

Public Administration

Lecture 3

Question

- Bureaucracy and Democracy are antithetical. Bureaucracy is hierarchical, elitist, specialized, and informed while democracy is communal, pluralist, generalized, and ill-informed.
- How the gap between the two can be bridged?

Civil Service in Early Years

Three categories of Federal Services in Pakistan

Generalist-
administrative

Functional

Specialized

Generalist Service

- Called Civil Service of Pakistan (CSP)
- Successor to Indian Civil Service and Indian Political Service
- Positions at central and provincial secretariats and district reserved for CSP officers

Functional Services (09)

- Pakistan Foreign Service
- Police Service of Pakistan
- Pakistan Audit & Accounts Service
- Pakistan Taxation Service
- Pakistan Military Accounts Service
- Pakistan Customs & Excise Service
- Pakistan Railways Accounts Service
- Pakistan Military Lands & Cantonment Service
- Pakistan Postal Service

Specialized Services

- Central Engineering Service
- Telegraph Engineering Service
- Telegraph Traffic Service
- Geological Survey of Pakistan

Class System

- Civil service divided into 04 classes
 - Class I & II gazetted officers
 - Class III secretarial staff
 - Class IV manual workers

Quota System

- 20% merit
- 40% East Pakistan
- 40% West Pakistan
 - Punjab 23%
 - Sindh, NWFP, Tribal Areas, Balochistan 15%
 - Karachi 2%

Exam

- Competitive Exam held each year for
 - CSP
 - Functional Services

Training

- CSP officers trained at Civil Service Academy for 8 months
- 18 months on-job training

Training

- 9-month training at Finance Services Academy for training of officers of Financial Services
 - Pakistan Audit & Accounts Service
 - Pakistan Taxation Service
 - Pakistan Military Accounts Service
 - Pakistan Customs & Excise Service
 - Pakistan Railways Accounts Service
- Followed by departmental training

Local Administration

- District basic unit of governance
- DC head of district administration
 - Development and coordination of govt activities
 - Revenue (Collector and chief revenue judge)
 - Law & order (controlled police)
 - Judicial (District Magistrate)
- DC reported to Commissioner

Bhutto Era Reforms 1972

Key Reforms

- Background
 - Civil Servants
 - Businesses

Key Reforms

- Constitutional protection which ensured the independence and neutrality of civil servants was revoked
- Replaced by Civil Servants Act 1973

Key Reforms

- Occupational Groups were put in place instead of cadres, which introduced a unified structure of grading called Basic Pay Scales from BPS-1 to BPS-22

Key Reforms

- BPS-1-4
 - Workers performing unskilled tasks
- BPS-5- 15
- Various categories of clerical personnel
- BPS-16
- superintendents
- BPS-17-22.
 - Officers

Key Reforms

1. District management group
2. Police service of Pakistan
3. Secretariat group/OMG
4. Accounts group
5. Commerce and trade group
6. Customs and excise group
7. Foreign service of Pakistan

8. Income tax group
9. Information group
10. Military lands and cantonment group
11. Postal group
12. Railway group

Key Reforms

- A significant reduction in the financial remuneration of the civil servants

Key Reforms

- A common training program introduced for all employees
- The batch of officers who attended CSA in 1973 is called “1st Common”

Key Reforms

- Up till 5th Common the allocation of occupational groups was done after CTP
- From 6th Common onwards this task was assumed by FPSC

Key Reforms

- CSP divided into two groups
 - District Management Group
 - Tribal Areas Group
- DMG headed administration in settled districts
- TAG handled administrative tasks in some regions of Balochistan

Key Reforms

- System of later entry into higher positions in civil service introduced to allow qualified individuals to apply for the post of DS, JS, and AS through competitive examination
- Caused conflicts in service

Reforms by Gen Ziaul Haq

Key Reforms

- Lateral recruitment of civil servants abolished
- Tribal Area Group merged with DMG

Key Reforms

- Reservation of seats for military personnel in civil service raised to 10%
- Induction at Captain rank and identical positions from Navy and Air Force

Reforms by Gen Musharraf

Introduction

- Most comprehensive reforms in civil service mainly through the 2001 Devolution of Powers Plan
- NRB set up to design and implement the reforms

Introduction

- Essential purpose was to strengthen local govts or democracy at grassroots
- Local Government Ordinances 2001: local bodies comprised
 - District Governments
 - Tehsil/Town Governments
 - Union council Governments

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Nazims

Key Reforms

- Zila Nazim made head of district govt, assisted by district administration
- DC office restructured into DCO
- Abolition of Executive Magistracy
- Elected Zila Nazim given additional powers previously exercised by DC

Key Reforms

- Various functions and responsibilities of provincial govt devolved to district govts
 - 31 depts decentralized from province to district
 - Creation of a District Service for decentralized local govt functions

Key Reforms

- The district administration was also under the scrutiny of local representatives and the public. It was also responsible for addressing the complaints of citizens

Police Reforms

- In 2002, a comprehensive package of reforms was introduced for the police, which replaced the 1861 Police Act.

