

MOCK EXAMS

PART - II

QUESTION NO:-2

1. INTRODUCTION:

Despite possessing an elaborate planning mechanism such as the **Planning Commission, Five-Year plans, Vision 2025, and sectoral frameworks** Pakistan has persistently been criticized for prioritizing short-term political and fiscal considerations over long-term development objectives. This criticism is largely valid. The failure does not lie in the absence of plans, but in systemic weaknesses related to **political instability, institutional fragmentation, weak implementation capacity, and poor governance culture**. Consequently, development planning in Pakistan remains reactive, discontinuous, and personality-driven rather than institutional and sustainable.

2. Pakistan's Planning Mechanism:

Pakistan has a comparatively sophisticated planning structure:

- Planning Commission (PC) under the Ministry of Planning
- Medium-Term Development Frameworks (MTDFs)
- Five-Year Plans
- Vision 2025 and Urban Pakistan
- Annual Development Programmes (ADPs and PSDP)

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In theory, these instruments aim to align short-term actions with long-term national goals. However, in practice, short-termism dominates Pakistan's development trajectory, showing a clear pattern of policy reversals, abandoned projects, and short-lived reforms, indicating systematic neglect of long-term planning.

3. Reasons of Failure:

1. Political Instability and Electoral Cycles:

Pakistan's frequent regime changes disrupt the political continuity. Governments prioritize visible, quick-impact projects to win elections rather than long-term investments

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like education, research, or institutional reform. Each new government **abandons or renames previous plans**, causing wastage of resources.

Case Study: **Vision 2025 (PML-N)** was largely shelved after 2018 and replaced with new government frameworks by subsequent governments with minimal continuity.

Thus, long-term plans rarely reach maturity.

3.2 Politicization of Development Planning:

Planning decisions are often politically motivated rather than **evidence-based**. The development funds are allocated to **politically influential constituencies** and mega projects are announced without feasibility or sustainability analysis.

Case Study: **Metro bus and Orange line projects** prioritized urban visibility over nationwide integration and social sector investment.

This results in skewed development and regional inequalities.

3.3 Weak Implementation Capacity and Bureaucratic Inefficiency:

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Pakistan's bureaucracy is strong in **rule-making** but weak in execution. There's **poor inter-ministerial coordination**, delays in project approvals and cost escalations and lack of **professional project management skills**.

Case Study: **Neelum-Jhelum Hydropower Project** suffered massive delays and cost overruns due to poor planning and administrative inefficiencies.

As a result, long-term projects became fiscally unsustainable.

3.4 Dominance of Short-Term Fiscal Management (IMF Conditionalities)

Chronic balance-of-payments crises force governments into **short-term stabilization policies**. The development spending is often cut to meet **IMF targets** and long-term social investments are sacrificed.

Case Study: Repeated IMF programs led to **reductions in PSPP allocations**, particularly for health and education.

As a result, Planning becomes survival-oriented rather than growth-oriented.

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3.5 Federal-Provincial Disconnect after 18th Amendment:

While devolution strengthened provincial autonomy, it weakened national planning coherence. The provinces pursue uncoordinated development priorities and weak capacity at provincial planning departments.

Case Study: Inconsistent education and health policies across provinces post 18th Amendment.

This leads to fragmented long-term national development.

3.6 Weak Monitoring, Evaluation, and Accountability Mechanisms:

Pakistan lacks robust systems to track long-term outcomes. Focus remains on input and expenditure, not impact. There are no consequences for abandoning plans.

Case Study: Many PSDP projects remain "ongoing" for decades without completion or evaluation.

So, the planning documents become symbolic rather than functional.

Alongside, it may be argued that external

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Shocks - such as terrorism, natural disasters, COVID-19, and global economic instability - force governments to adopt short-term priorities while this is true, resilient states integrate crisis management within long-term planning. Pakistan's failure lies in lack of institutional adaptability, not merely external pressures.

4. Way Forward (Reforms):

4.1 Institutionalize Planning Continuity:

There shall be legal protection for long-term plans beyond electoral cycles.

4.2 Strengthen the Planning Commission:

It should be granted greater autonomy from political interference.

4.3 Adopt Evidence-Based and Results-oriented Planning:

There should be a shift from expenditure based to outcome-based budgeting.

4.4 Capacity Building at Provincial Level:

Strengthen provincial planning departments.

4.5 Robust Monitoring and Evaluation:

There should be **independent evaluation units** with public reporting.

