

Recruitment and Promotion Policies of the Federal Civil Services of Pakistan, a Critical Appraisal, Dissonance, and a Way Forward.

by

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Certification Page

I, Chanzaib Muhammad (student ID 51220640), hereby declare that the contents of this Master's Thesis/Research Report are original and true and have not been submitted at any other university or educational institution for the award of a degree or diploma. All information derived from published or unpublished sources is cited and acknowledged appropriately.

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Dedication

This research paper is dedicated to my late father for his tireless efforts and hard work for my studies. My mother, wife, and children, who also played a great role in completion of this work, without their support and encouragement it would be impossible to meet the deadlines. They all bear me while I was working late at night, I am thankful for all their kindness and patience.

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Table of Contents

Certification Page.....	1
Dedication.....	2
Acknowledgment.....	3
List of Figures.....	6
Abstract.....	8
Keywords and abbreviations:.....	9
Chapter 1 Introduction.....	11
1.1 Research Background.....	11
1.2 Significance of the research.....	12
1.3 Scope of the research.....	12
1.4 Objectives of the research.....	14
1.5 Research Hypothesis.....	14
1.6 Research Questions.....	14
1.6.1 Main question.....	14
1.6.2 Sub questions.....	14
1.7 Structure of the paper.....	15
Chapter 2 Literature review.....	17
2.1 Civil Service During British Era.....	17
2.2 Civil Service Reforms initiated after Independence of Pakistan.....	21
2.2.1 From 1947 to Administrative Reforms of 1973.....	21
2.2.2 Pay and Services Commission (1962) chaired by Justice A.R. Cornelius.....	23
2.2.3 Administrative Reforms of 1973.....	24
2.2.4 CIVIL SERVICES COMMISSION, 1979.....	25
2.2.5 Administrative reforms under President Zia-ul-Haq.....	25
2.2.6 Induction from the military.....	26
2.2.7 Pay and pensions commission, 2009.....	26
2.3 The Prevailing System of Recruitment and Promotion in Federal Civil Service.....	27
2.3.1 Civil Servant Act 1973 and rules made thereunder.....	27

2.3.2 Formation of Administrative Reforms Committee	29
2.3.3 History of Reforms	29
2.3.4 The Reforms	31
2.4 Creation of Unified Grades	34
2.4.1 All Pakistan Unified Grades (APUG)	34
2.4.2 Federal Unified Grades (FUG)	34
2.5 Theoretical Framework of the Recruitment and Promotion processes	35
2.6 Emerging issues in the current Recruitment and Promotion policies	36
2.6.1 Failures of the reform commissions	37
2.6.2 Flaws in Recruitment	38
2.6.2.1 Uniformity	38
2.6.2.2 Turnover of civil servants	38
2.6.2.3 Recruitment of incapable civil servants	39
2.6.2.4 Fault with optional subjects in written exam	40
2.6.2.5 Need of Specialists	40
2.6.2.6 Lack of Technological advancement	41
2.6.2.7 Tailored training for civil servants	41
2.6.2 Problems with training and promotion process	41
2.6.2.1 Defective System of PERs	42
2.6.2.3 No special value given to experience range	42
2.6.2.4 Favoritism in promotions and transfers	42
2.6.2.5 Weightage given to training	43
2.6.2.6 No differentiation between low performers and high performers	44
2.6.2.7 Lack of supervision after training	44
2.6.2.8 Other factors that are neglected	45
Chapter 3 Research Methodology	46
3.1 Data Collection and Analysis	46
3.2 Comparative Analysis of Recruitment and Promotion Policies of civil services with armed forces of Pakistan and civil services of few other countries	53
3.2.1 Recruitment and Promotion Policies in Pakistan's Civil Services	53
3.2.2 Recruitment	54
3.2.3 Advertisements through press and websites	54
3.2.4 Adhoc Appointments	54
3.2.4 Recruitment and promotions process in Pakistan Army	55

3.2.4.1 Recruitment process in Pakistan army	55
3.2.4.2 Screening process at AS & RC for ISSB	56
3.2.4.3 What is the ISSB Test?.....	56
3.2.4.5 Promotion criteria of Pakistan Army (mainstream army).....	57
3.3 The Indian civil services.....	59
3.3.1 Recruitment in the Indian civil services	59
3.3.2 Promotion in the Indian civil services	60
3.4 The British civil services	60
3.5 Comparison of recruitment and promotion policies of different countries.....	66
Chapter 4 Findings	68
Chapter 5 Conclusion and Recommendations.....	71
5.1 Conclusion.....	71
5.2 Recommendations	71
5.2.1 Consultation with all the Stakeholders before any Reform Initiative	71
5.2 Amendments in the Promotion Policy 2019, SROs 88 and 89	72
5.2.2 Changes in PERs contents and Introduction of 360 criteria for the evaluation of the officers	72
5.2.4 More Weightage to Training part for Promotion	73
5.2.5 Introduction of Fast Stream Development program	73
5.2.6 Introduction of Changes in the Existing Recruitment Process.....	74
5.2.7 Separate Recruitment Examinations for each Occupational Group.....	75
5.2.8 More Skill Development Training Programs	75
References	77
Appendix A.....	79
Appendix B.....	83
Interviews.....	83

List of Figures

Figure 1: Graphical representation of candidates appearing during last 8 years.....	39
Figure 2: Question 1.....	47
Figure 3: Question 2.....	47
Figure 4: Question 3.....	48
Figure 5: Question 4.....	48
Figure 6: Question 5.....	49
Figure 7: Question 6.....	49
Figure 8: Question 7.....	50

Figure 9: Question 8.....	50
Figure 10: Question 9.....	51
Figure 11: Question 10.....	51
Figure 12: Question 11.....	52
Figure 13: Question 12.....	52
Figure 14: Chart 1.....	61
Figure 15: Chart 2.....	62

Abstract

The Federal Civil Services of Pakistan plays the most crucial part in managing the affairs of the state. The recruitment and promotion policies carry great weightage in the performance of the civil servants. In the absence of completely equitable policies, the state machinery fails to deliver optimum results. This is because, in many instances, the best man is not at the best job. Pakistan's civil service structure has changed over the period since the birth of our country. Unfortunately, almost all the reforms that were carried out in the civil service were politically motivated. This led to the politicization of bureaucracy.

The very purpose of the existence of civil service was lost in the background of all this tumultuous power play. More than 30 reforms commission, failed to bring meaningful changes in the said processes for effective public service delivery and satisfaction of the civil servants. These grievances or disgruntled attitude was due to defective recruitment and promotion policies. This is qualitative research, therefore nontraditional approach for the analysis has been used. In this research, thesis data shows that most of the civil servants remained dissatisfied owing to the above-stated reason. In addition, the civil servants belonging to all the occupational groups were not part of the reform process. The data has also shown that most of the civil servants of the federation belonging to different occupational groups want separate recruitment examinations for the different occupational groups instead of the single Central Superior Services (CSS) combined competitive examination. Similarly, the promotion prospects for different occupational groups are not the same and promotion process also need to be reformed.

As a result of this, it was the public who suffered the most. The lack of meaningful reforms in recruitment and promotion policies over time has led to fostering of favoritism, cronyism, and partisanship. Because of this not only the public service delivery has been adversely affected, but also the morale of honest officers has suffered a setback. The world, on the other hand, has entered the age of responsive and digital governance. In Pakistan, efforts are being carried out for the e-office implementation. Radical changes have taken place in the civil service structures all over the world as the competition between the public and private sectors has reached new heights. It is, therefore, in supreme interest of public at large, civil servants, and the government itself, and is essential to make these recommendations as part of policy. It will ensure that the best minds are there to serve the nation to the best of their abilities. Without a well-organized civil service, the

problems associated with governance would continue to haunt us and the dream of a Progressive Pakistan, would remain elusive

Keywords and abbreviations:

Civil Services, Occupational Groups, Reforms, and Performance of Civil Servants

ACR	Annual Confidential Report
APUG	All Pakistan Unified Grades
BPS	Basic Pay Scale
CSA	Civil Services Academy
CSAT	Civil Services Aptitude Test
CSS	Central Superior Services
CSP	Civil Service of Pakistan
CTP	Common Training Program
DMG	District Management Group
EQ	Emotional Quotient
FPOEs	Final Passing out Exams
FPSC	Federal public service commission
FSP	Foreign service of Pakistan
FUG	Federal unified grades
ICS	Indian civil services
KPI	Key performance indicators
MCMC	Midcareer management course
NCGR	National commission for government reforms
NMC	National Management Course

NSPP	National School of Public Policy
NRB	National Reconstruction Bureau
PAS	Pakistan Administrative services
PER	Performance Evaluation Report
PES	Provincial Executive Service
PMA	Pakistan Military Academy
PSP	Police Services of Pakistan
SMC	Senior Management Course
STI	Specialized Training Institute
ZA	Zulfiqar Ali

Chapter 1 Introduction

1.1 Research Background

The civil service of Pakistan has a long history from medieval India to the recent British domination, British king once said the civil service is the steel frame on which the administration of the sub-continent rests (Sayeed,1958). There was only one purpose of the civil services at that time- to prolong the domination of the British Raj. The nature of the civil services at that time was dictatorial. After the inception of Pakistan few military and civil service officers made a nexus, and they were all and all for the affairs of Pakistan. Soon the performance of the civil services started to decline (Chengappa, 1999). Therefore, various commissions and committees were formed to propose reforms for the civil services so that performance of the civil servants may be improved. Various reforms commissions and committees have given recommendations for reforming the civil services of Pakistan but till today, no fruitful results have been achieved (Farooqui, Salman, Jadoon, Jabeen, & Irfan, 2019). There are several studies showing that the development of a country is directly linked with the performance of the civil services, no doubt in the other factors to the development of a country such as attitude of the government, values of people, economic conditions, and further support from the international agencies.

This research paper is focusing on the recruitment and promotion policies of the federal civil services. Federal civil services here mean only the occupational groups directly recruited through the FPSC combined CSS competitive exams. There are currently twelve occupational groups in total, Police service of Pakistan (PSP), Pakistan Administrative Service (PAS), Foreign Service of Pakistan (FSP), Pakistan custom service (PCS), Inland Revenue Service (IRS), Pakistan Audit and Account Service (PAAS), Military Lands and Cantonment Group (MLCG), Office

Management Group (OMG), Commerce and Trade Group (CTG), Information Group (IG), Postal Group (PG), Pakistan Railways and Commercial Transport Group (PRCTG).

1.2 Significance of the research

This research paper focuses on the recruitment and promotion policies of the Federal Civil Services that are currently prevailing, and it is intended to critically evaluate them and suggest reforms. It discusses the occupational groups, and the dissonance between them. Its focus is only on CSS-related policies. To understand the true essence of these policies, an overview of the recruitment and promotion policies will be tracked through the course of history. It is also essential to trace the motives of the British behind these policies. As the literature shows, British were here only to prolong their rule, as at that time civil service in British was playing a different role. In addition, the policies introduced by the British and the reforms brought about by successive governments after independence will be discussed as well. Then the impacts of current recruitment and promotion policies on the working and coordination of different occupational groups will also be discussed. Both the positive and negative aspects of the existing system would be studied. Special emphasis would be laid on making the service truly merit-based, and to this effect, the existing system of Performance Evaluation would be studied in detail. Finally, this research paper will recommend some policy reforms for improving the present recruitment and promotion policies of the Federal Civil Services.

1.3 Scope of the research

It is essential to study the performance of the civil services and the recruitment and promotion processes. The researcher is a civil servant, and he has realized that the number of civil servants remains unfit, and disgruntled throughout their career, hence they are unable to perform. It is new thing only to examine the recruitment and promotion policies and make efforts or give

recommendations to improve this process to remove grievances of the civil servants. Already many commissions and committees have published their reports, but the problem remained unsolved. This study will enable to understand why the earlier reforms commissions failed and will recommend the ways to improve the recruitment and promotion policies to different occupational groups.

The legal mandate regarding recruitment and promotion processes of Pakistan is regulated by the civil servant act and policies made there. The Civil Servants Act 1973 is promulgated in the light of article 241 of the constitution of Pakistan, in addition, all the policies related to the recruitment and promotion policies are formulated in the light of different provisions of the Civil Servants Act 1973. The body responsible for the fresh recruitments to these occupational groups is the Federal Public Service Commission (FPSC), every year a common combined exam Central Superior Services (CSS) is held for recruitment to all occupational groups.

Similarly, a Common Training Program (CTP) for initial training is conducted for all the occupational groups, and similar training courses for promotion are organized every year with nomenclature Mid-Career Management Course (MCMC), Senior Management Course (SMC), and National Management Course (NMC). However, a similar exam is conducted for recruitment and similar trainings are imparted to all the civil servants of the occupational groups for promotion to higher grades. Promotion to all the occupational groups depends upon the length of service and performance evaluation reports earned by the civil servants. The exam is common, the mid-career, senior management, and national management courses are the same but promotion prospects for all the occupational groups are different. The promotion prospects depend upon the availability of the seats in that group. It is also a cause of the disgruntlement of the civil servants of different occupational groups. Pakistan is lagging many developing countries as; the performance of civil

servants is directly related to the development of the country. Service delivery to the common masses is a dream in Pakistan.

1.4 Objectives of the research

1. To discuss historical development in federal civil services through different reforms initiatives before partition and afterwards.
2. An effort to remove the dissonance within the occupational groups and remove the grievances of the civil servants
3. An analysis of administrative reforms in the said processes and why previous reforms commission failed.
4. To suggest ways to improve the recruitment and promotion processes

1.5 Research Hypothesis

The defective recruitment and promotion policies have led to the compromised performance of the civil servants.

1.6 Research Questions

1.6.1 Main question

1. Why commissions fail in proposing suitable reforms in recruitment and promotion policies?

1.6.2 Sub questions

- 1 What role can academic relevance play in recruiting the most suitable persons for different occupational groups?