Police Reforms

- The Police Order 2002, which was enacted following the abolition of Executive Magistracy, gave the police complete control over the local law enforcement units
- The district police made accountable to the elected mayor

Police Reforms

- Police made accountable to the people through the establishment of local, provincial, and national public safety commissions

Police Reforms

- Superintendent of police (SP) became DPO
- The police force was also restructured on a functional basis. The prosecution service was also separated from the police through an independent organization.

National Commission for Government Reform (NCGR) proposals

Key Reforms

- In 2006, the National Commission for Government Reform (NCGR) set up under the chairmanship of Dr. Ishrat Hussain and published a report in 2008

Key Proposals

- Abolition of time-based promotion (mean promotion based on seniority) and recommended Performance-based promotion
- Recommended Four-Tier Civil Service Structure

Key Proposals

- **1 All Pakistan Services**
 - National Executive Service
 - PAS (DMG)
 - Police service of Pakistan

NES

- Comprise EMG and GMG
- Fill in all senior positions (BPS 20-22) in Federal Secretariat
- Open to all existing govt officers and professionals from outside
- Regional/ Provincial quotas for recruitment
- Selection through competitive exam

Key Proposals

- **2 Federal Service**

- Pakistan foreign services
- Pakistan audit and account service
- Pakistan taxation service with two cadres for custom and inland revenue

Key Proposals

- 3 Provincial Civil Service
 - Provincial management service
 - Provincial executive service
 - provincial counterpart of NES
 - Provincial technical and professional service
 - Provincial judicial service

Key Proposals

- 4. District Civil Service (1-16) For each district or group of districts
 - General cadre
 - Technical Cadre

Key Proposals

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

Key Proposals

Recruitment

- The choice of services in CSS examination should be linked with the selection of elective papers.
- 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

Key Proposals

Compensation

- 85% of Salary bill goes to subordinate staff, who are well-paid compared to their private sector counterparts
- 15% goes to the officers grade who are all underpaid
- New recruitment to subordinate staff be frozen except for teachers, health workers, and policemen to create fiscal space for better pay package for officers

Key Proposals

Compensation

- NES officers may be given MP III to MP I scales
- Performance-related salary

Key Proposals

Performance Evaluation

- Current ACR system replaced with an open Performance Evaluation Report (PER) system in which
 - Goals and targets agreed at start of the year
 - KPIs to measure achievements settled and an open discussion held between the appraisee and the supervisor on the identification of development needs to carry out the work

Key Proposals

Performance Evaluation

- Mid-year review to assess progress and provide feedback
- Annual evaluation jointly through discussion between the appraisee 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 organization.
- Underperformers particularly focused upon to bring them to better performance outcome

Present Civil Service Structure

Constitutional Provisions

Federalism (Art 1)

- Pakistan shall be a Federal Republic comprising
 - Provinces of Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh
 - Islamabad Capital Territory (ICT)

Federalism

- Executive and legislative powers distributed between Centre (Federation) and provinces

Extent of executive authority of Federation (Art 97)

- Executive authority of federation extends to the matters on which Parliament has power to make laws, including exercise of rights, authority and jurisdiction in and in relation to areas outside Pakistan
 - Federal Legislative List (4th Schedule)
 - Rest fall in legislative competence of provinces

Executive authority of Federation (Art 90)

- Executive authority of Federation shall be exercised in the name of the President by Federal Govt comprising
 - PM (chief executive)
 - Federal Ministers

Provinces

Provincial Govt

- Executive authority of the Province shall be exercised in the name of the Governor by the Provincial Government, consisting of the Chief Minister and Provincial Ministers, which shall act through the Chief Minister (Art 129)

Provincial Govt

- All executive actions of the Provincial Government shall be expressed to be taken in the name of the Governor. (Art 139)
- The Provincial Government shall make rules for the allocation and transaction of its business