5. CONCLUSION:

The criticism that Pakistan's governments prioritize **short-term objectives** over long-term development is well-founded. The fault doesn't lie in the **planning machinery** itself, but in **political instability**, **weak governance**, **poor implementation capacity**, and **absence of accountability**. Until planning is insulated from politics and embedded with strong institutions, Pakistan will continue to produce impressive plans but disappointing outcomes.

QUESTION NO:- 3

1. INTRODUCTION:

Contemporary public administration and governance literature - ranging from **New Public Management (NPM)** to **New Public Service (NPS)**

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and Decentralized Governance Models - emphasize strong local governments as the backbone of efficient service delivery, citizen participation, and democratic accountability. In Pakistan, however, local governments remain the weakest tier of governance, characterized by political marginalization, administrative dependence, and fiscal fragility. This paradox stems not from conceptual failures, but from deliberate political neglect. Making local governments effective requires constitutional protection, fiscal empowerment, administrative autonomy, and robust accountability mechanisms.

2. Importance of Local Governments in Governance Theory:

2.1 Theoretical Foundations:

1) Decentralization Theory: Local governments are better placed to respond to local needs.

2) New Public Management: Emphasizes efficiency, competition, and results at grassroot level.

3) New Public Service: Promotes citizen engagement and collaborative governance.

4) UNDP and World Bank Governance Models:

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link strong local governments with inclusive development.

The effective local governments improve service delivery, legitimacy, and state capacity.

3. Why Local Governments are Weak in Pakistan:

3.1 Absence of Constitutional Continuity:

Article **140-A** mandates local governments but lacks enforceable permanence. local bodies are frequently **suspended or dissolved**.

Case Study: Punjab had no elected local governments between **2019-2022**, severely affecting municipal services.

3.2 Political Resistance from Provincial Elites:

Provincial governments perceive empowered local governments as a threat. Control over development funds is **centralized** and local representatives lack authority.

Case Study: Repeated dilution of powers of **Nazims** post-2008 compared to Musharraf era.

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3.3 Fiscal Dependence and Weak Revenue Base:

Local governments rely heavily on provincial grants and they've minimal authority to ^{to} levy or collect taxes.

Case Study: Urban services in Karachi suffer due to financial strangulation of local bodies despite being Pakistan's economic hub.

3.4 Administrative Control by Bureaucracy:

Deputy Commissioners and provincial officers dominate decision-making. The elected representatives lack executive authority.

Case Study: Restoration of DC system in Punjab undermined local government autonomy.

4. Reforms to make Local Governments Effective:

4.1 Constitutional Protection and Permanence:

Strengthen Article 140-A by making local

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governments a mandatory third tier. Regular elections should be conducted under Election Commission of Pakistan. Permanence ensures policy continuity and institutional maturity.

4.2 Fiscal Empowerment and Resource Mobilization:

Assign clear revenue sources (property tax, local fees). There should be guaranteed share in Provincial Finance Commission (PFC) awards.

Case Study: Weak implementation of PFC awards contrasts with effective NFE award at federal level.

4.3 Administrative Autonomy and Devolution of Functions:

Transfer key service delivery functions (water sanitation, primary health). Reduce bureaucratic dominance.

Case Study: Devolution Plan 2001 showed improved service delivery where local officials had authority.

4.4 Capacity Building and Professionalization

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Training for elected representatives and
Introduction of professional city managers.

Global Best Practice: Turkey and Indonesia
reformed local governance
through capacity enhancement.

4.5 Strengthening Accountability and Transparency:

Local public account committees should be implemented and transparency should be ensured via **social audits** and e-governance.

Case Study: ICP's use of **citizen portals** improved complaint redressal at local levels.

4.6 Encouraging citizen Participation:

The participatory budgeting and **community based planning** should be initiated. This aligns with **New Public Service** emphasizing citizens as **co-producers**.

5. Way Forward (Policy Recommendations)

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- 5.1) Declare the local governments as a permanent constitutional tier
- 2) Ensure regular & timely elections
- 3) Fiscal decentralization through PFC awards
- 4) Reduce bureaucratic interference
- 5) Institutionalize citizen participation mechanisms

6. CONCLUSION:

Local governments are weak in Pakistan not due to institutional incapacity, but due to deliberate political and administrative marginalization. Making them effective requires a paradigm shift from control-oriented governance to participatory and decentralized administration. Strengthened local governments can transform Pakistan's service delivery, democratic culture, and development outcomes, making them the cornerstone of effective governance rather than its weakest link.