- 2 Why does dissonance exist among various service groups due to recruitment and promotion policies?
- 3 What changes are required in the performance evaluation system for making the promotion process more merit-oriented?

1.7 Structure of the paper

Second chapter talks about the literature review, in this chapter the researcher has reviewed the different books, articles, journals, and legislative acts regarding the start of civil services in the Indian subcontinent. It also follows the historical progression of the civil services in the British period, how the civil servants were recruited, when these services were renamed as the Indian civil services, historical growth, and promotion prospects. What were the main functions of civil servants? After the inception of Pakistan how these civil services were renamed the civil services of Pakistan. Then what different commissions and committees investigated and proposed to reform the civil services of Pakistan. The researcher will be highlighting the theoretical framework of the recruitment and promotion policies in general and then will discuss the current recruitment and promotion policies for the different occupational groups, answering why the civil servants are disgruntled? Where are the research gaps?

The third chapter talks about research methodology. The research is descriptive, explanatory, investigative, mainly qualitative and relies on both primary data and secondary data. In primary data the researcher has conducted a survey, provided at Appendix A. These respondents were the civil servants of the different occupational groups and certain peer members of the different occupational groups. The researcher has also conducted interviews of the serving senior civil servants and some retired officers. Secondary data are books, historical records, the legislature acts, journals and articles case laws, and official gazettes.

The researcher has used MS Excel for the data analysis and a pie chart to show the trends and percentages. It means data analysis is descriptive and graphical. The responses of the respondents have been shown in a pie chart and then further elaborated.

The fourth chapter talks about the findings of the research. Data is shown in pie charts, the survey is based on questionnaire, and a total of 165 respondents have given their responses and 5 senior civil servants have given interviews. Almost there are more than 24,000 civil servants of different occupational groups recruited through CSS working in different departments, it was difficult to reach all of them due to paucity of time and financial constraints. The data analysis and findings have been discussed in a unique and nontraditional way. It is descriptive and qualitative in nature.

Finally, in the 5th chapter, after profound scrutiny of the recruitment and promotion policies and based on data analysis of the responses given by the various civil servants of different occupational groups, further interviews of the serving and retired senior civil servants, the researcher has drawn certain conclusions. These conclusions have led to the recommendations and reform process of the recruitments and promotion policies for removing grievances of the civil servants. Some changes in prevailing policies are proposed to help make the Federal Civil Services of this country a well-oiled machine and an agent of positive change.

Chapter 2 Literature review

2.1 Civil Service During British Era

In the subcontinent, Civil services has passed through different phases of evolution. Prior to the arrival of British, during Mughal period civil service structure was rather loosely organized. In the Mughal emperor, Akbar's reign, Todar Mal was the revenue minister for documenting the record and collection of the revenue. He succeeded in crafting a record of ownership and produce but failed to institutionalize the revenue collection machinery. (Sharan, A. m., st, j. s., das, b. l., & council, b. l.2014). Apart from revenue collection, most of the other departments employed archaic practices in their working. The emperor was the sole authority on all matters and there were no written rules, regulations, or laws to conduct working of the government in an orderly manner. However, with the subcontinent coming under the influence of the East India Company, a relatively organized civil service was born in India.

Muzaffar Ahmed Chaudhry in his book "The civil service in Pakistan" describes that the growth of the Civil Services in India was divided into the four periods:

1. A Mercantile Service from 1601 to 1772.
2. From 1772 up to the introduction of competitive examination in 1855.
3. From 1856 to the diminution of bureaucratic rule in 1920; and
4. From 1921 to 1947

The East India Company focused on the two major areas; trade, and administration. Administration mainly focused on the revenue collection. With the increasing expansion of the East India Company and shattering power of the Mughals, changes in the civil service set up occurred. There was Mercantile Civil Service from 1601 to 1772 which carried the routine business of the company. East India company got the authority to collect revenue from the provinces of

Bengal, Bihar, Orissa and Madras. Powers were more centralized with the designated presidencies of Calcutta, Madraas and Bombay which came under the authority of the Governor General per the Act of 1773. Warren Hastings as the Governor General introduced the new reforms under the Act of 1773 and prohibited the East India company employees from collection of Revenue and trading simultaneously unlike the previous activities through which they could supervise the trading activities besides revenue collection (Sumrin Kalia, 2010).

The East Indian Bureaucracy previously termed as Mercantile service was changed to Covenanted Civil service. The terms of the agreement between company and the employees were called covenants and the employees were called Covenanted servants. These covenanted servants were employed by the Court of Directors of Company. The uncovenanted servants were appointed for the short term and with minimal salaries.

Cornwallis introduced the professional civil service in India with attractive salaries and effective functioning. Under the East India Company Act, 1793 only covenanted servants were appointed on the major civil administrative post and the promotion was based on seniority. An important development in recruitment policy came with the Charter Act 1833 which attempted to open the uncovenanted Civil service to the people whatever race or creed they belonged to. With this act monopoly of the company over the civil administration ended (Harris, A. L. 1964).

In 1853, Gladstone's government commissioned two reviews one of which mainly focused on recruitment of civil servants in India. This report was entrusted to Thomas Babington Macaulay and Dr. Benjamin Jowett who supported the competitive examination system for the selection of the civil servant to ensure meritocracy and efficacy. With the efforts of Macaulay competitive examination was introduced in India two decades before it was done in Britain in 1870 and the civil servants in all the departments except foreign and home ministries were recruited through the

examination which was conducted in London. Examination applications were to be approved by the Secretary of State for India and this was a very lengthy process. After these papers were conducted, graded, viva voce taken, the final list was drawn for the recruitment of the civil servants (Mohabbat Khan, M. 1999)

British parliament passed the Indian civil services act in 1861, by virtue of this act the posts of the secretaries, and the other posts including undersecretaries, junior secretaries, accountant general etc. were created for the covenanted civil servants. To remove the distinction between covenanted and uncovenanted civil servants' British government introduced Statutory Civil Services to induct Indians in the civil services. It could work for eight years only and during this period 68 appointments were made.

In 1888 Aitchison commission submitted its report which recommended that the two-tier of civil servants which are divided into covenant and non-covenanter civil servants must be replaced with a new structure and following names should be given to those civil services -central or imperial civil services, provincial civil services, and the subordinate civil services. It also suggested that the authorities should fix the age as 23 year and the combined competitive examination should not be held at the same time in England and India

Indian Civil service was a part of Combined Civil Service due to which Indians who wished to be part of the civil administration were affected by the recruitment process. British candidates could enter the home civil service and Indian civil service and final list of the recruitment was decided when the successful candidates could get their preferred post due to which Indians had to wait for longer period. During 1904-1914, 538 candidates were recruited out of which 501 were Europeans (Dewey, C. J. 1973).

During the four years of war, 1914-1918 Indian civil services faced abrupt changes as only 17 Europeans were appointed to the ICS. Looking into the matter seriously Whitehall decided to appoint the servants through nominations during 1919-1923 and it resulted in the appointment of 144 officers in the ICS. It is worthy to mention here that in 1922 for the first-time competitive examination was held in India. Later, in 1924 the Lee commission was formed which proposed to for Indianization of the exam, a new formula was announced for recruitment to the Indian civil services, according to which 40 percent of all the seats would go to the European and in 1922, 40 percent to the Indians and 20 percent seats for the promotion quota in the provincial civil services (Chaudry, 2011).

In accordance with the recommendations of Lee commission, the minorities (Muslims, Sikhs, Parsis) were given share in recruitments among Indians. It was assured that the substantial seats will be offered to those who will qualify Allahabad examination. In the years 1925 to 1935, the recruitments based on London examination were 432, in which 255 officers were British and 177 were Indians. During the same period in India there were seventy-two appointments and sixty-two nominations, like wise in the examination which was held in England and recruitments were made. The acts of 1919 and 1935 enhanced work of civil servants. During British rule, for the most part, the members of Indian civil service and other superior services set up illustrious examples of integrity, honesty, morale, initiative, objectivity, and efficiency.

Above said values were the basis of the career progression, and promotion is believed to be largely in accordance with the core values of professionalism which were gauged by the immediate superiors and performance in relation to work done. The officers recruited before the inception of Pakistan were inherited by both newly born countries. However only the civil service is not the

system which may have the geniuses of the different notable personalities from the past. (Braibanti, 1965).

2.2 Civil Service Reforms initiated after Independence of Pakistan

2.2.1 From 1947 to Administrative Reforms of 1973

Soon after the creation of Pakistan, government started taking steps towards administrative reorganization. In this regard, many commissions and committees were formed. More than 30 such commissions/committees have been formed till now. But for the sake of this research paper, we are concerned with the ones that have had an impact on recruitment and promotion of Federal Civil Service.

In 1948, Pakistan Pay Commission was formed which was headed by Justice Muhammad Munir. The Commission concluded that the salaries of civil servants at that time were very high and the newly formed state, with its limited resources, could not afford to pay such high salaries. Therefore, Justice Munir has also discussed the principle in the pay and pension commission, which can be described as it is not advisable and right policy for the state in which best salaries are being offered to the civil servants. If they want best salaries, then they must move to the private enterprises and not the public institutions. Public service only requires one characteristic and that is honesty and not the outstanding intellect. We do not think that public service cannot prescribe pay scale for attracting best intellect in the country.

Although considering the financial constraints of the state at that time, this policy appears to be a prudent choice, but the observations made about the level of competency required for public service struck at the core of the prestige associated with civil servants.

Pakistan Administrative Service (PAS) was the nomenclature which was given to the former Indian Civil Service after independence of Pakistan. Civil Service of Pakistan (CSP) name was given in 1950. It consisted of PAS (former ICS) officers and members of Indian Political Service who had opted for Pakistan.

In 1953, government invited Rowland Egger, an academic from University of Virginia, who pointed out flaws in recruitment into Civil Services of Pakistan. According to him the recruitment standards and techniques were outdated. He recommended that after a complete job analysis pay scales should be standardized. He also suggested that a balance must be created between generalists and specialists in civil services and the generalists should not interfere with the work of specialists.

In 1955, Government of Pakistan once again sought the services of another American, Bernard Gladieux for improving public administration. Mr. Gladieux was also of the view that generalists should not be in superior roles in public administration as compared to specialists. He also suggested that the technical experts should also be made skillful in administration so that they are not dependent on generalists and their promotions to higher posts should be encouraged.

Rowland Egger after careful study and deliberation gave a report which was withdrawn after a limited initial circulation on the directions of the cabinet secretariat. That action of withdrawal was taken as a clear contradiction as same thing in India was acknowledged when a similar report was prepared by the Paul H. Appleby under the auspices of the Ford Foundation. (Braibanti, 1965).

The dominant role of generalists was once again brought to light by the First Five Year Plan in 1955, and it was one of the recommendations in the next plan that all the non-technical groups must be replaced with this combined competitive examination for recruitment to the civil services. All the civil services will have similar pay scales with similar promotion prospects to all the occupational groups.

2.2.2 Pay and Services Commission (1962) chaired by Justice A.R. Cornelius

Justice AR Cornelius has criticized the recommendation in which senior posts were only being allotted to CSP class. The report suggested that the whole public service should be divided into seven grades. The recommendations of the report were opposed tooth and nail by the senior civil servants. The pay and pension commission formed in 1956-1962, it was the first Cornelius commission, its efforts were properly planned. The civil servants took active role to undermine the efforts of this commission. Although the civil servants were not the part of the commission, but they created hurdles for the failure of the commission. (Farazmand, 2002). So, it is quite evident that during the first 25 years of Pakistan, no serious reform took place in the recruitment and promotion of federal civil services and the status quo prevailed.

Further some efforts were made during the regime of martial administrator Ayoub Khan in 1960s for improvement in the efficiency of the secretaries but overall, the control and decision making was even more worsen. (Husain, 2012). However, things were about to be changed in 1973 with the rise of Bhutto's populist government. Radical and revolutionary changes were brought about in the year 1973.

2.2.3 Administrative Reforms of 1973

In 1973 reforms were introduced and implemented by then PM of Pakistan ZA Bhutto in his self-styled revolutionary manner, which were meant to replace the system of service cadres which was brainchild of British in the eighteenth century but was modified after partition. After creation of Pakistan in 1947 Indian police service was named as the police service of the Pakistan and likewise Indian civil service was renamed in Pakistan as the Pakistan administrative service. Government under the leadership of ZA Bhutto and reforms committee once again analyzed the role of civil bureaucracy for the political development of the country. This reforms committee after considering various aspects suggested some policies within which following reforms items were laid down:

1. CSP academy was abolished.
2. A uniform pay scale was adopted to diminish the comparative advantage to CSP Officers in terms of salary structure.
3. Process of reserving posts for CSP officer was eliminated.
4. CSP as a group was replaced with District Management Group and Secretariat Group, this secretariat group represented all the remaining groups.
5. Lateral recruitment was introduced.
6. Constitutional guarantees for civil servants were removed.
7. Vertical movement for the different cadres were introduced
8. Federal public service commission was formed.
9. A joint pre-service training program was introduced.

One of the reasons of introduction of administrative reforms was to shrink the widening gap between government functionaries and public. But process of reforms was not stopped here. Other reforms taken under different regimes are discussed below:

2.2.4 CIVIL SERVICES COMMISSION, 1979

In 1979, federal public service commission for the civil services was created which was given under the supervision of Mr. Anwar al-Haq, the then Chief Justice of Pakistan to reassess the Administrative Reforms, 1973. The Commission had not recommended any significant change to 1973 Reforms. Major step taken by this Commission was to institutionalize the induction of officers from army to civil services. This step had a major bearing on the process of recruitment where 10% seats were reserved for the armed forces in the elite service groups, these service groups are Pakistan administrative service, police service of Pakistan and foreign service of Pakistan. This practice is still in use. The induction is done by a separate process devised for military officers, bypassing the CSS examination (Shafqat, S. 2013).