Provincial Rules of Business

- Punjab Govt Rules of Business 2011
- Sindh Govt Rules of Business 1986
- Khyber Pakhtunkhwa Govt Rules of Business 1985
- Balochistan Govt Rules of Business 2012

Current Civil Service Structure in Pakistan

Basic Structure

Three unified grades

- **All Pakistan Unified Grades (APUG)**
 - 03 occupational Groups/Services
- **Federal Unified Grades (FUG)**
 - 11 Occupational Groups/Services
 - Ex cadre officers (BS 17 and above)
 - Subordinate staff (BS 1-16)
- **Provincial Unified Grades (PFG)**

All Pakistan Unified Grades (APUG)

- Officers posted in Federal as well as Provincial Governments and Districts, mostly on posts reserved for them.
- Comprises
 - PAS/DMG (BPS-17 to 22)
 - PSP (BPS-17 to 22)
 - Secretariat Group (BPS-19 to 22)

Federal Unified Grades (FUG)

- FUG officers normally posted in Federal Govt only
 1. Audit & Accounts
 2. Commerce and Trade
 3. Pakistan Customs
 4. FSP
 5. IRS (created in 2010)
 6. Information
 7. Military Lands & Cantonment
 8. OMG.
 9. Postal
 10. Railways (Commercial and Transportation) Group
 11. Economist & Planners

Ex-Cadre Officers

- Officers mainly belong to technical and professional categories
 - Specialised positions in Ministries of Education, Science & Technology, MNFSR, Communications
 - Attached Departments, Subordinate Offices, Bureaus, Commissions, Research Organisations
- Account for 80-90% of officers in Federal Govt
- Have relatively limited career progression compared to occupational groups

Subordinate Staff of BS-1 to BS-16

- Posted in ministries/ division/departments
- More than 90% of the positions in the Federal Govt ministries/ attached departments/subordinate offices, etc occupied by the subordinate staff

Recruitment Policy

- Recruitment to federal services/posts regulated by
 - Civil Servants (Appointment, Promotion and Transfer) Rules, 1973
 - FPSC Rules, 1978
- Recruitment to all federal services/posts at the entry point is made on provincial/regional quota basis, through:
 - FPSC in BS-17 and above
 - Ministry/Division /Department in BS-1 to BS-16

Local Govt System (Art 140A)

- Each Province shall, by law, establish a local government system and devolve political, administrative and financial responsibility and authority to the elected representatives of the local governments

Federal Civil Service

Regulations

- The Civil Establishment Code (ESTACODE), a vast compendium of laws, operating procedures, and rules and regulations, governs every aspect of the civil service.

Regulations

- Each province has its own Public Service Commission and laws and rules for recruitment to the Provincial Civil Service

Regulations

- Article 212 of the Constitution mandates the creation of service tribunals to exercise exclusive jurisdiction over issues relating to the terms and conditions of service of civil servants, including disciplinary matters

Regulations

- The office of Federal ombudsman
- Legal basis: Wafaqi Mohtasib (Ombudsman) Order 1983
- To “diagnose, investigate, redress and rectify” any injustice done to any person through “maladministration” by any governmental agency.

Regulations

- The federal ombudsman may
 - summon officials
 - compel them to produce documents
 - receive evidence on affidavits
 - recommend the concerned agency to initiate disciplinary proceedings against an official found guilty of maladministration.
- These recommendations are non-binding.
- Each province has its own provincial ombudsman to hear complaints against provincial government agencies

Direct induction of military officers

- Since 1980s, an annual 10% 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 CSS examination or any other entry test
- Nominated by their respective depts and then interviewed by the FPSC.
- Allocated to Police, PAS, or FSP