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QUESTION NO:-6

1. INTRODUCTION:

In public administration, the budget isn't merely a financial statement but the most powerful **policy instrument** available to governments. It translates political priorities into operational reality, shapes **economic outcomes**, and acts as a key mechanism for controlling and monitoring the **bureaucracy**. As Aaron Wildavsky famously stated,

<<< "Budgets are moral documents" >>> reflecting government values and choices. In Pakistan, the budget plays a central role in the **economic management** and bureaucratic accountability, though its effectiveness is often constrained by **political and institutional factors**.

2. Budget as a Tool to Manage the Economy:

2.1 Instrument of Fiscal Policy:

The budget operationalizes **fiscal policy** through: Taxation, public expenditure and

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Deficit financing.

Economic Functions:

It's meant to stimulate growth (expansionary budgets), control inflation (contractionary budgets), reduce unemployment and address income inequalities.

Case Study:

In Pakistan, the expansionary budgets during COVID-19 (2020-21) increased health and social protection spendings particularly through the Ehsaas Program to stabilize livelihoods.

2.2 Resource Allocation and Development Planning:

The budget aligns national priorities with resource allocation. Funds are directed to sectors like health, education, infrastructure, and defense. The Public Sector Development Programme (PSDP) reflects development priorities.

Case Study:

Increase PSDP allocations under CPEC aimed at infrastructure-led growth.

What the government funds or defunds

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defined economic direction more clearly than policy statements.

2.3 Redistribution and Social Justice:

Budgets are key instruments for redistribution. The **progressive taxation**, subsidies and social safety nets.

Case Study: Benazir Income Support Programme (BISP) as a redistributive tool to reduce poverty and gender inequality.

Budget as a Tool to Monitor and Control The Bureaucracy:

2.4 Legislative Control over Administration:

The budget ensures democratic oversight of bureaucracy through:

- **Parliamentary approval of expenditures**
- **Public Accounts Committees (PAC)**
- **Auditor General's reports**

Case Study:

PAC scrutiny of defense and civil ministries

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exposed irregular expenditures, reinforcing accountability.

2.5 Executive Control Through Financial Rules:

The executive controls bureaucracy via: **Appropriation acts, financial rules and treasury controls and release of funds by Ministry of Finance.**

Case Study: Delayed or conditional release of **development funds** to ministries failing to meet performance benchmarks.

2.6 Budget as a Performance Management Tool:

Modern budgeting links funds with outcomes. Performance based budgeting and output and outcome indicators.

Case Study: KPIs adoption of **Results-Based Management (RBM)** linked departmental funding to service delivery outcomes.

2.7 Bureaucratic Discipline and Coordination

Budget ceilings enforce **discipline**. They

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Prevent duplication of functions and force inter-departmental coordination.

Example: Medium Term Budgetary Framework (MTBF) aligns ministerial plans with fiscal constraints.

3. Theoretical Perspectives:

1) Incrementalism (Wildavsky): Budgets shape policy through small but cumulative changes.

2) Principal-Agent Theory: Legislature (principal) controls bureaucracy (agent) via budgetary sanctions.

3) New Public Management: Budgeting as a tool for efficiency and performance.

4. Limitations of Budget as a Policy Instrument:

Despite its importance, budgetary control faces challenges in Pakistan like:

- political bargaining (which distorts allocations)
- Weak implementation capacity
- Frequent supplementary grants undermine discipline
- limited parliamentary scrutiny

Case Study: Excessive use of supplementary budgets weakens planned fiscal control.

5. Way Forward (Reforms):

- 1) Strengthen parliamentary oversight and PAC capacity.
- 2) Expand performance-based budgeting
- 3) Improve budget transparency and citizen access
- 4) Reduce reliance on supplementary grants
- 5) Enhance coordination between Planning Commission and Finance Ministry.

6. CONCLUSION:

The budget is indeed the most important policy instrument available to governments for managing the economy and controlling the bureaucracy. It converts political intent into enforceable action, influences macro-economic outcomes, and ensures bureaucratic

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accountability. While Pakistan's budgeting system faces **structural weaknesses**, strengthening fiscal discipline, transparency, and performance orientation can transform the budget into a more **effective tool of governance and development**.

QUESTION NO:-8

(a)

1. INTRODUCTION:

Public administration Theory has evolved from **rule-bound, hierarchical models** to **citizen-centric and results-oriented approaches**. While traditional theories emphasized stability and control, modern theories focus on efficiency, responsiveness, and governance networks. Comparing Max Weber's classical Bureaucratic Theory with New Public Management (NPM) highlights this transition and helps assess their applicability in Pakistan's administrative context.