2.2.5 Administrative reforms under President Zia-ul-Haq

General Zia al-Haq assumed reins of power in July 1977 by overthrowing Bhutto. He did not change many things and lateral entry at various level in the secretariat remained. In 1978, a review board was formed to probe into the lateral recruitments into Civil Service made under Bhutto's regime. Many of the lateral entrants were denied their posts as the new government found certain irregularities in their appointments. It was stated that these lateral entrants did not fulfil the requisite criteria, set at that time, for recruitment into service. The military government also formed a commission for reforming the civil services under Justice (r) Anwar al-Haq. However, the report of that commission was never made public.

Since Zia government did not restore the preeminent position of civil servants in policy making as it was his intention not to restore the previous powerful CSP cadre, the net result of policies followed by Zia's regime resulted in excessive interference of the politicians in the affairs of the civil services, the liberty of the civil servants was compromised. It also contributed to the inefficiency of the civil servants. However, the influence of military over bureaucracy indeed witnessed a clear surge (Islam, N. 1989).

2.2.6 Induction from the military

Both President Ayub Khan and ZA Bhutto governments made induction of the armed services personnel into the civil services although this practice was not institutionalized. The military regime of Zia al-Haq went a step further by systematizing the process and fixed a quota of 10 % for military in Central Superior Services at grade 17 level. Instead of appearing for the competitive exam, these military recruits must pass an interview before the "high powered selection committee" headed by President. The military government of Zia not only fixed 10 % quota in the federal civil services but also the ex-servicemen either retired or released from military service they were also given opportunity for entrance into civil services. By the same token 10 % senior vacancies in the Secretariat group, FAG, Accounts group and information group were also reserved for retired army officers, re-employed on the three to five years' contracts. The military induction has been done only in the 'presumably elite services', PAS, PSP and FSP (Wilder, A. 2009).

2.2.7 Pay and pensions commission, 2009

Pay and Pensions Commission was established in 2009, which was headed by the Dr. Ishrat Hussain, who was previously at prominent positions, he served as a senior bureaucrat and Governor state bank of Pakistan. The report prepared under the commission reflects the inability

of previous reforms on improving the quality of civil servants. This report linked the government's challenge to attract the best brains in civil service with the structural and procedural overhauling of civil service. The report delineated on the importance of recruitment through fair and transparent means. Training modules should be associated with the acquisition of skills. Performance should be evaluated through measurable and verifiable key performance indicators. Schemes for the welfare of employees such as Benevolent Fund, Group Insurance and General Provident Fund should be revised for the financial security of officers. This report suggested various things including merger of the adhoc allowances into the basic pay. Also, reduction of number of pay scales from 22 to 14 was recommended. Monetization of perks such as transport and housing were also proposed by the Commission. As far as pension was concerned, an increase of 50% and 65% in the pensions of existing pensioners in the next three years was advised. The Commission also stressed the need of institutional changes by recommending the formation of a robust Human Resource Department with a broad mandate of designing, formulating, guiding, and monitoring the human resource policies. (Husain, 2012)

2.3 The Prevailing System of Recruitment and Promotion in Federal Civil Service

2.3.1 Civil Servant Act 1973 and rules made thereunder

The prevailing system of recruitment and promotion is being administered through civil servant act 1973 based on which rules were made. After the separation of East Pakistan in 1971, the stage was set for grand scale administrative reforms in civil service. At that time there were many officers of Bengali region, who were moved from the present-day Pakistan to the east Pakistan, they left Pakistan's civil service and opted for Bangladesh. This weakened the influence of CSP cadre. Moreover, the bureaucracy was blamed by the politicians for crisis that the country

was facing at that time. It was an organized campaign by the politicians that separation of east Pakistan is due to the inefficiency of the civil servants, their corruption, malfeasance, laziness, mediocrity, and aloofness. It was a common talk in the streets of Pakistan. (Kennedy, Charles, 1987).

The first ever general elections were held in the country in 1970 since its inception and gave an overwhelming mandate to Bhutto's government to bring change. Z.A. Bhutto also had his political motives. He was wary of the powers that CSP officers enjoyed and wanted to curtail that authority as he was aware of their organizational potential. He also wanted politicians to be free of administrative constraints and wanted CSP officers to be subservient of the parliamentarian, who are the true elected representative of the people.

In his public addresses of those times, he used to condemn bureaucrats as the class responsible for preventing the transfer of powers at grass root level and obstructing the growth of local self-government institutions. It is also important to mention here that it was the common perception among public that quality and standard of life is low due to the inefficiency of the civil service. (Gustafson, 1974). There was now the tribal or caste system, civil service was a caste and likewise the politics in our society. Overall efficiency of the civil servants was compromised, and civil servants were aggrieved at their own end.

Zulfiqar Bhutto introduced the reforms; it almost changed the structure of the civil service. The monopoly of CSP cadre at all important posts was abolished and other civil service cadres were established and labeled as occupational groups. Working on his agenda, Bhutto axed around 1300 civil servants, some of them were very senior CSP officers.

2.3.2 Formation of Administrative Reforms Committee

The Government of Pakistan, in 1972, formed an Administrative Reform Committee. The Administrative Reforms of 1973 were formulated by taking into consideration the recommendations given by the said committee. The reforms were readily implemented without any significant resistance from the Civil Services (Wilder, A. 2009).

In 1972, Mr. Zulfiqar Ali Bhutto constituted a high-power administrative reforms committee headed by Khursheed Hassan Meer. Members included Ghulam Mustafa, Waqar Ahmad and Faizullah Kundi. These reforms were revolving around one thing, the central idea was to improve the efficiency of the civil servant and to ensure public service delivery in true sense. Thrust of these reforms were to revitalize the civil service because it was realized that the civil bureaucracy is the real center of power. This report underscored the key impediments in the public service delivery like flouting of set procedures, absence of accountability and weakness of co-ordination. There was no attention paid to the grievances of the civil servants, the flaws in the recruitment and promotion into the civil services were ignored. The recommendations of the committees were presented before then prime minister ZA Bhutto, who gave approval to the administrative reforms of 1973 (Kennedy, C. H. 1985).

2.3.3 History of Reforms

Timing of these reforms was very crucial as the country had recently undergone dismemberment and the situation was very volatile with discontented public and discredited bureaucracy. These reforms also considered earlier reports on endeavours undertaken to reform civil services like Rowland Egger report (1953), Bernard L. Gladieux report (1957), Justice Cornelius report (1962), and Fulton Commission (1968). These reforms struck at the core of Civil

Service of Pakistan by unified grading system, performance evaluation and promotion based upon this evaluation and inducting private sector individuals through lateral entry.

One of the purposes of these reforms was to reestablish the cadre service, it was present during the British and embraced in Pakistan, with certain modifications, after partition. By introduction of these reforms one of the things which was constitutional protection to the civil servants was withdrawn. It proved a way for officers for aligning their loyalties to politicians instead of state. It gave way for the common examination for recruitment to all the occupational groups. There was common procedure was the promotion but promotion prospects for the different groups were not same and not equitable in the federal civil services. The political condition of Pakistan at that time was highly favorable for restructuring the civil service because at that time almost half of the senior civil servants opted for Bangladesh. Besides it was first time ever that a logical democratic government was installed which enjoyed public support (Jabeen, Jadoon, M. Z. I. 2017).

These reforms had both negative and positive impacts. Negative aspects are that it led to politicization and withdrew the constitutional protection provided to the civil servants earlier. Positive impacts where it brought the elected representatives at the helm of policy formulation. However, broadly speaking these reforms failed to achieve their target due to the blatant overriding of merit and political interference that led to politicization of bureaucracy and instead of becoming better public servants they started serving the political elite because they held unnecessary control over bureaucracy (Wilder, A. 2009).

2.3.4 The Reforms

Some of the major changes brought in 1973 in recruitment and promotion are as under,

- 1) Service cadres were replaced by different occupational groups.
- 2) A uniform national pay Scale was introduced.
- 3) Joint training program was introduced as Common Training Program.
- 4) The introduction of lateral recruitment system. By virtue of this recruitment the routine processes skipped there was no involvement of the federal public service commission.
- 5) A federal services commission was formed for recruitment to different occupational groups, it was meant for an open, merit based and combined competitive examination.
- 6) Top Secretariat posts were no longer reserved for the CSP.
- 7) Previously the hierarchy of civil servants comprised of four classes was replaced by the national pay scales and these pay scales started from BPS 1 to 22.
- 8) Constitutional safeguards were to be removed and their term and conditions of the service were to be determined by an ordinary the parliament and rules made there under.
- 9) Special administrative tribunals were to be set up for redressal of grievances of the officials.
- 10) Civil service of Pakistan cadre and academy was abolished.
- 11) Horizontal movement was allowed between different departments.
- 12) These reforms also made some other changes in which all Pakistan services consisted of three services namely district management group, police service of Pakistan and

secretariat group but again in 90's the secretariat group is removed from all Pakistan service.

13) The 12 occupational groups created under the reforms were

Commerce and trade group (CTG)

Pakistan custom service (PCS)

District management group (DMG)

Foreign service of Pakistan (FSP)

Inland revenue service of Pakistan (IRS)

Information group (IG)

Military lands and cantonment group (MLCG)

Office management group (OMG)

Pakistan audit and accounts service (PAAS)

Police service of Pakistan (PSP)

Postal group (PG) (Prime Minister's Secretariat 2008)

Railways (commercial and transport) group (RCTG)

After the introduction of common training program, the first batch from CSA in 1973 came to be known as "1st Common". Initially, till 5th Common, occupational groups were allocated at the end of common training. However, from 6th CTP onwards, this duty was assigned to Federal Public Service Commission. In pursuance of Article 212 of the Constitution, Federal Services Tribunal was formed to adjudicate upon the issues related to the terms of reference of the service of the civil servants and to deal with any alleged injustice committed by departmental authorities against a civil servant. Later in 2006 a commission was formed, and its sole purpose was to reform the civil service from different angles for improvement of the public

service delivery. National Commission on Government Reforms included some general principles which serve as foundation stone for these following reforms in Civil Services of Pakistan, (Prime Minister's Secretariat 2008)

1. Recruitment must be open, transparent and merit based.
2. Regional Representation given in constitution would be adhered to.
3. Promotion and career progression will be based on performance.
4. Training after induction, at mid-career and senior management level would be compulsory.
5. It must be ensured that living wage and compensation are granted to civil servants, appropriate retirement benefits must also be given.
6. Civil Servants must have protection of tenure in office for a certain time.
7. There should be equal chance for career progression to all civil servants, without inclination for any specific class.
8. National executive service for direct recruitment to senior management positions, for the purpose of recruitment, NCGR suggested that the prevailing recruitment system must be reviewed. There is shortage of the senior officers at the senior position in the civil service. This is becoming increasingly difficult to find candidates of appropriate caliber for career in civil service. The recruitment system in place right now does not take into consideration the aptitude and command over expertise which has now become a necessity to perform specialized jobs throughout the career. Since the world at large is shifting towards electronic governance and automation process, it is pertinent to reappraise the present recruitment policies, by drawing the candidates who have suitable

educational background into different services. Recently before the regime change in Pakistan an Institutional reforms and austerity measures cell was working under the chairpersonship of Dr Ishrat Hussain, which almost proposed again all the above-mentioned proposals of the national commission on government reforms. This institutional reform cell ceased to work with the regime change in April 2022. Anyhow there are few groups which were aggrieved from the efforts of this cell. Office management group, postal group, railways, information group, Pakistan audit and accounts groups agitated against this cell. These groups were not given representation in this cell. This paper can also give some input in the ongoing reform process.

2.4 Creation of Unified Grades

The Civil Servants Act 1973 gave legal mandate for the three unified grades.

2.4.1 All Pakistan Unified Grades (APUG)

Officers falling under this category can be posted in the federation and Provinces, in districts too. The APUG consisted of following,

- District management group (BPS-17 to 22)
- Police service of Pakistan (BPS-17 to 22)
- Secretariat group (BPS-19 to 22)

2.4.2 Federal Unified Grades (FUG)

These officers are posted in the Federal Government. The FUG comprises of groups, which are listed below:

- Audit and accounts group
- Commerce and trade group

- Pakistan custom service.
- Foreign service of Pakistan.
- Income tax service.
- Information group.
- Military lands and cantonment group.
- Office management group.
- Postal group.
- Railways (commercial and transportation) group.
- Economist and planners' group

2.5 Theoretical Framework of the Recruitment and Promotion processes

To analyze performance of the civil service, it is necessary to look at the recruitment process. Establishment division is the main division dealing with the human resource management. It sends requisition to FPSC for the recruitment to the different occupational groups. Anyhow let's see at the recruitment process theoretically. Human resource management division and its recruitment policy is the key for performance of different jobs effectively and efficiently. Recruitment and redundancy are the push and pull levers for an organization and its change (Price, 2005). It is said that for fair recruitment process, the most qualified person for the job advertised are invited. (Griffin, 2005). Therefore, the recruitment and selection process theoretically consist of the vacancy positions, requisition to the HR agencies for recommendations of the most suitable candidates. This process consists of the job advertisements in the major dailies and display of the advertisement on the officially website as well, application process for the eligible candidates then written tests, psychological assessment and finally an interview for the assessment of the final

candidates is held. Recruitment policies are governed by civil servant act, 1973 and Civil Servants (Appointment, Promotion and Transfer) Rules, 1973 and Federal Public Service Commission (Functions) Rules, 1978. It regulates recruitment to the Federal Civil Services. Recruitment process is based on provincial/regional quota. As for promotion policies are concerned following is the brief description regarding procedure followed by federal government.