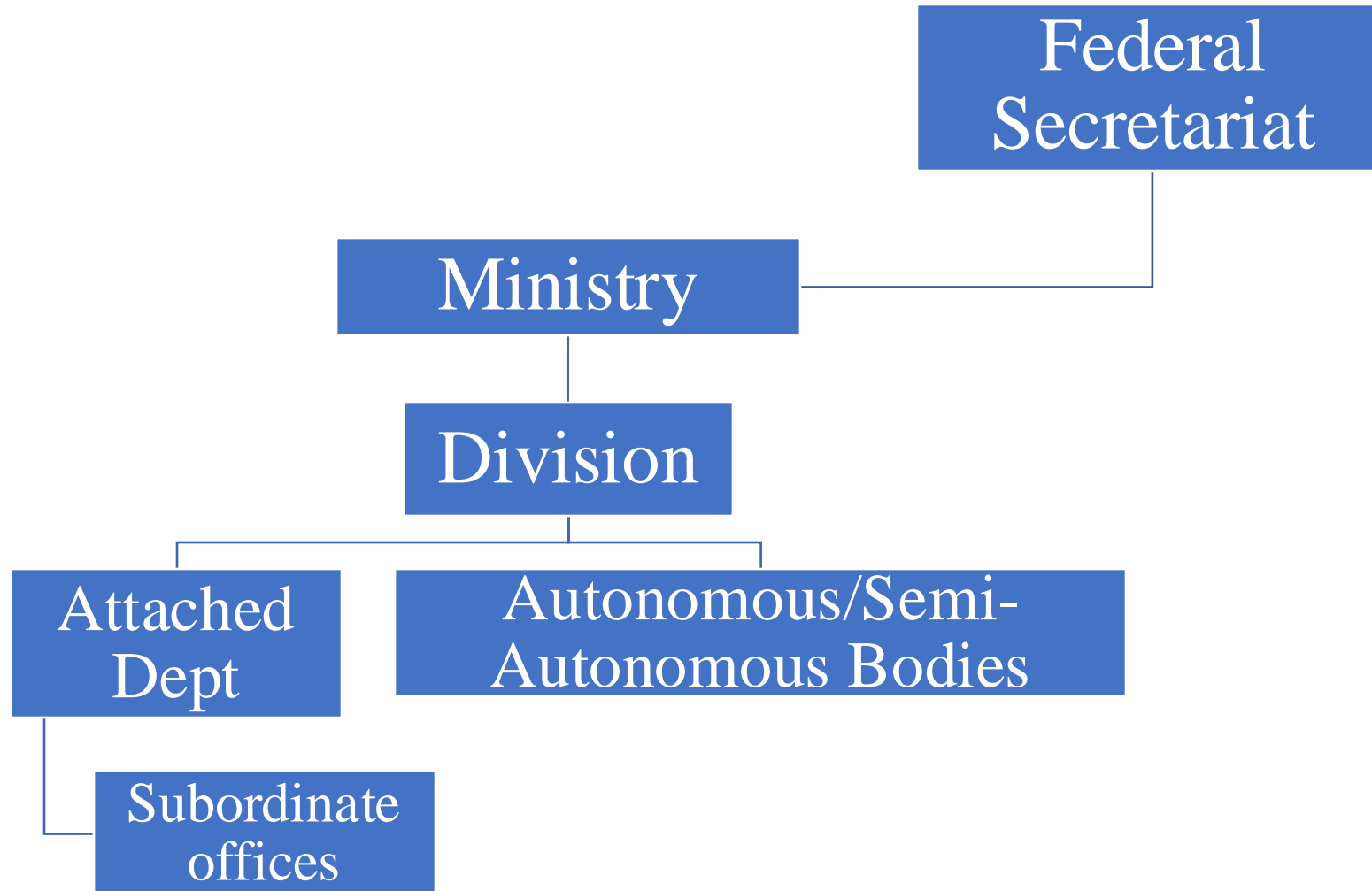
Postings, Promotions and Performance Evaluation

- Civil Servants (Appointment, Promotion and Transfer) Rules of 1973
 - Promotions and transfer to posts in BS 2-18 on recommendation of DPC
 - Promotions and transfer to posts in BS 19-22 on recommendation of Selection Boards.
 - Promotions to BPS-22 decided by PM

Postings, Promotions and Performance Evaluation

- Promotion criteria
 - Minimum length of active service
 - An unblemished disciplinary record
 - The required threshold in PERs
 - Completion of the mandatory training course

Organisation of Federal Government



Attached Department

- Has a direct relation with Ministry or Division
- Provide assistance to the Ministry in the formulation and execution of the policies
- Are under the control of Ministry or Division.