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2. Traditional Theory: Weber's Bureaucratic Theory:

→ The key features include:

- (1) Hierarchical authority
- (2) Division of labor
- (3) Rule-based decision-making
- (4) Merit-based recruitment
- (5) Impersonality

→ Strengths:

- (1) Ensures predictability and uniformity
- (2) Controls arbitrariness
- (3) Suitable for law and order functions

→ Weaknesses:

- (1) Red Tape and Rigidity
- (2) Resistance to innovation
- (3) Process-oriented rather than result-oriented

Pakistan's example:

Pakistan's civil Service - particularly the

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DMG/PAS structure - is heavily Weberian, emphasizing hierarchy, rules, and file work.

Case Study: Direct administration functions through rigid procedure, often delaying service delivery.

3. Modern Theory: New Public Management (NPM)

The key features include:

- (1) Efficiency and performance orientation
- (2) Decentralization and managerial autonomy
- (3) Use of private-sector techniques
- (4) Output and outcome-based evaluation

→ Strengths:

- (1) Improves service delivery
- (2) Encourages innovation
- (3) Enhances accountability through performance indicators

→ Weaknesses:

- (1) Risk of commercialization of Public Services
- (2) Weak social equity focus
- (3) Requires strong institutional capacity

Case Study (Pakistan):

④ KPIs Results-Based Management (RBM) reforms linked departmental funding to performance.

⑤ Citizens portals and service delivery reforms show NPM influence.

§. Comparative Analysis:

Mechanistic Bureaucracy

New Public Management

Focus

Rules and procedures

Results and efficiency

Accountability

Hierarchical

Performance-based

Flexibility

Low

High

Citizen Role

Passive recipient

Customer / Stakeholder

5. Which is more applicable in Pakistan?

Pakistan requires a **hybrid model**.

Weberian principles are necessary for:

- Rule of law
- Neutrality
- Control of corruption

NPM is essential for:

- Service delivery
- Efficiency
- Citizen Satisfaction

6. CONCLUSION:

Pure Weberianism breeds **inefficiency**, while uncritical NPM risks **inequity**.

A contextualized synthesis - Weberian legality and NPM efficiency - is most suitable for Pakistan.

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(b)

1. INTRODUCTION:

Information and Communication Technologies (ICTs) have transformed public administration worldwide by enabling **e-governance, transparency, and efficiency**. In Pakistan, ICT presents immense opportunities for civil service reform but also introduces new governance challenges.

2. Opportunities offered by ICT:

2.1 Improved Service Delivery:

Online portals reduce time and cost with **minimum human discretion**.

Case Study: **Pakistan citizen portal** improved grievance redressal across ministries.

2.2 Transparency and Accountability:

The digital records reduce **corruption** and E-procurement limits rent-seeking.

Case Study: **KP e-procurement** reduced

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procurement irregularities.

2.3 Administrative Efficiency:

The faster decision-making is ensured along with paperless governance.

Example: NADRA's digitized databases enhanced identity management and service access.

2.4 Enhanced Policy Planning:

Big data supports evidence based policymaking and GIS used in urban planning and disaster management.

UNDP identifies ICT as a catalyst for smart governance.

3. Threats and challenges for ICT:

3.1 Digital Divide:

Rural and marginalized populations lack access, there's also risk of exclusion.

Case Study: Limited internet access in Balochistan restricts e-governance research.

3.2 Capacity Constraints in Civil Service:

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Lack of Digital literacy along with a resistance to change.

Example: Many departments still rely on manual file systems despite digital platforms.

3.3. Cybersecurity Risks:

There's risk of **data breaches**, weak cyber laws and enforcement.

Case Study: Data privacy concerns in centralized databases like **NADRA**.

3.4. Over-Centralization and Surveillance Risks:

Excessive data control may undermine **civil liberties**, weak data protection laws.

4. Way Forward:

- 1) Civil Service digital training programs
- 2) Strengthen **cybersecurity** and data protection laws.
- 3) Bridge digital divide through **infrastructure investment**

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4) Promote hybrid governance (digital+human interference)

5. CONCLUSION:

ICT is a double-edged sword for Pakistan's **civil service**. While it offers unprecedented opportunities for efficiency, transparency, and citizen engagement, its benefits can only be realized through institutional **capacity-building**, inclusive access, and **robust regulatory frameworks**. If strategically managed, ICT can become a powerful driver of civil service modernization rather than a source of new vulnerabilities.

a well composed and balanced answer
over all content is fine
well done