- A concerned departmental promotion committee would be set up to give recommendations for transfer to BPS 18.
- The recommendations given by Selection Boards would weigh in for promotion and transfer to BPS 19-22.
- BPS-22 promotions are determined by Prime Minister.

The basis for promotion includes,

- Time span of service
- Disciplinary Record
- Compulsory training
- Performance Evaluation Reports

2.6 Emerging issues in the current Recruitment and Promotion policies

It is important to mention that the reforms took place in 1973 hit hard the bureaucracy, before 1973 the bureaucracy was enjoying constitutional protection, which was now withdrawn. Many civil servants were removed at the personal whim of the politicians. The grievances of the civil servants remained on, and no heed was paid to them. The reforms instead of making better the civil servants or the public service delivery more efficient led to the inefficacy and poor service delivery. The conditions of the service became more worse. (Shafqat, 2013).

In addition, it is also noteworthy that main purpose of these reforms was to end the inequalities among different occupational groups through creation of different cadres of the same pay scales, but it did not change much, and the group with main seats and prospects for promotion was again superior. (Kennedy, 1987). Again in 2014 the Pakistan administrative service was revived by promulgation of SROs 88 and 89. It made the promotion prospects for other occupational groups more miserable, and the civil servants got more aggrieved.

It is worthy to mention that the constitution of 1973 did not provide security of service to civil servants. Earlier civil servants could not be dismissed without cause. Prior to 1973 Constitution, the civil servants could appeal to court against their dismissal, compulsory retirement, and reduction in rank. After all the reform process, the gaps in the recruitment and promotion policies are as follow.

2.6.1 Failures of the reform commissions

Government of Pakistan has formed more than 30 commissions and committees with mandate to reorganize and reform the civil service. A task force with the name of institutional reform cell and austerity measures (2018) is working to reform the civil services and looking into for austerity measures for reduction in the government expenses. Composition of this reform cell is challenged by various service groups, further it is also being objected that its terms of reference are flawed as it is only cornering the employees of the federal civil secretariat. Therefore, it is need of the time to search reasons behind failure of these reform commissions. (Rana, 2019). In earlier commission less representation was given to the civil servants of different occupational groups. In addition, the grievances as to services structure and recruitment were always ignored by the previous reform commissions and committees. There were many other aspects which were given consideration beside recruitment and promotion policies, there was less importance given to the

grievances of the civil servants. It was also the main cause behind failure of the reforms commissions.

2.6.2 Flaws in Recruitment

2.6.2.1 Uniformity

By virtue of 1973, reforms various services and groups merged into a uniform national scale of pay with 22 grades. It was meant to remove the class distinction and provide equality across the civil service. However, different departments had different responsibilities with varying job description and level of work, but they all ended up with the same salary structure. It created problems with the revision of salary as whatever increment in salary planned every year had to be carried out across the board. It became difficult for the government to compete in the labor market in the face of meagre salaries. It resulted in the stagnation in the appropriate increment in the salary structure. In short, it was not able to attract best brains towards civil services, and a significant gap between salary packages of private sector and public sector remained.

2.6.1.2 Turnover of civil servants

The Government is run by appointing right man for the right job. One of the most critical problems in the recruitment process is the inability to attract and retain the best brains in the civil service because of its salary structure and inherent power-oriented tug of war. Moreover, with the rise of corporate sector, more lucrative salary packages are awarded to competent and talented individuals. In the 1960s and 70s, employment opportunities were scarce and civil service was one of the few job openings for graduates, but things have changed over the years as private sector has risen to great heights. Brain drain also contributes to this issue because some of the most gifted minds don't stay in Pakistan to serve the nation.

2.6.1.3 Recruitment of incapable civil servants

FPSC is the main entity, which holds exams for different occupational groups, has noted the low level of intellect of the applicants undergoing civil services examination. FPSC has written reports over this matter, as every year the candidates appearing in the CSS exam are found to be unsatisfactorily prepared for the exam. Although the number of candidates appearing in the CSS exam has increased manifold in a short span but the number of candidates passing the exam has decreased proportionately. FPSC has criticized the current system of education in the country for being largely responsible for this downfall in standards.

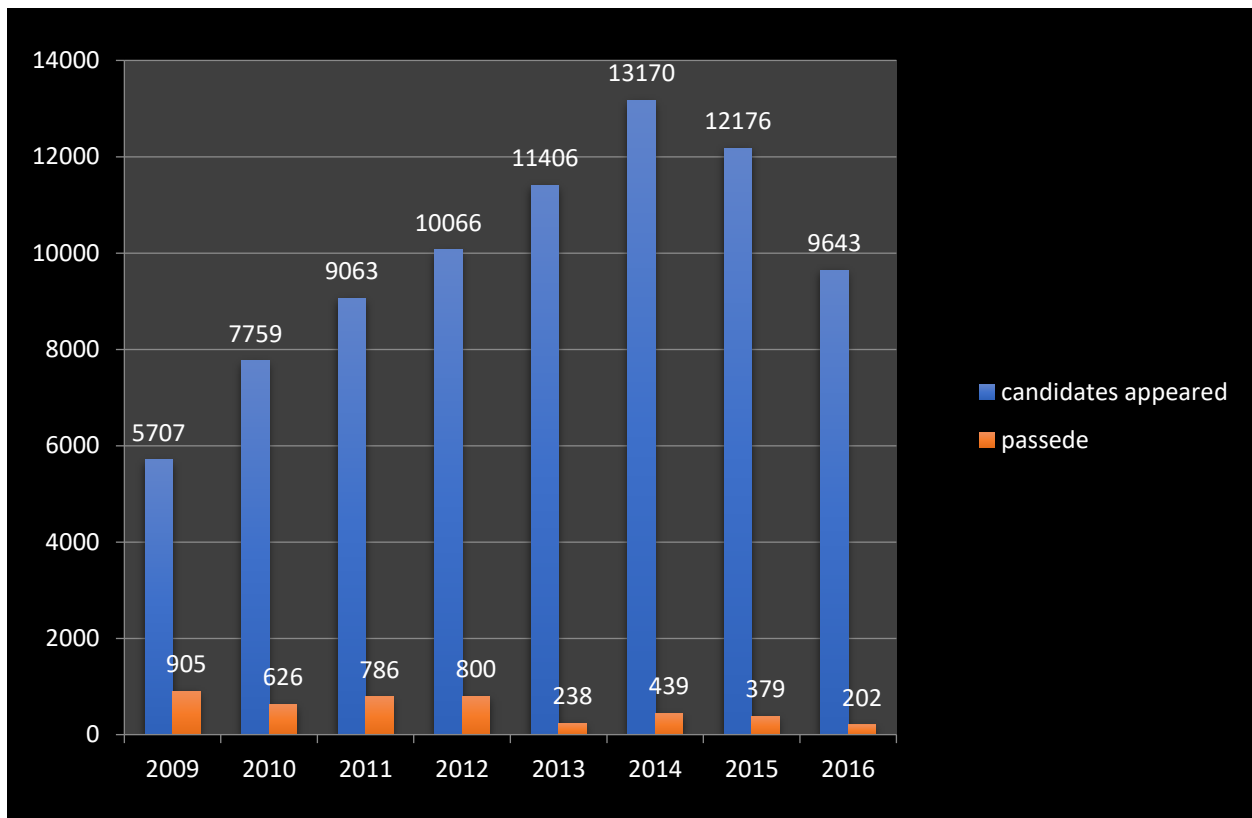


Figure 1: Graphical representation of candidates appearing during last 8 years.

(FPSC Annual Report 2016)

2.6.1.4 Fault with optional subjects in written exam

The recruitment process revolves around the civil service examination which includes test of subjects related to many subjects including history, languages, public administration, humanities, science, law and philosophy. Applicants are free to choose any subject. Decision of the occupational group is dependent on the marks attained by the applicant. There are some subjects which have a tag of ‘scoring subjects’ attached with them and are opted by many candidates who don’t even have any background of them. On the other hand, there are subjects which are considered ‘low scoring’ and are avoided by the candidates. This whole process lacks the ability to place an applicant to a group relevant to his/her abilities/academic background. An accountant can be appointed in Police Service of Pakistan. Instead of posting him/her in Inland Revenue Service or Pakistan Audit and Account Services where his/her caliber lies, s/he will be sent to a department which has absolutely no relevance to his/her academic background.

2.6.1.5 Need of Specialists

There is an urgent need for the hiring of the specialists in all the relevant fields, they must be properly trained and well equipped with the relevant educational background. In this era there is less opportunity of growth for the generalist.

It is need of the time to move towards specialization, the relevant degree holders must be invited with right attitude towards a particular service group. The candidates who don’t have any background knowledge and even aptitude that is needed for performing well in an occupational group, land in that group by virtue of their marks. Then when they make it to their respective fields or offices, they are unable to perform to their fullest potential. Civil Services all over the world are becoming more efficient by following the simple principle of selecting best man for the best job.

Pakistan also needs to recruit specialists in different occupational groups to improve the current situation.

2.6.1.6 Lack of Technological advancement

With the advent of globalization, organizations and departments around the globe are moving towards automation. Computer literacy is the part of many training modules. However, it should not be limited to one specific part of training. Rather, it should be a continued process and officers should be given opportunities to equip themselves with the latest trends and techniques. It is pertinent to mention here that officers should be trained to develop critical thinking as they are the ones who are supposed to take decisions at the end of the day. Hence, they should understand the balance between use of technology and decision-making techniques.

2.6.1.7 Tailored training for civil servants

Training sessions should encourage the new recruits to jot down their ideas, experiences, and difficulties that they face in the start of their career. If trainers include the case studies in their sessions, it can help the trainees to get a clear idea of the problems prior to their experiences and it can help them develop their problem-solving skills. The compression of salary scale over time has also created problems with recruitment process. This has resulted in resentment among officers as their salary package is considerably less than the ones working in private sector. This is one of the reasons that new generation prefers to have a career in a more lucrative private sector than public sector.

2.6.2 Problems with training and promotion process

According to Civil Servants Act 1973, promotion process has four key things:

1. Minimum length of active service
2. No disciplinary action pending

3. Complete submission of performance evaluation reports (PERs)
4. Training courses to be completed

Overall, the promotion system prevailing in the civil service of Pakistan is considered to have some flaws which are discussed below.

2.6.2.1 Defective System of PERs

As mentioned above, minimum length of active service and complete submission of PERs is mandatory for the promotion. Although PERs delineate the various aspects the performance of an officer, yet the promotion is not based on performance in civil service. Promotion in civil service is a near automatic process whereby ever officer gets promoted after a certain period after submitting PERs, provided no disciplinary action is pending. This mechanism is a source of demotivation for those who put an effort in discharging their official duties because at the end of the day, officer who worked hard and officer who has not performed well, are having the same reward. Promotion should be based on performance and not on length of service. This is the reason public departments are bursting with unproductive officers and overstaffed officials. Most of the officers fear the reforms that could introduce merit or performance-based system.

2.6.2.3 No special value given to experience range

Also, diversity of experience holds no significance in the promotion process. One officer might have served in various capacities at different places, but this experience will not earn him/her quick or swift promotion. Although it will add to his personal exposure, when it comes to promotion, he must fulfil the general criteria laid down.

2.6.2.4 Favoritism in promotions and transfers

Favoritism and nepotism are deeply rooted in the system so that they have assumed the form of a culture and have become a norm in the society. Although there are rules and laws that

govern the promotion system but still there is much room for arbitrariness. On many occasions the whims of the seniors determine the direction of an officer's career. Same is true for promotions where those with political connections or in good books of senior civil servants get 'prime' postings while sometimes promotions are withheld for those who are not close to the higher circles of bureaucracy. The Supreme Court of Pakistan has issued a clear judgement (i.e., in Anita Turab's case). The main gist of the supreme court judgement is as follow. The section 9 of the civil servant act is very clear, it deals with the promotion of the civil servants. If one officer is not considered for the promotion and his promotion is withheld, it is considered a major penalty in accordance with efficiency and discipline rules. Therefore, when officers are considered for promotion, it must be in accordance with law, policy, and merit. In addition, it should be based on merit, eligibility, and fitness. All these things must be lawfully considered.

One of the supreme pieces of legal literature about the scope of civil service is the case of Anita Turab, Constitution Petition No. 23/2012, for protection of Civil Servants. Wherein the questions or glitches about appointment, promotion and transfer are thoroughly explained and sorted out, the Hon'ble Supreme Court held that in the civil services all the appointments, promotions and removal must also be strictly according to laws, policies and rules made thereunder. If there is a situation where no law or rule exist their discretion will be exercised but that discretion must be always in transparent, fair and in reasonable manner for the supreme interest of public at large.

2.6.2.5 Weightage given to training

In the training structure of Federal Civil Service, training courses are not given as much importance as they should be. There are very few instances where someone fails to complete his/her CTP or STP and even after that, almost all the officers who undergo MCMC and SMC

complete it successfully. These training courses thus become a mere formality that must be observed before making progress in one's career. The weightage given to training is only 15%. It is very low as compared to international standards and even in Pakistan, well organized institutions like Pakistan Army attach much more value to training. Promotions there are dependent largely on the results of training courses. Striking a balance by giving more weightage to training viz a viz PERs is the need of hour in improving the promotion process of Civil Service.

1.6.2.6 No differentiation between low performers and high performers

The current system of promotion makes no distinction between officers with greatly varying degrees of performance. It is evident from the fact that entire batches are promoted simultaneously. Owing to this reason, many of the officials who perform well initially, lose their motivation when their efforts are not rewarded in a just manner. This promotes mediocrity in the services. Without the initiative of comparatively fast promotions, over time many officers stop performing to their optimum level. The atmosphere of competition is killed when all the civil servants know that they would be promoted to BPS-19 with their whole batch.

