

Public Administration

Lecture 2

By Hussain Haider

26th Common

Concerns about Bureaucracy

1. Bureaucratic power a threat to accountability

- Opportunities and expertise civil servants obtain as full-time public servants may give them immense power
- Civil servants can control flow of information to politicians

Dealing with Bureaucratic power

- Bureaucratic Accountability
 - to ministers, parliament, courts, or ombudsmen
- Putting in place counter-bureaucracy institutions
 - Consultants, technical advisors, special assistants
- Legal changes
 - Right to information acts

2. Problems in Developing Countries

- Bureaucracy not a product of society itself but has a structure that is copied from a developed country and incorporates its characteristics
- Weakness of other institutions tends to make civil service powerful
 - Pakistan's early history

Dealing with this problem in Developing Countries

- Reforms in bureaucracy to make it concordant with social needs
- It's for politicians to make bureaucrats responsive to social needs

3. Organizational Problems

Centralism

Organizational
growth

Secrecy

Isolation

Conservatism

4. Operational Problems

Prescriptivism

Avoidance of
responsibility

Politicization

Corruption

Evolution of Public Administration in Pakistan

British Rule

- Rule by the East India Company
(1757-1857)
- Rule by British Crown (1858-1947)

British Roots

- Secretariat system
- All Pakistan services
- Recruitment, training, office procedures, local administration, district administration
- Budgeting, auditing, centralising tendency
- Police administration
- Revenue administration

India under EIC

- District Collector office set up in 1772
 - Revenue collection
 - Civic justice
 - Magisterial work
- Emergence of office of Chief Secretary in 1799
- Divisional Commissioners appointed in 1829

Government of India Act, 1858

- Company rule replaced with the rule of British Govt
- Governor-General renamed Viceroy
- British Govt powers were exercised by Secretary of State for India (SSI)
 - a member of the British Cabinet
- SSI assisted by 15-member Council of India
 - An all British composition
- Provided for creation of Indian Civil Service (ICS) under SSI control

