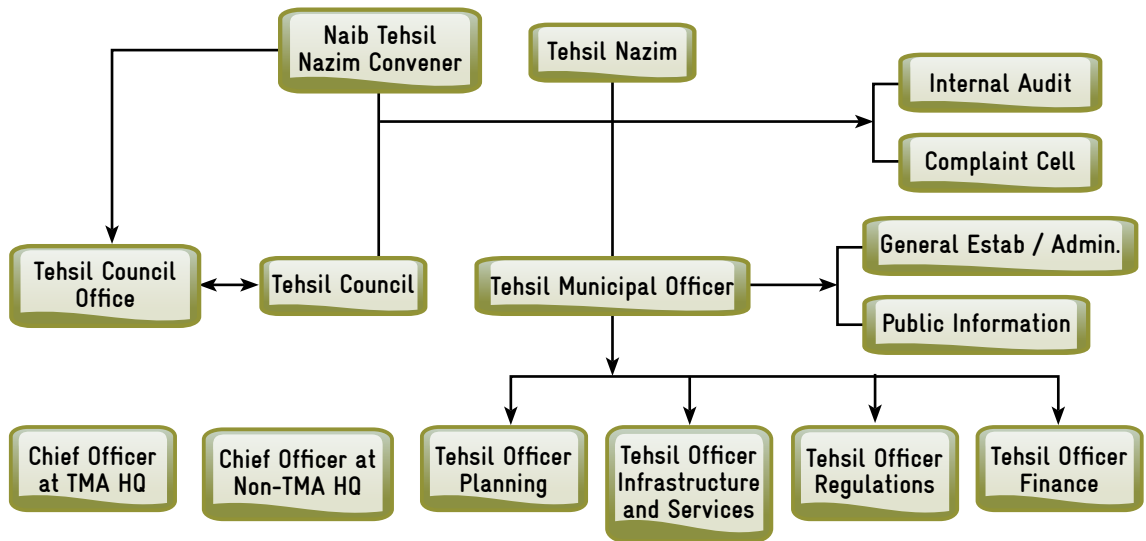


**Annexure-V Administrative Structure in District under LGO 2001**





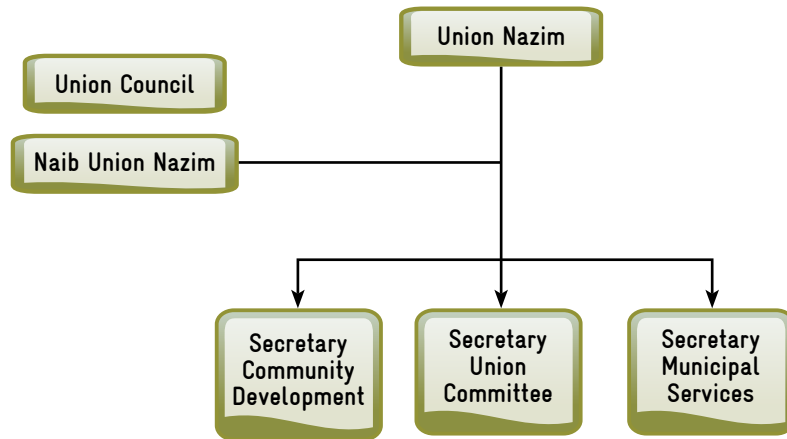
Annexure-VI Tehsil Municipal Administration Organisation under LGO 2001



\*The word Tehsil may be read as Taluqa where applicable.

**Annexure-VII Administrative Structure in Union Council under LGO 2001**

At the lower tier, the Union Administration, which is a body corporate, covers the rural as well as urban areas across the whole district. It consists of Union Nazim, Naib Union Nazim and three Union Secretaries and other ancillary staff.