2.6.2.7 Lack of supervision after training

Unlike the army, there is no monitoring of the civil officers after they are done with their training. Because of this reason, it becomes impossible to evaluate the impact of training on the officers. It also means that there is no feedback mechanism to report if any deficiencies exist in the training program or if it is failing to cater to the needs of the system.

2.6.2.8 Other factors that are neglected

Promotion policies should be overhauled by making achievement of objectives and targets, proving oneself as a capable leader in critical time, implementing the skills attained during training session, integrating diversity into career span, and the most important factor of meeting the performance criteria, an integral part of promotion.

Chapter 3 Research Methodology

3.1 Data Collection and Analysis

Data collection and its analysis is an important tool to reach a conclusion. During the covid pandemic data collection was a challenge. There were only 165 respondents to respond to the questionnaires and only 5 senior civil servants showed willingness for the interview due to the pandemic. Their views and after analysis findings are described in the next chapter. The research topic is a thorough investigation of the recruitment and promotion policies. These two processes are directly concerned with the civil servants. One can say it is a reform within the system. Many civil servants throughout their career feel disgruntled. Therefore, for the purpose of data collection, there was no other best respondent than the civil servants. Deliberate or convenience sample has been designed which represents the civil servants of different occupational groups recruited through the CSS examination for this qualitative research. (Cr, 2020). Data is collected in survey form through questionnaire and interviews from the civil servants. It is important to mention here that despite corona pandemic the researcher has visited the offices of the respondents for filling of questionnaires and conducting interviews of the senior civil servants.

A set of questionnaires was prepared, which is provided in Appendix-A and at the end of the paper, it has various questions related to the research, to gauge how the civil servants themselves see the current system and need for reforms. The civil servants of all the occupational groups participated in the survey, although the number of respondents is limited due to pandemic. The researcher has tried its best to reach the maximum number of respondents. The questions in the survey are in the figures of the pie charts.

The findings of the survey are shared below.

1. Are you satisfied with the present recruitment system?

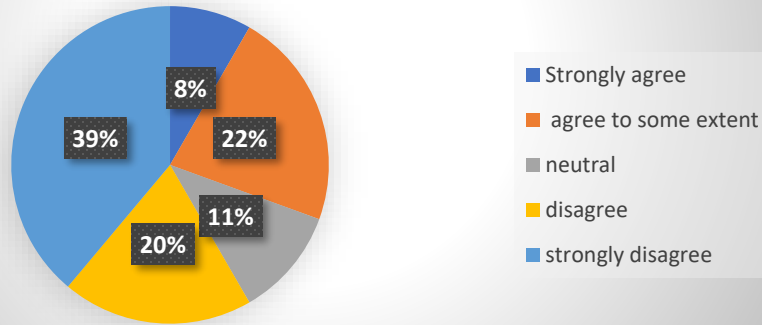


Figure 2: Question 1

2. Are you satisfied with the present Promotion system of the civil servants belonging to different occupational groups?

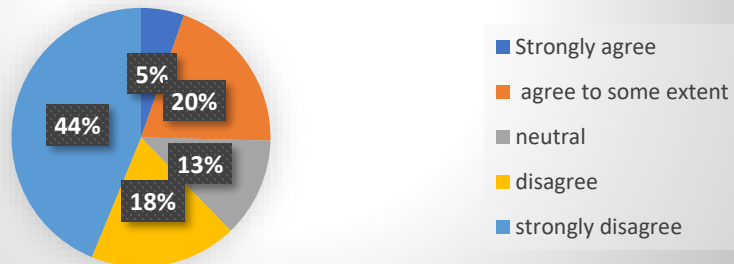


Figure 3: Question 2

3. Do you think promotion policy introduced on 5th December 2019 is fair to all occupational groups?

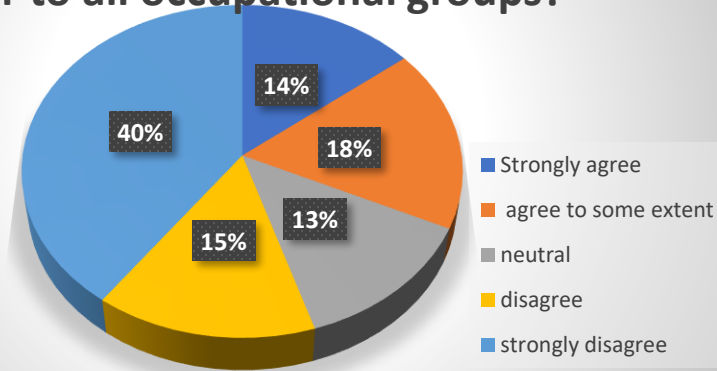


Figure 4: Question 3

4. Is the prevailing performance appraisal system satisfactory?

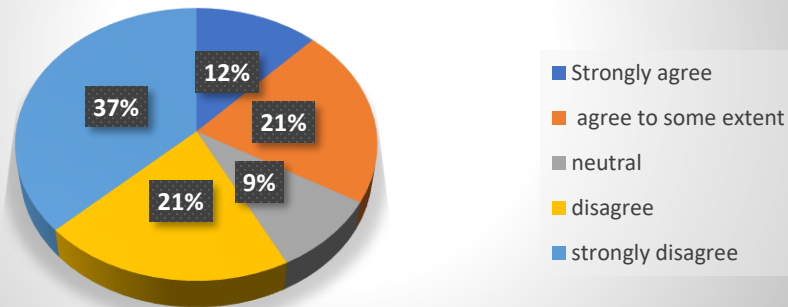


Figure 5: Question 4

5. Should the weightage given to training courses be increased as compared to PERs?

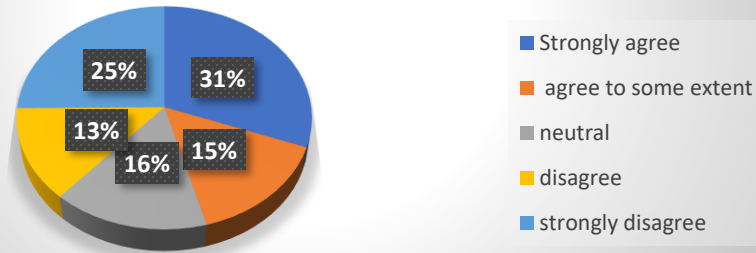


Figure 6: Question 5

6. Should KPIs be introduced for performance evaluation?

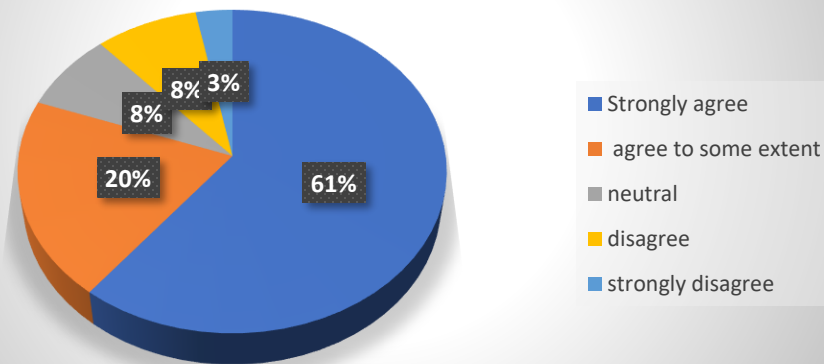


Figure 7: Question 6

7. Do you think screening test before CSS exams will improved the recruitment process?

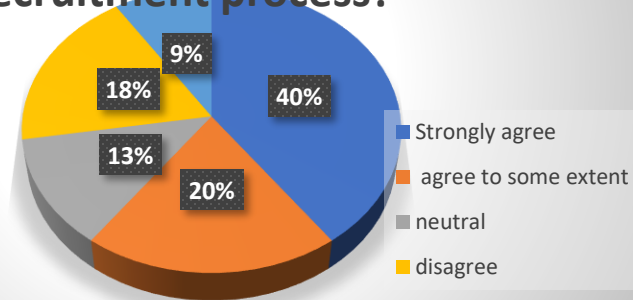


Figure 8: Question 7

8. Do you think that the proposals made by institutional reform cell, if implemented, can reform the recruitment and promotion policies...

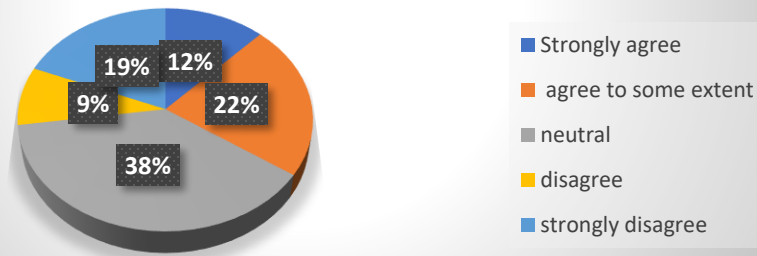


Figure 9: Question 8

9. Do you think that separate recruitment examination for each occupational group will satisfy the new entrants into civil service?

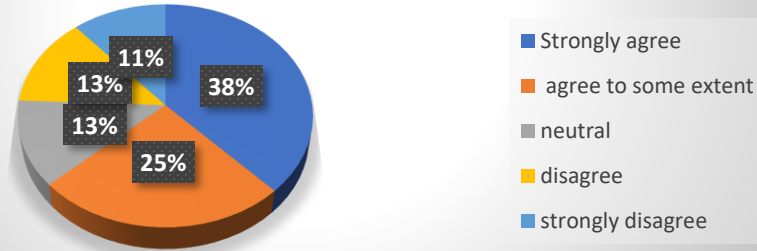


Figure 10: Question 9

10. Do the training courses of civil servants cater to the needs of all occupational groups?

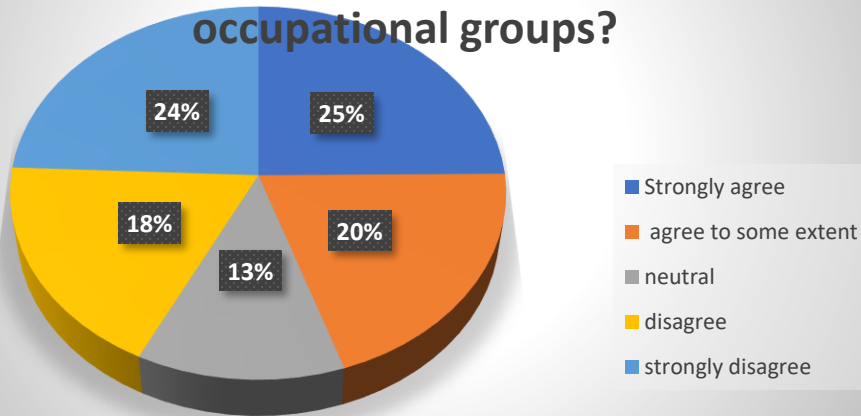


Figure 11: Question 10

11. Do you think that performance of seniors should be evaluated by their subordinate officers as well?

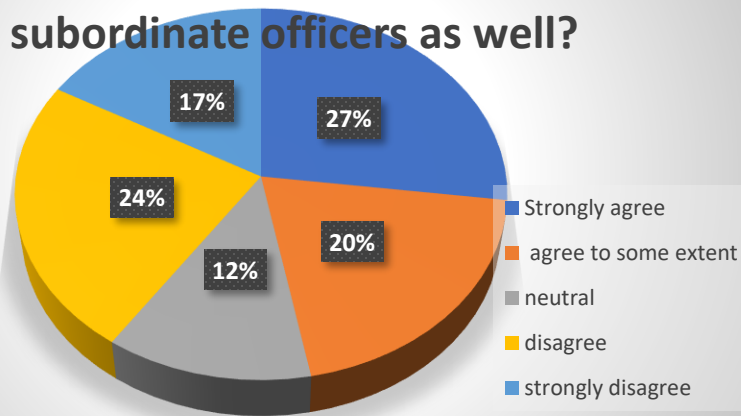


Figure 12: Question 11

12. Do you think that any positive reforms would take place in recruitment and promotion policies in near future?

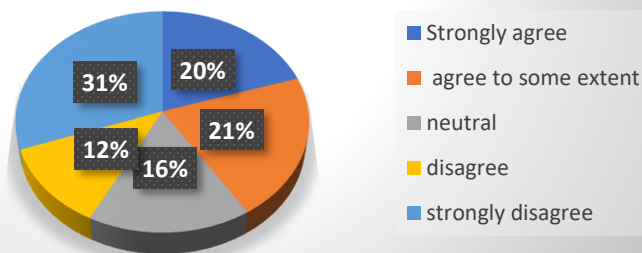


Figure 13: Question 12

In the next chapter the researcher has drawn inferences, findings from responses to different questions. These charts and percentage analysis have made easy to draw inference and to reach on conclusions for recommendations to improve the recruitment and promotion policies. Just to make analysis more vivid a comparison has been drawn between civil services of Pakistan, India, and Britain. The recruitment and promotions in Pakistan army are much better than

recruitment and promotions into different occupational groups. Therefore, in the next pages a comparison has been drawn to reach on fair findings.

3.2 Comparative Analysis of Recruitment and Promotion Policies of civil services with armed forces of Pakistan and civil services of few other countries

3.2.1 Recruitment and Promotion Policies in Pakistan's Civil Services

It has already been mentioned that recruitment is regulated under Civil Servant Act 1973 and the rules framed under the said Act, the rules are appointment promotion and transfer rules. Recruitment is usually made open merit, but the provincial and regional quota is also observed.

- FPSC is responsible for the recruitment to the posts of the of BS-16 and above
- Ministries, Divisions and Departments are responsible for recruitment t posts of BS-1 to BS-15

Article 240 of the Constitution 1973 stipulated that the appointments of civil servants and overall, the terms and conditions of the civil servants will be determined through an act of the parliament. Therefore, legislature in 1973 enacted Civil Servants Act. Its different sections give power to the ministries, divisions, departments, and cabinet for making rules. These rules are vetted and approved by other ministries and divisions for the running of smooth processes. Appointments are made by three methods through direct recruitment, promotion, and transfer. All these appointments to different posts shall be made by the head of the state or a person duly authorized by him in a prescribed manner.