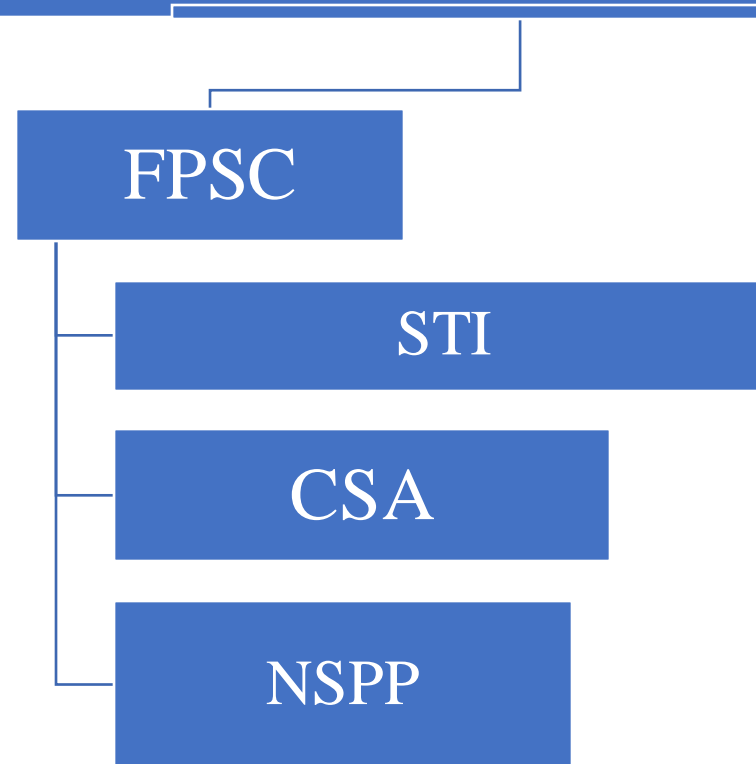
Subordinate Offices

- An attached department may have one or more subordinate offices known as “field offices”
- Perform specific duties
- Responsible for execution of all filed activities of the attached department

Autonomous/Semi-Autonomous Bodies

- Ministries or Divisions may have one or more autonomous, semi-autonomous bodies
- Represent decentralisation for arriving at speedy decisions.
- Main sectors in which these bodies work are Finance, Education and Banking