S#	Institutes under various Ministries
1	Secretariat Training Institute
2	Civil Services Academy (NSPP)
3	NIMs Karachi, Lahore, Peshawar, Islamabad, Quetta (NSPP)
4	National Management College, Lahore (NSPP)
5	Pakistan Academy for Rural Development
6	Municipal Training and Research Institute (to be renamed as Urban Training and Research Institute)
7	Akhtar Hameed Khan National Centre for Rural Development
8	Academy of Educational Planning
9	Pakistan Manpower Institute
10	Health Services Academy
11	Agriculture Prices Commission
12	Pakistan Forest Institute
13	Pakistan Railways Academy
14	Pakistan Postal College
15	Audit and Accounts Academy
16	Income Tax Academy
17	Customs and Excise Academy
18	Foreign Trade Institute of Pakistan
19	National Policy Academy (NPA)
20	Pakistan Planning and Management Institute (PPMI)
21	Information Services Academy (ISA)
22	Foreign Service Academy (FSA)
23	Central Jail Training Institute (CJTI)
24	Anti-Narcotics Law Enforcement School (ANLES)

<sup>40</sup>This list is taken from Governance Institutions Network International project report 2009.

## 15. Annexure-IX List of Local Government Training Institutions



1	National Centre for Rural Development, Islamabad
2	Pakistan Academy for Rural Development, Peshawar
3	Punjab Local Government Academy, Lalamoosa
4	Municipal Training and Research Institute, Karachi,
5	Sindh Local Government and Rural Development Academy
6	Balochistan Rural Development Academy, Quetta
7	Local Governance School, Peshawar

## 15. Annexure-X Selective Khyber Pakhtunkhwa Training Institutes

1	Local Governance School (LGS), Local Government Elections and Rural Development Department, Peshawar
2	Pakistan Provincial Services Academy (PPSA) Peshawar
3	Staff Training Institute, Peshawar
4	Technical Education and Manpower training
5	Provincial Health Services Academy, Health department, Government of Khyber Pakhtunkhwa
6	Provincial Institute of Teacher Education (PITE)
7	Industrial Training Centres
8	The Khyber Pakhtunkhwa Judicial Academy
9	Skills Development Council, Peshawar

## 15. Annexure-XI Composition of National Commission for Government Reforms

1.	Dr. Ishrat Husain	Chairman
2.	Dr. A. Malik Kasi	Member
3.	Mr. Shafqat Ali Shah Jamot	Member
4.	Mr. Shamsh Kassim Lakha	Member
5.	Mr. Farooq Rahmatullah	Member
6.	Mr. Asad Jahangir Khan	Member
7.	Mr. Shahid H. Kardar	Member
8.	Mr. Ejaz Rahim	Member
9.	Secretary Cabinet	Ex-officio Member
10.	Secretary Establishment	Ex-officio Member
11.	Secretary Finance	Ex-officio Member
12.	Ms. Nargis Sethi	Secretary

## Annexure-XII Terms of Reference (TORS) of National Commission for Government Reforms



- a. The Commission shall review and make a clear, precise and implementable set of recommendations in respect of:
  - i. The division of functions, responsibilities and accountabilities among the Federal, Provincial and Local Governments to avoid duplication, overlap and functional redundancy;
  - ii. The appropriate size of government organisations at each tier of government including attached departments, autonomous bodies, public sector corporations and other entities in the light of the responsibilities and functions assigned to each;
  - iii. Improving existing, institutional capacity through identification and meeting of skill gaps in the context of functions assigned to organisations of government at all levels;
  - iv. The redesigning of rules and core business processes at all levels of government to achieve functional efficiency, client orientation, cost reduction, transparency and a shift of focus from process compliance to output and outcomes;
  - v. Inter-linkages between Federal, Provincial and local public services with a view to strengthening the federation through increased transaction efficiency and smoother conduct of business;
  - vi. Public service design for all tiers of the government that would include:
    - The structure of the public services at all levels in view of functional reassignments;
    - Recruitment, training, placement; promotion and career planning for the public services;
    - The development of human capital through training and higher education;
    - Indicators for qualitative and quantitative measurement of performance for diverse professions and services;
    - Compensation packages and performance-based incentives;
    - Measures to fill capacity gaps in the interim;
- b. The review and recommendations of the Commission shall be made remaining within the ambit of the provisions of Constitution of Islamic Republic of Pakistan.
  - vii. Legislative requirement to implement the plan;
  - viii. Resource requirement to implement the plan;
  - ix. A monitoring mechanism to monitor the implementation of the approved recommendations.







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