The Civil Servants (Appointment, Promotion and Transfer) rules made in 1973 provides the mech for appointment to different posts in the civil services of Pakistan:

- Posts in BS 20 or above appointments are made by the Premier of Pakistan.

- The appointments in BS 17-19 and above equivalent appointments are made by the head of the concerned ministry or division.
- The appointments in BS 1- BS 16 or equivalent appointments are made by an officer duly authorized and notified by the head of the concerned ministry or division.

Recruitment in the federal civil services takes place through different four me:

3.2.2 Recruitment

The aspirants may enter in federal civil services CSS examination, which is held every year and conducted by the FPSC. Successful candidates are offered jobs to different occupational groups based on their merit in the final list, which is calculated after the provincial and regional quota. During the Zia regime 10% quota in the top three groups was allotted to the armed forces of Pakistan. These personnel inducted from armed forces do not appear in the written test, they just appear into the interviews. These officers are nominated by the human resource divisions of respective force.

3.2.3 Advertisements through press and websites

Vacancies are announced through websites and advertisements in ministries, divisions, and departments.

3.2.4 Adhoc Appointments

These are temporary appointments of citizens for running the routine business of the entities.

Under the Civil Servants (APT) rules the promotions and transfers are regulated:

- The promotions to the posts in BS 2 to 18 takes place on the recommendations of the departmental promotion committee.

- The selection board gives recommendation for the promotion to the posts of BS 19 to 22.
- The posts of BS 22 are decided by the premier of Pakistan for promotion through a high-power selection board comprising of Premier, secretary establishment, cabinet secretary, personal secretary to premier and additional secretary of the respective department whose officer is being promoted.

Favorable performance evaluation reports are considered a must criterion for the promotion.

3.2.4 Recruitment and promotions process in Pakistan Army

3.2.4.1 Recruitment process in Pakistan army

Pakistan army's process of recruitment at the officer level starts with different category. The first level is the mainstream fighting force with long PMA long and short courses for future employment in mainstream army and services with designation of 2nd lieutenant. Along with mainstream fighting officer, army also recruit officers at technical level like the engineering core, education, and medical core etc. for bulk of fighting officers. Vacancies are announced twice a year with initial screening, short listing candidates for ISSB (inter-services selection board) test. The screening comprises off main stages at AS &RC through the country. These centers are also responsible are recruitment of soldiers and these centers are independent as far as recruitment of soldiers is concerned.

Qualification for mainstream fighting officers is intermediate either FSc or FA. However, a candidate must have marks equal to 65% or above to appear in screening and ISSB.

3.2.4.2 Screening process at AS & RC for ISSB

The recruitment process starts with initial screening test for ISSB through the country. This process comprises of four stages which each candidate must clear to qualify for ISSB. These four processes are as follow.

1. Intelligence test at computers based on academic background, verbal and non-verbal intelligence test, general knowledge, Islamic studies, world geography and Pakistan affairs.
2. After going through intelligent test, candidate go for medical test in which detail medical fitness of candidate is checked.
3. Next stage is based on a physical test in which a candidate must pass a running test of 1.7 km in 7.30 minutes.
4. In the end an interview with penal of psychiatrist, a major and commandant of recruitment center with the rank of lieutenant colonel. This board select candidates with 25% ratio.

After passing the initial tests successfully, a candidate is called for ISSB. The ISSB is conducted twice a year in four major centers, three regular center and one at Quetta.

3.2.4.3 What is the ISSB Test?

The process of ISSB is conducted under the supervision and instruction of Personnel Directorate, headed by a Major-General, based in GHQ. The ISSB is main selection stage for induction in armed forces of Pakistan. It is four-day activity in which a candidate must go one of the ISSB center from Kohat, Gujranwala, Sukkar, and Quetta. During ISSB a candidate is not allowed to use cell phone or contact the with outside world and a candidate must stay at center during the night.

The ISSB board has the full mandate to recommend a candidate or reject for commission in armed forces of Pakistan. The activity has four main stages, which is as follow.

1. Complete psychological test is conducted in which a complete personal Intelligent/emotional quotient.
2. Second day is group test and group activity with focus on assault test and map reading, conducted by a major ranked officer known as GTO (group testing officer)
3. Final day is deciding factor for selection and comprises of interview with commandant of selection board based on the pen received from psychologist and report of group testing officer.

3.2.4.5 Promotion criteria of Pakistan Army (mainstream army)

The promotion process of Pakistan army at officer level has best practices of the world. From BPS-17 to upward each promotion step has full-fledged and very strict criteria.

1. From 2nd Lieutenant to Lieutenant.

An officer after passing his long course training at Pakistan Military Academy at Kakul for two years, must serve in his unit six month as 2nd lieutenant to be promoted as full lieutenant. The MS branch (military secretariat branch) is responsible for issuing orders of promotion and maintenance of records of the officers.

2. Lieutenant to Captain

After completing three year of commission service in unit an officer can be promoted to the rank of captain. However, an officer must pass the promotion exam, which is taken by the PA Directorate, GHQ. Promotion examination is based on general knowledge, Geography, military paper, and essay writing. Unless and until an officer

will pass the examination, he will not be promoted to Captain no matter how much time he needs to him to pass that examination.

3. Captain to Major

For promotion to rank of major, seven-year commissioned services is required with five years as captain. The mandatory step is to pass staff captain to major promotion exam conducted by PA directorate, GHQ.

4. From major to lieutenant Colonel

Two-pronged strategy is followed for promotion of major to lieutenant colonel. A majority of officer 75% who make to the rank of colonel are staff college qualified. The rest 25 % has undergone alternate course i.e., logistics staff course at army school of logistics kuldana Murree and intelligence staff course at army school of intelligence at Murree. For qualifying entrance exam for staff college is mandatory to join staff college training.

5. From rank of lieutenant colonel to colonel and brigadier.

Officers who don't qualify staff college Quetta can only make to the rank of full colonel. The officer who qualified the staff college course can make it to rank brigadier provided other factors are fulfilled. Other factors include officer efficiency report OER. Discipline etc.

6. To the rank of Major-General (BPS 20 to 21)

Selected officers based on their overall performance includes OER and grades obtained in staff college course, selected to undergo one-year course known as National Security and war course (NS & WC) at National Defense University Islamabad. The promotion to major-general is based on grades achieved during NS & WC and overall performance

throughout the service. The promotion board is headed by COAS, Corps Commanders and PSOs.

7. From rank of Major General to Lieutenant General

There is no further formal education or training is required to be considered for the rank of lieutenant General. This promotion is based five-year performance as Major-General.

Criteria for ACR maintenance

The overall performance of officers during the working years are recorded on a comprehensive and detail Performa OER form which includes technical efficiency, professionalism, conduct and integrity through OER. The performance is graded from outstanding (above 90%) to adverse report which include well above average, above average, average, satisfactory, unsatisfactory, and adverse. The commanding officer is initiating officer of OER, the brigadier is Senior Reporting Officer SRO. Based on OER the OEI is maintained by MS branch GHQ. Based on OEI, the further promotion, war college courses and foreign course are allocated. It carries 100 marks.

3.3 The Indian civil services

Indian civil services mean career civil servants of India, who carry out the policy given by the elected cabinet.

3.3.1 Recruitment in the Indian civil services

Recruitment in the civil services of India is by union public service commission combined with competitive examination, that is almost like the recruitment of different occupational groups of the Pakistan civil services.

To recruiter, 1st a screening test is held and then a comprehensive written examination is conducted, after that psychological assessment examination is held which is followed by the interview. Hence recruitment process is completed by, a combined competitive examination for many occupational groups.

3.3.2 Promotion in the Indian civil services

Promotion process of Indian civil services is like the Pakistani promotion process that a certain weightage is given to the PERs, trainings and the promotion board. Just in Indian civil services there is one difference which is 360-degree evaluation of the officers who is under consideration for the promotion.

3.4 The British civil services

The reason for studying the British Civil Service system of recruitment and promotion is that we inherited our civil service structure from the British.

World Bank has rated the British civil services among the most effective civil service of the world.

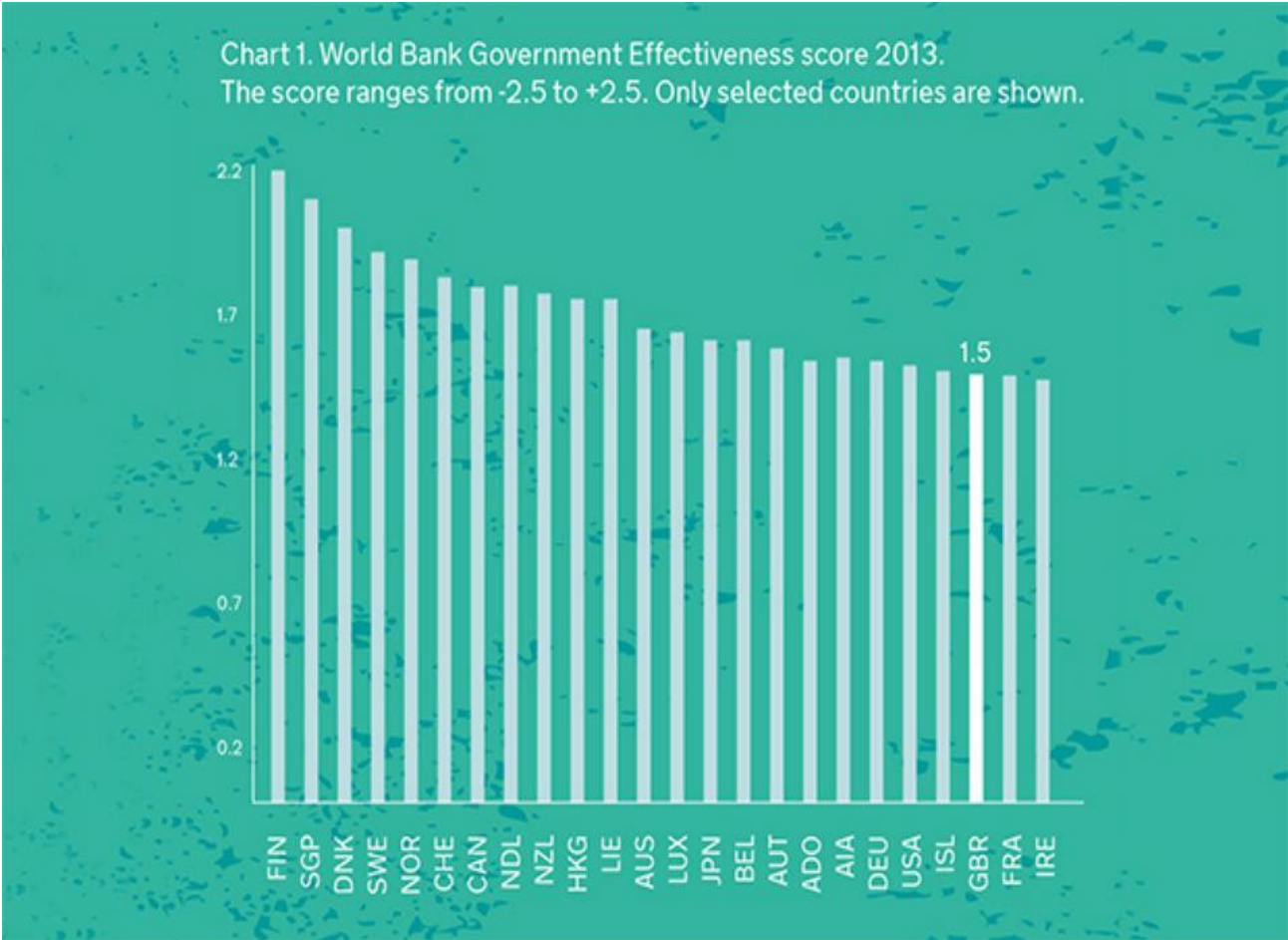


Figure 14: Chart 1

(Stephanie Anscomb 2015)

Britain also scored very high on Bertelsmann Foundation’s Executive Capacity Score 2015 as depicted in the graph below.