Government of India Act, 1858



Growth of Indian civil services

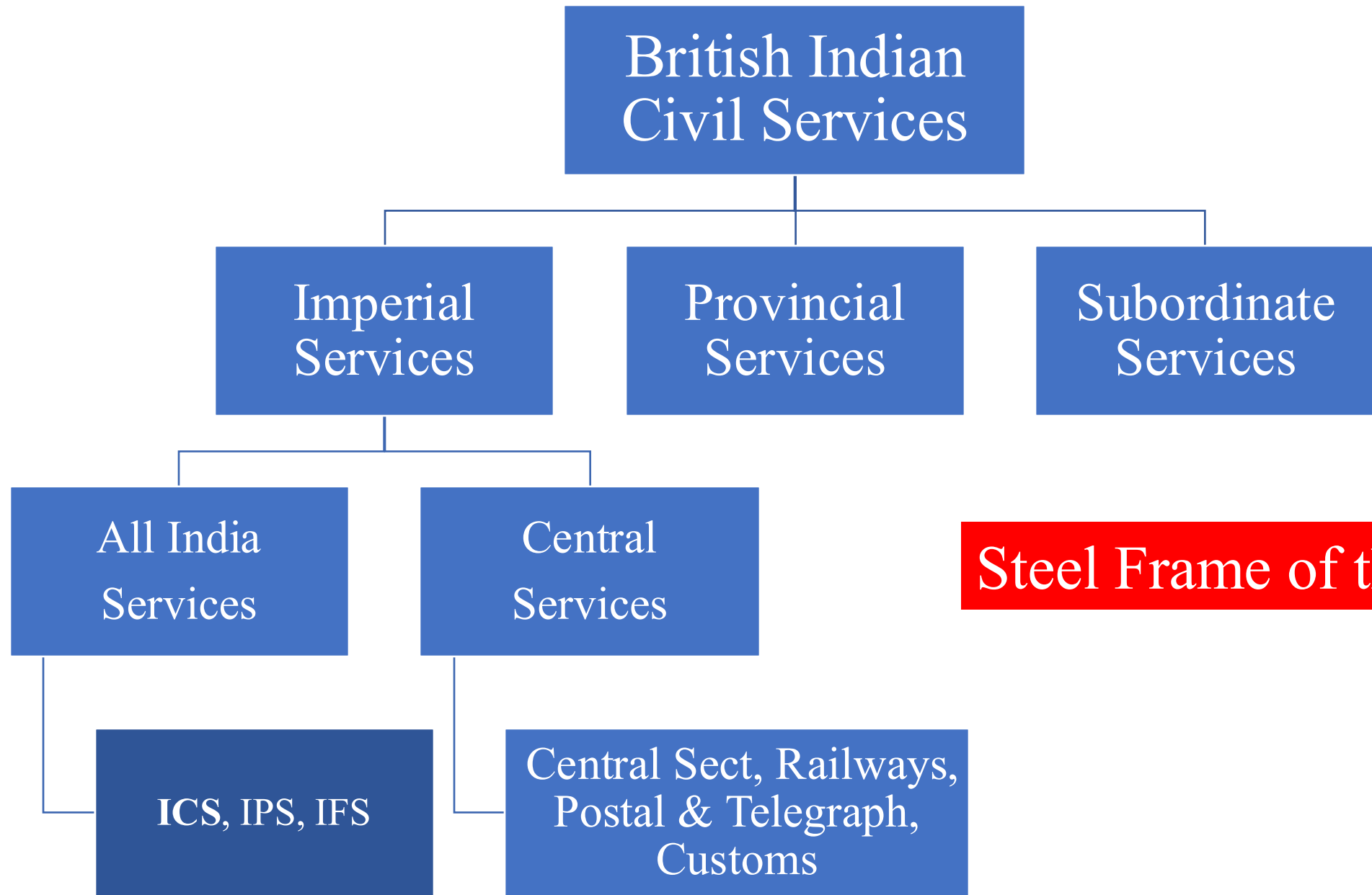
- 1887, civil services divided into
 - Imperial (recruiting & controlling authority SSI)
 - Provincial (provincial govts)
 - Subordinate

Govt of India Act, 1919

- Imperial Services split into
 - All India Services
 - ICS, IPS, IFS
 - Central Services
 - Central Sect, Railways, Postal & Telegraph, Customs
- First Public Service Commission set up at Allahabad in 1925
- A 40-40% share of Europeans and Indians to fill up ICS and rest 20% by promotions from provincial services.

Govt of India Act 1935

- Provided for setting up Federal Public service Commission and similar institutions at provincial level
- In April, 1937, Public Service Commission became Federal Public Service Commission.
- This was an important step towards the Indianization of Civil Services



Steel Frame of the Raj

Indian Civil Service (ICS)

- Also known as Imperial Civil Service
- Higher civil service in British India
- Govt of India Act. 1858 the legal basis

Indian Civil Service (ICS)

- Districts basic units of governance
- 250 districts
- Initially, all top ICS officers were British

Indian Civil Service (ICS)

- In 1853, competitive exams introduced to fill in civil service positions
- Later Indians also allowed to compete
- In 1922, exams began to be held in India also, apart from London
 - First Allahabad and later in Delhi with setting up of FPSC

Indian Civil Service (ICS)

- Tenure between 25 and 35 years
- Also served in Indian Political Dept
 - Diplomatic and political relations with other British colonies
- Eligible for appointment in High Courts (50% quota)

Civil Service in Early Years of Pakistan

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

Introduction

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

Nazims

Key Reforms

- Zila Nazim made head of district govt, assisted by district administration
- DC office restructured into DCO
- Abolition of Executive Magistracy
- Abolition of Divisions and Commissioner
- 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 nazim

Police Reforms

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

Police Reforms

- Superintendent of police (SP) became DPO

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

Question

- Civil service reforms remain high on the government's agenda. Propose some of the reforms as well as the obstacles to accomplishing them