Establishment Division



Civil Service in Provinces

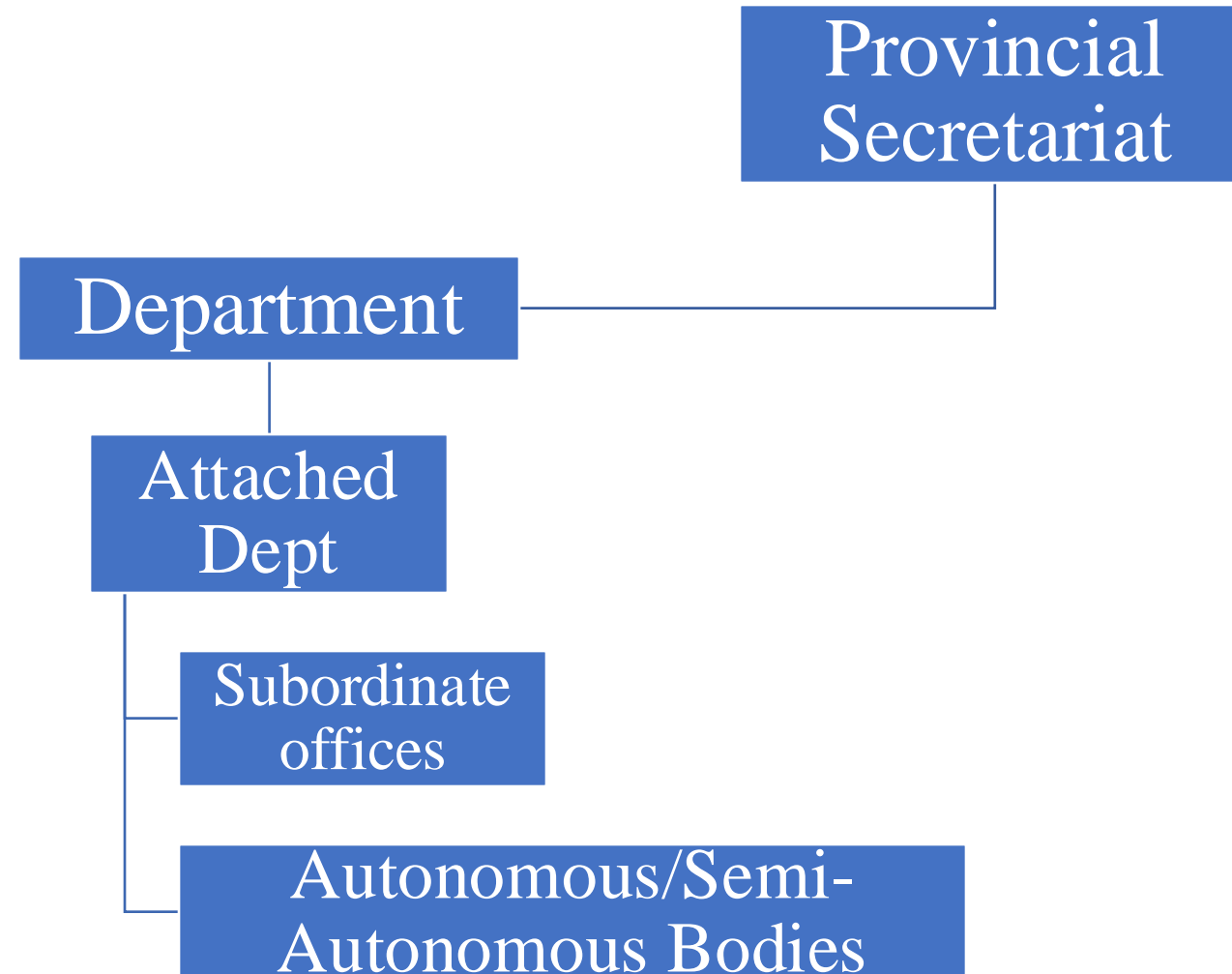
Civil Service in Provinces

- In provinces, the highest ranking member of the civil administration is Chief Secretary, who supervises the administrative functioning of all provincial depts
- Acts as the primary link between the provincial political executive – the Chief Minister – and the province's civil administration
- Assisted by one or more ACS

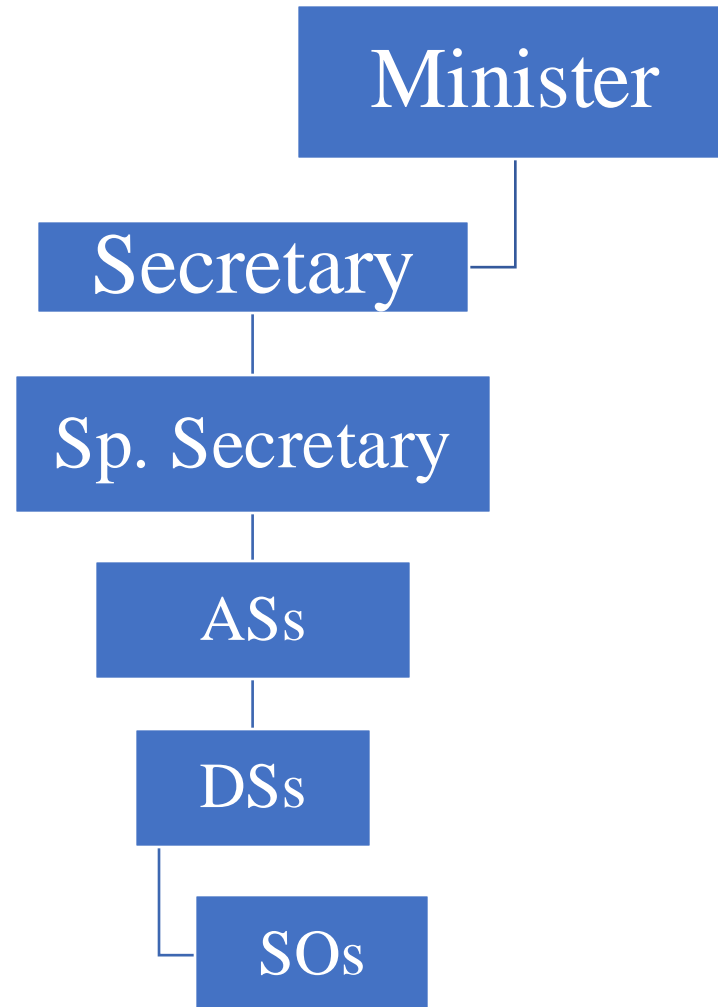
Civil Service in Provinces

- Department the basic unit
- Secretary official head of the Department
- Secretary distributes the work of the Department among the officers, branches and/or sections.

Organisation of Provincial Government



Hierarchy in Provincial Dept



Civil Service in Provinces

- Provinces have their own
 - Public Service Commissions
 - Civil Servants Acts
 - Rules of Business
 - Other Rules
 - Services Tribunals