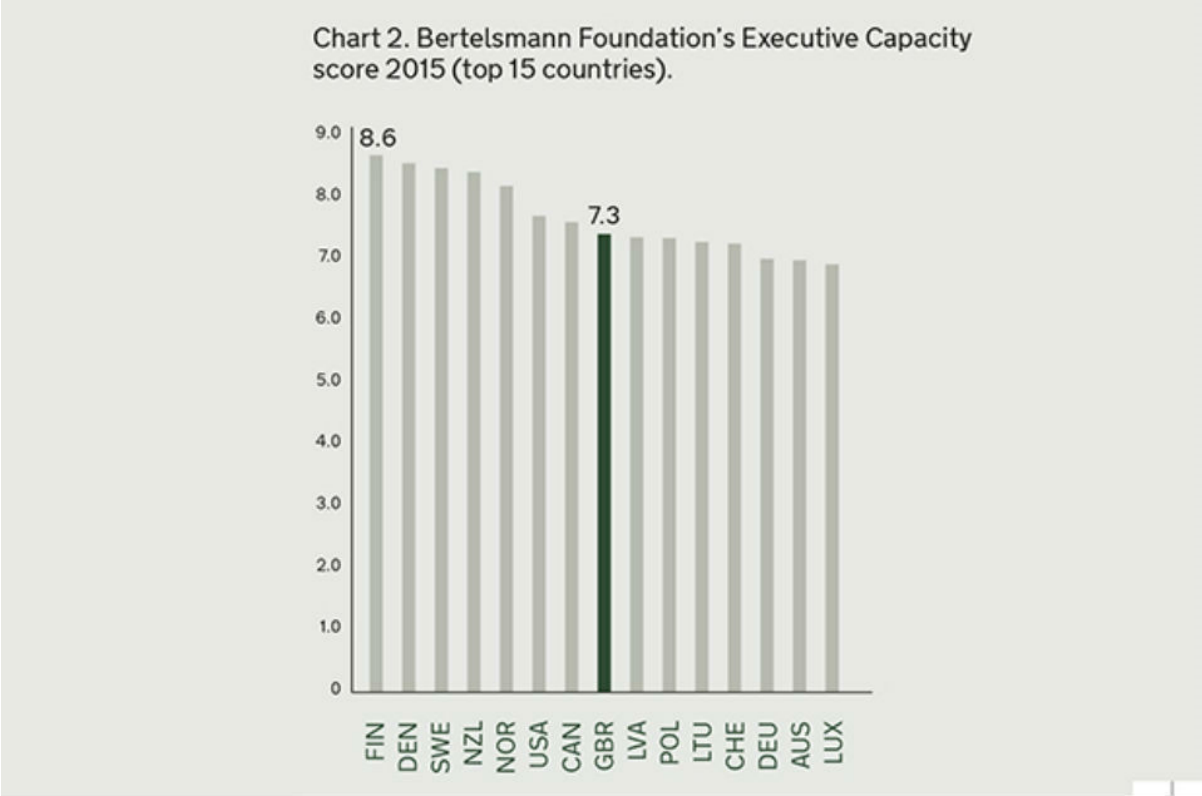


Figure 15: Chart 2

(Stephanie Anscomb 2015)

British civil services have enjoyed reputation of being most efficient and up to date so that it can meet challenges and changing demands of time. British civil service has been a role model for many countries in world including Pakistan. British people demand efficient civil services and civil servants themselves wanted change in structure of bureaucracy making it more performance oriented. This has led to reforms in civil services over period. The current reforms in civil services address these problems faced by bureaucracy and is aimed at following basic principles,

1. Making civil services more efficient by reducing number of civil servants instead of increasing them and stressing more on change in hierarchical structure and making management more efficient and innovative.

2. A performance-based system of reward and punishment for civil servants which leads to more productivity and satisfaction among civil servants who work efficiently.
3. Continuous improvements of civil services to create an efficient and flexible civil service. This will ensure high quality service delivery in less expensive ways (Bezes & Lodge, 2015).

The Recruitment principles 2015 (April) provide legal requirements for selection in civil services on basis of merit and fair competition. Section 11 of constitutional Reforms and Governance Act 2010 requires that civil service commission must work independently and should make recruitment rules. The legal requirement for recruitment stresses selection of civil servants on fair and open competition and meritocracy. This means that process of selection should be unbiased, candidates must be able to get required information pertaining to selection process and after all this exercise most capable person should get job to serve public. The selection process is chaired by a panel of two or more people which must be civil servants or by a civil service Commissioner. If a relevant minister is required to be consulted for any selection, chair of panels makes sure that the minister is consulted. The minister is informed about selection process and opinion of minister is conveyed to panel. Minister may meet shortlisted candidates and such meetings must also be attended by one member of commission, minister however has no say in addition or removal of any candidate. Panel selects best person for selection and if minister does not agree to proposal, then a valid reason for rejection is sought. Before the start of competition job description, selection criteria, pay, panel members and all process to be followed is announced in advertisement. Selection process is made impartial and objective. All candidates are assessed against similar criteria. All selected candidates are bound to comply with civil service code of honesty, integrity, impartiality, and objectivity. Selection of permanent Secretary grade is made

with same principles (Bezes & Lodge, 2015). However, selection is chaired by First Civil Service Commissioner who keeps Minister and Prime Minister informed about selection process. Prime minister makes final selection after consultation with head of Civil Service and First Civil Service Commissioner. For the posts of SCS (permanent secretary) and SCS (Director General) Civil Service Commissioners chair competition. They also chair competition for SCS (Director). Selection is made on merit, and it is expected that candidates on merit have met all the essential criteria for selection process. The head of Civil Service at each department is responsible for complying with Recruitment Principles. In Exception, the civil servants may be retained on probation for two years, Civil servants can be employed in Extended Ministerial offices for period of five years and on permanent basis. Former Civil Servants may be employed again if they meet selection criteria (Wart & Hondeghem 2015).

Under Recruitment Principles for civil Service, departments and agencies are directed to make procedure for recruitment and to proscribe criteria for appointment such as age, qualification, remuneration, aptitude, and demand for job. However, this is subject to certain conditions as recruits are appropriate for required job and record for recruitment is kept for twelve months. Top 200 post are called Senior Civil Servants SCS. Departments and agencies ensure that recruits will show satisfactory performance in future and their recent past activities have no negative effect on Civil Service (Wart & Hondeghem 2015).

In Fast Stream Development Programme, Civil Servants who meet required qualification can go for open competitive examination in any department. Serving Civil Servants are given exemption from probation and vocational training and their experience in Civil Service is considered. Appointments for a fixed term are made to meet temporary needs. Fast Stream Development Programme is a capacity building Programme for rapid promotion to the higher

scales. It includes the services in the unitary government's central offices, Diplomat Services, likewise different other professionals to different other departments, they are called collectively Graduate Fast Stream. Diplomatic Services has separate post for Economists. These are separate competition examination for Economists, Statisticians, and IT specialists through a fast stream track. The selection process follows on-line application, on-line self-assessment, and on-line competency tests. Successful candidates take an in-tray test and those who qualify this test are called in Fast Stream Assessment Centre. In service candidates are exempted from on-line test and directly appear for Fast Stream Assessment Centre where they take tests like those of external candidates. There is no age limit for candidates (Laegreid & Wise 2015).

Failure to reach standard of Promotion: If Fast Steamers fail to show potential for promotion, then their membership can be cancelled even right after period of probation. Fast Steamers are usually promoted within period for five years after entry into Programme.

Core areas of Training for capacity building are

1. Fast Stream Induction Courses
2. Feedback based on candidate Fast Stream Assessment
3. Professional Development plan and SCS competencies
4. Minimum 15 days of the job training
5. Minimum 3 months work in another department

Personal Review is used for appraisal of performance and personal skills. Lateral transfers and Promotions take place on basis of fitness, merit and duties performed. Approval from Senior Leadership committee for promotion at top level is required (Laegreid & Wise 2015).

3.5 Comparison of recruitment and promotion policies of different countries

		Pakistan	India	British
	Core values	Undefined	Integrity, Allegiance to constitution, patriotism, impartiality	Integrity, Objectivity, honesty and impartiality
1	Recruitment			
A	Basis	Civil servants (Appointment, transfer, and promotion) rules,1973 Federal Public Service Commission (Function) Rules,1978	Article 320 of the Constitution read with the Union Public Service Commission regulation, 1958	The recruitment Principles, 2015
B	Body	Federal Public Service Commission (FPSC)	Public Service Commission	Concerned ministries
C	Process	a) Advertisement b) Written exam c) Psychological test d) Interview	a) Preliminary Exam b) Main Exam c) Interview Personality test	a) Advertisement b) Online screening test c) Computerized exam
D	Merit	Quota based	Quota based	Open Merit
2	Promotion			

A	Rules	Civil Servants (Appointment, Promotion and Transfer) Rules of 1973	The Indian administrative service (appointment by Promotion) Rules, 1955	Concerned ministries
B	Criteria	Length of service Disciplinary record Performance evaluation report Training courses	Written Exam Interviews since 2013	Fitness Merit Duties performed

Chapter 4 Findings

The observations in the literature review, the data analysis trends and inferences from the interviews of the senior civil servants shows that the civil servants recruited through the CSS are restless and they want meaningful reforms within the system of recruitment and promotion.

In the previous chapter we have seen the responses of the civil servants to different questions, they have shown dissatisfaction to the prevailing recruitment system. Likewise, they have shown dissatisfaction to the promotion policies and the senior civil servants endorsed the responses given by the respondents in the questionnaires.

Here are findings based on the question asked to the senior civil servants in interviews, questionnaires to the civil servants in the form of surveys, comparative analysis with other services and from the literature review.

- Majority of the civil servants belonging to different occupational groups are not satisfied with the present-day recruitment and promotion policies. Previous reforms commission failed because the previous reforms commissions did not make the civil servants as part of reforms process. The grievances of the civil servants keep growing. It has resulted in the compromised performance of the civil services.
- The promotion policy introduced in 2019 is not fair to all the occupational groups, the criteria discussed for the promotion is more favorable to some occupational groups. Therefore, there is disgruntled attitude of one group towards the other groups
- The performance appraisal system is also not catering the true spirit of evaluation, therefore majority of the civil servants belonging to different occupational groups wants meaningful changes the performance evaluation form. The flatterers despite their poor performance at work get excellent in the PERs and considered fit for elevation to higher scales. Most of

the respondents and interviewees were demanding changes in the performance appraisal system.

- The respondents demanded more weightage for the score obtained in the training courses than that of the performance evaluation reports. Earlier the PERs have more weightage than the training courses required for the promotion, the respondents have demanded for increase in the weightage of training part.
- In accordance with the responses given by the respondents and interviewees, they demanded the inclusion of the key performance indicators in the performance evaluation reports for better judging the performance of the civil servants, who being considered for the promotion.
- Screening test before the recruitment examination to different occupational groups is demand by the respondents further, they responded that it has improved the recruitment examination.
- The reforms introduced by the institutional reform cell need to be implemented, it is also a demand by the respondents
- Separate recruitment examination for each occupational group is also demanded by the respondents in which academic relevance must be integral part, the respondents vigorously responded it will attract right person for the right job. In interviews the interviewees said that this separate recruitment examination must be merit based, transparent and competitive.
- It has been also found that Training courses are not catering the needs of the civil servants, the respondent demanded in their Responses to modify the training courses according to the needs of occupational group.

- 360-degree evaluation is also one of the findings based on responses given by the respondents and comparative analysis with the civil services of India.
- Practices in the armed forces regarding psychological assessment may be implemented for improvement in the recruitment process.
- Fast track promotion channel as it is in the British civil services can be replicated here for the encouragement of the best performers and the most talented ones.

Chapter 5 Conclusion and Recommendations

5.1 Conclusion

After doing literature review, conducting interviews and survey, the researcher has drawn inferences in the finding chapter, which concludes that reforms in the recruitment and promotion process of federal civil service is need of the hour. The inferences drawn from the trends in analysis of the data, comparative analysis with other countries civil services and army shows that the policies of the federal civil services of the Pakistan related to recruitment and promotion are flawed which has led to the compromised performance of the civil servants. The prevailing civil service system led us to the conclusion that the system in place right now need overhauling. The previous reforms commission failed because a fair representation was not given to all the key stakeholders, similarly all the service groups were not given fair representation in the reform process. A little effort was made to improve the recruitment and the promotion processes. The grievances and disgruntled attitude of the civil servant remained the same. For this purpose, certain recommendations are presented here which, if implemented, are expected to resolve the issues pertaining to recruitment and promotion in federal civil service to a great degree.

5.2 Recommendations

Suggestions for improvement in the promotion processes in accordance with the findings are as follow.

5.2.1 Consultation with all the Stakeholders before any Reform Initiative

- Efforts should be made to satisfy the civil servant so that they may feel honoured and satisfied, they must also be made part of the institutional reform's committees. Such committees must have members representing all the occupational groups who are

considered main stake holders to such reforms processes. Fair and equitable prospects of promotion should be accessible to officers of all occupational groups through consultation with all the key players to reduce grievances and disgruntled attitude of the officers.

- The promotion policy 2019 formulated by the establishment division is an arbitrary document based on the whims of only a single group, likewise SRO 88 and 89 were of similar nature which added fuel to fire on the injuries of marginalized service groups. Any such policy should be formulated by mutual consultation of all the occupational groups. Similarly, any such SRO must also be consulted before making part of any reform process.

5.2.2 Amendments in the Promotion Policy 2019, SROs 88 and 89

Coming to the promotion part, promotion policy introduced in 2019 needs to be amended, the SROs 88 and 89 introduced in 2014 also need to be amended. Members of occupational groups still feel disgruntled due to uneven distribution of federal secretariat positions and abolition of all Pakistan unified grades. An equitable distribution of the seats needs to be made by amending the above-mentioned SROs. This arrangement will give satisfaction to the civil servants of different occupational groups

5.2.3 Changes in PERs contents and Introduction of 360 criteria for the evaluation of the officers

- Key performance indicators must be made part of the performance evaluation reports. It will identify the area for the performance. The reporting and counter signing officer will be able to gauge the performance of the civil servant. Through these key performance indicators, the reporting officer and countersigning officer will be able to portray true picture of the officer to be assessed. It will make promotion system more comprehensive, it will improve quality of work, it will account for performance under stress, teamwork, and sense of responsibility to determine the suitability of civil servant for promotion. In

this way, enthusiastic Civil servants can have an opportunity of rapid progress, and this will not require them to follow specific tenure for seniority that is required for promotion in current system of promotions. It is also recommended the reporting officer while writing the PER must report the areas of under performance of the civil servants, this portion should not be blank, and the reporting officer must attach documentary evidence for the underperformance of the civil servants.

- Evaluation mechanism of one's emotional stability must be at 360-degree as it is in the Indian civil services. It will also reduce the arbitrary power of the senior civil servants. It will guide towards fair evaluation of the civil servants. It will give fair idea to the promotion board or committee to decide the case of a civil servant for promotion or otherwise.
- Another important step that can be taken from promotion's perspective is that those officers who show consistency in achieving the objectives set out for them must be identified. In this way, a differentiation would be made between those who are consistently performing and those who are not.

5.2.4 More Weightage to Training part for Promotion

It is also recommended that for promotion to higher scales, the weightage given to training part should be increased from 15% to 30%.

5.2.5 Introduction of Fast Stream Development program

- Like British model, Fast Stream Development Program in Pakistan may also be divided into various groups of such senior civil servants. e.g., Science and engineering fast stream group, Diplomatic fast stream group, Home civil services fast stream group, technical development group and audit and account service or separate recruitment examination may be introduced for each occupational group, it will reduce the dissatisfaction by the aspirant after getting induction into that group. It will also reduce the disgruntled feelings of civil

servants. They will be well acquainted with the group for which they will be appearing for the recruitment.

- As given in British Civil services code there can be a Fast Stream Development Program in Pakistan as well. Where Civil servants (new inductions as well as civil servants that are already serving can appear in another competitive exam for rapid promotions to higher posts. This will improve standard of promotion process as it will again be merit oriented and it can also provide opportunity of induction of new talented administrators.

5.2.6 Introduction of Changes in the Existing Recruitment Process

- Based on the findings, it is described that it is the time of specialization, there is no place for the generalist. The academic relevance of the candidates is very important for keeping the country on the development track. The applicants must have relevant academic degree and excellence in which he wants to be recruited and not to create the misfit status of the entrants after joining a service.
- Career talks should be conducted by FPSC at the universities prior to the recruitment so that awareness is generated amongst the students about the prospects of career in public service. This would lead to green harvesting, i.e., to recruit the better graduates by reaching out to them before they graduate.
- In advertisements of various private organizations, it is emphatically mentioned that what kind of important role the recruited person will play after getting the job. Likewise at the time of press advertisements about jobs in civil service, FPSC must highlight the crucial role of civil servants in development of the country.
- The screening test is now part of the recruitment process on the trial bases. But must be made permanent part of the recruitment process to attract towards the exams only serious

candidates. It will reduce the time for the conclusion of this lengthy and cumbersome process of recruitment through CSS.

- The psychological testing of qualifiers of written exams needs to be improved. The quality of psychological assessment must be further enhanced to bring it at par with international standards. The emotional intelligence and intelligent quotient must be measured scientifically to assess the true temperament of the officers to be recruited. Psychological assessment reports in the armed forces carry high weightage, a similar assessment mechanism must be introduced in the civil services of Pakistan. Highly competent experts should be employed by FPSC, and time duration of tests should be increased.

5.2.7 Separate Recruitment Examinations for each Occupational Group

First, occupational groups need to be reduced, the occupational groups with similar functions must be merged and only 4 to 5 occupational groups be advertised for the next recruitment exams. There must be separate recruitment examination for every newly formed occupational groups. This new recruitment will be on the bases of most relevant academic subjects, it will reduce the candidates and their attitude to switch the service groups. It will attract the specialized persons for the specialized job, best man for the best job, it will improve efficiency of the civil servants.

5.2.8 More Skill Development Training Programs

Finally, if some employees are not performing up to the mark owing to some deficiency in certain skill, they must be trained properly in that skill. Special attention should be paid to the continuous evolution of skills of the employees through in job training throughout the professional career.

Sound recruitment and promotion policies are the cornerstones in the edifice of a civil service. These policies must be laid down in such a manner that the best minds are attracted, retained, advanced, and promoted. Considering the recommendations given above the recruitment and promotion policies of Pakistan can come at par with the countries that have efficient civil services. But the greatest hurdle in this regard, as pointed out by all the respectable interviewees, is the lack of political will owing to vested interests of those at the helm of policy making. Therefore, meaningful, and lasting reforms in civil service can only be brought about if the government is interested. The people of Pakistan look up to the public servants to serve them to the best of their abilities. If the recruitment, training, and promotion of civil servants are flawed then the public service delivery is also compromised. Those officers who are better performing eventually become demotivated if they are not promoted on time or not given important positions which they deserve.

In today's world, the public is aware of their rights and in the age of information technology, poor public service delivery gets highlighted and then the government is taken to task. It is therefore, in the best interests of the government as well that for the sake of fulfilling the commitments of state towards its citizens conduct a reformed civil service must emerge. Taking radical steps might not be a possibility in current scenario. Therefore, the prudent approach will be a start with small steps. Most of the suggestions related to recruitment can be implemented in a short span of time but those related to promotion might require more time.

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Appendix A

QUESTIONNAIRE

Please describe your name, and your basic pay scale in Government of Pakistan.

Name _____ BPS _____

Please circle the answer which you deem is most appropriate.

- 1) Are you satisfied with the present recruitment system?
 - a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree

- 2) Are you satisfied with the present Promotion system of the civil servants belonging to different occupational groups?
 - a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree

- 3) Do you think promotion policy introduced on 5th December 2019 is fair to all occupational groups?
 - a. Strongly Agree

- b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 4) Is the prevailing performance appraisal system satisfactory?
- a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 5) Should the weightage given to training courses be increased as compared to PERs?
- a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 6) Should KPIs be introduced for performance evaluation?
- a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 7) Do you think screening test before CSS exams has improved the recruitment process?
- a. Strongly Agree

- b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 8) Do you think that the proposals made by institutional reform cell, if implemented, can reform the recruitment and promotion policies of Federal Civil Service?
- a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 9) Do you think that separate recruitment examination for each occupational group will satisfy the new entrants into civil service?
- a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree
- 10) Do the training courses of civil servants cater to the needs of all occupational groups?
- a. Strongly Agree
 - b. Agree to some extent
 - c. Neutral
 - d. Disagree
 - e. Strongly disagree

11) Do you think that performance of seniors should be evaluated by their subordinate officers as well?

- a. Strongly Agree
- b. Agree to some extent
- c. Neutral
- d. Disagree
- e. Strongly disagree

12) Do you think that any positive reforms would take place in recruitment and promotion policies in near future?

- a. Strongly Agree
- b. Agree to some extent
- c. Neutral
- d. Disagree
- e. Strongly disagree

Appendix B

Interviews

Interviews are an important source primary data. Interviews were conducted with relevant persons during our research work for collecting the information related to our research project.

Interview with Ms. Arifa Saboohi (former Director General, Civil Services Academy)

The respectable ex-Director General believed there are many problems related to the present recruitment and promotion system of the Federal Civil Service. She said that the examination system FPSC doesn't test critical thinking ability. Credit is instead given to crammed knowledge. There are thousands of candidates appearing in the CSS examination every year and therefore, effective evaluation becomes hard for the examiner. It is for this reason that screening test must be introduced as soon as possible. Certain optional subjects which are at times termed as 'game changers' result in some candidates scoring very high in the written part of CSS exam and thus getting good positions overall. But when we evaluate them during CTP, they are not as competitive as some other probationers who scored lower in CSS written examination. Their marks at the end of CTP are reflective of that. To counter this, FPSC has changed the groupings and marks of most of the previous subjects and has also introduced new subjects. This is a step in the right direction.

Coming to the psychological part, the worthy Director General stated that psychological testing has become much predictable due to preparations of the test started by different academies. These academies train the qualifiers on the pattern of psychological test and thus the element of spontaneity which is very important for psychological evaluation is lost. The psychometric testing carried out by FPSC has, in the past, failed to point out the psychological disorders in a few

candidates. Moreover, in many instances, the psychological evaluation done by FPSC is not given due weightage by the interview panel. To counter this, psychological tests should not be conducted on repeated patterns. As far as the interview is concerned, the same situation has been observed as well. The questions in interview are mostly repeated and many qualifiers collect these questions beforehand by getting in touch with the written qualifiers who have been interviewed prior to them. Academies also collect these ‘important’ questions and share them with their students. To resolve this problem, interviews should be structured in a way that they determine the emotional stability, knowledge, and other such traits instead of being an exercise in reproducing crammed knowledge.

The present institutional reform cell is trying to impart recommendations, but I am not too much hopeful, whether these reforms will be implemented. Till today there are few groups showing resentment to the reform process. It is like old wine in new bottle. Regarding the training part, its weightage should be raised from 15% to 30%. Then about the PERs, the chances that it would become completely fair are very slim. KPIs have been introduced for BPS-17 officers of Federal Civil Service. It is quite unlikely that 360-degree evaluation would work in Pakistan because typically in our culture of civil service, people don’t gather courage to say the right thing. Finally, about project Uraan, the Director General said that it seems impossible that broad based reforms would be implemented because of lack of political will.

Interview with Mr. Sohail Ahmed, Former Secretary Establishment

Mr. Sohail Ahmed brought to light some of the strengths that are there in the current system of recruitment and promotion of Federal Civil Service. The recruitment process is open, merit based and competitive. The quota system is to the satisfaction of provinces. There is job security, and the promotion is fast paced. However, at the same time there are many weaknesses too.

Initially, the exam system of FPSC must be changed. There is need to introduce separate recruitment examination for the different occupational groups because different groups have different demands with respect to the educational background, postings etc. In the present examination system, sometimes certain candidates land into the occupational groups where they don't have the aptitude or inclination to work.

“It is like fixing square pegs in round holes.”

The current system of promotion doesn't differentiate between low performers and high performers. The training provided in MCMC, and SMC are not satisfactory enough. To promote meritocracy in promotion system we should borrow from the practices of Pak Army. Seniors should also be evaluated by subordinates to keep a check on them. Moreover, peer evaluation may also be introduced.

When asked about the prospects of CSS officer promotion into BPS-19, the respectable interviewee replied that almost all the officers make it beyond that scale. But in promotion, the fitness criteria must be made broader. Currently there is too much weightage attached to ACRs. Another important thing to note is that the Civil Service has become unwieldy because from BPS-19 onwards there are too many officers, and they are doing little work.

Governments are not serious about reforms, the institutional reform cell will not be able to deliver anything about the reform process they want to use bureaucracy as a tool to achieve political ends.

Interview with Mr. Muhammad Taha Bughti, Former senior Joint secretary, MNC

Mr. Muhammad Taha Bhugti held the opinion that the current system of recruitment and promotion has served the government since 1973. The recruitment system is not fine-tuned for the requirements that the civil services is currently performing. Existing recruitment system need to be reformed. We need people with common sense. The major problem, however, is that even after allocation there are many young officers who want to get into groups with higher merit. This is to an extent a problem of mind set, there is a hierarchy of groups in the minds of aspirants and general populace as well. The problem is that we allow a person to change his/her group by taking the CSS exam again after allocation. This leads to a lack of commitment amongst officers of some occupational groups. Therefore, the government should prioritize the changing of service structure as its priority. This would lead to improvement in all services and in public service delivery.

Expressing his views about the NCGR, esteemed interviewee said that the NCGR won't be able to change the administrative structure fundamentally, the report involves just tinkering with some issues. One of the major problems faced by young officers is that people from different backgrounds get inducted into services which are not compatible with their studies and aptitude. By introducing cluster-based examination system, this problem can be solved. Along with that the fundamental structural changes must include proper development of job description and rationalization of perks. A few changes need to be made in promotion; it has to be quicker. By the age of 48 years, a competent officer should be in BPS-22 because in this way, the government can put his talents to best use for a great period of time.

Interview with Brigadier(retd) Muhammed Feyyaz, Assistant Professor UMT

Sharing with us the recruitment and promotion system of Pakistan Army, Mr. Muhammad Feyyaz stated that the standard of the recruitment and promotion system of army is of the highest order. Psychological tests conducted during ISSB ensure that the worldview of the candidate is in line with his behavior. To determine the EQ, cognition and behavior of the candidate are kept under constant check.

About the promotion in Pak Army, Mr. Feyyaz revealed that around 50-60% of the officers don't get promoted beyond the rank of Major. The promotion process has a history of being strictly merit based. Army chiefs like Field Marshal Ayub Khan, General Zia ulHaq and General Kiyani, all hailed from rather humble backgrounds with no connections in top brass of army or politicians. Although there is no fixed quota of promotions for different arms but some kind of unwritten criteria does exist. Promotions are generally infantry centric. Officers from Artillery and Armored Corps also get more top promotions.

Interview with Mr. G Hassan Baig, senior Joint secretary

Mr. G Hassan Baig in response to questions had the opinion that the prevailing recruitment and promotion system has failed to achieve the desired results. The performance of the civil servants has been compromised. The civil servants are demoralized and there is hegemony of one occupational group. There are some occupational groups which are cornered although they are also part of the occupational groups, and their recruitment and promotion criteria is almost like that of the other occupational groups. Anyhow the current system of recruitment and promotion has served the government since 1973. This system of recruitment needs to be reformed; it is my humble submission to the institutional reforms committee to change the recruitment examination

pattern. World is moving toward the specialization and till today we are stuck only with one exam for recruitment to all the occupational groups. It is my opinion that there must be separate recruitment examination for recruitment to all occupational groups. If the reforms cell thinks it is not possible then at least there must be four to five examinations for different occupations sharing similar nature or job descriptions. It is worth mentioning here that when asked about the promotion and grievances of the civil servants, he clearly identified the shortcomings regarding uneven distribution of the seats for promotion, one group is highly privileged. Always at the selection board meeting seats are available but the candidates are not available. The case of other occupational groups is different. To remove the grievances and disgruntled attitude of the civil servants there must be parity and equal opportunities for all the occupational groups. When civil servants are satisfied then definitely their performance will be better. There are also other issues as well as low salary while working at the federal secretariat while serving at the capital cost of the living here is too high, but the salary is too low. Civil servants are demoralized, it is high time to reform the recruitment and promotion policies to satisfy the civil servants. It will improve the performance of the civil servants. He also emphasized It is time to inculcate a sense of esprit de corps and improve coordination amongst different groups. Our knowledge may become sterile but by blending we learn from each other. The training facilities provided by NSPP are in line with international standards. Now the greatest challenge that lies before Pakistan and many other developing nations is that we are poor in creating new systems.