

ISLAMIC REPUBLIC OF PAKISTAN

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)

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PAKISTAN

[Click here](#) for detailed map



Source: [The World Factbook - Pakistan](#)

Following three years of military rule elections for National and Provincial Assemblies were held on 10 October 2002. Prior to the elections General Musharraf held a referendum on 30 April 2002 which allowed him to continue as President. He decreed constitutional amendments under a Legal Framework Order (LFO) which give him extensive authority in matters dealing with parliament and government. On 16 November 2002, before the inaugural session of the newly elected National Assembly, General Musharraf was sworn in as President for a further five years by the Chief Justice.

In the wake of the restoration of the assemblies a fierce debate over the nature of continuing military influence in government ensued. The government initially failed to secure agreement on the LFO which resulted in a parliamentary stalemate. A compromise solution was eventually found with a six-party coalition of Islamic parties, the Muttahida Majlis-e-Amal, after General Musharraf agreed to give up his position as army chief by end-2004. The amended LFO became part of the 1973 Constitution on 30 December 2003 after both National Assembly and Senate voted with a two third majority in its favour. On 1 January 2004 General Musharraf obtained a confidence vote by the presidential electoral college endorsing him as the constitutional head of state by simple majority.

Source: [European Commission \(External Relations\) - Political Context \(edited\)](#)

Government type

Federal republic

Independence

14 August 1947 (from UK)

Constitution

10 April 1973, suspended 5 July 1977, restored with amendments 30 December 1985; suspended 15 October 1999, restored on 31 December 2002 ([in brief](#))

Legal system

Based on Trust Territory laws, acts of the legislature, municipal, common, and customary laws

Administrative divisions

4 provinces (Balochistan, the North West Frontier Province - NWFP, Punjab and Sindh), 1 territory (Federally Administered Tribal Areas), and 1 capital territory (Islamabad Capital Territory)

Source: [The World Factbook - Pakistan](#)

1. General Information

1.1 People	Pakistan	India	Iran	1
Population				a
Total estimated population (,000), 2003	153,578	1,065,462	68,920	
Female estimated population (,000), 2003	74,950	516,398	33,995	
Male estimated population (,000), 2003	78,628	549,064	34,925	
Sex ratio (males per 100 females), 2003	105	106	103	
Average annual rate of change of pop. (%), 2000-2005	2.44	1.51	1.24	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	41	33	32	
Female population aged 60+ (%), 2003	6	8	6	
Male population aged 60+ (%), 2003	6	7	6	
Human Settlements				c
Urban population (%), 2001	33	28	65	
Rural population (%), 2001	67	72	35	
Urban average annual rate of change in pop. (%), '00-'05	3.54	2.29	2.44	
Rural average annual rate of change in pop/ (%), '00-'05	2.02	1.22	-0.65	
Education				d
Total school life expectancy, 1996	..	..	11.3	1
Female school life expectancy, 1996	..	..	10.5	1
Male school life expectancy, 1996	..	..	12	1
Female estimated adult (15+) illiteracy rate (%), 2000	72.1 ⁱ	54.6	31.1 ⁱⁱ	2
Male estimated adult (15+) illiteracy rate (%), 2000	42.6 ⁱ	31.6	17 ⁱⁱ	2
Employment				e
Unemployment rate (15+) (%), 2000	7.8 ⁱⁱⁱ	..	..	1
Female adult (+15) economic activity rate (%), 1999-2000	16 ^{iv}	34 ^v	11 ⁱⁱ	2
Male adult (+15) economic activity rate (%), 1999-2000	83 ^{iv}	80 ^v	75 ⁱⁱ	2

Notes: ⁱ 1998; ⁱⁱ 1996; ⁱⁱⁱ Persons aged 10 years and over, July of preceding year to June of current year; ^{iv} Excluding armed forces; ^v 1991, Excluding Jammu and Kashmir (the final status of which has not yet been determined);

1.2 Economy	Pakistan	India	Iran	2
GDP				a
GDP total (millions US\$), 2002	60,521	515,012	107,522	
GDP per capita (US\$), 2002	418	491	1,641	
PPP GDP total (millions int. US\$), 2002	291,806	2,694,989	415,442	
PPP GDP per capita(int. US\$), 2002	2,014	2,571	6,339	
Sectors				b
Value added in agriculture (% of GDP), 2003	23.3	22.7	10.8	
Value added in industry (% of GDP), 2003	23.5	25.7	36.7	
Value added in services (% of GDP), 2003	53.2	51.6	52.5	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	4.2	3.7	16.5	
Private consumption (% of GDP), 2003	73.6	64.9	42.6	
Government consumption (% of GDP), 2003	9.1	12.8	14.0	

Notes:

¹ United Nations Statistics Division:

^a Statistics Division and Population Division of the UN Secretariat; ^b Statistics Division and Population Division of the UN Secretariat; ^c Population Division of the UN Secretariat; ^{d1} UNESCO; ^{d2} UNESCO; ^{e1} ILO; ^{e2} ILO/OECD

² World Bank - Data and Statistics:

^a Quick Reference Tables; ^b Data Profile Tables; ^c Country at a Glance

1.3 Public Spending	Pakistan	India	Iran	
Public expenditures				3
Education (% of GNP), 1985-1987	3.1	3.2	3.7	a
Education (% of GNP), 1995-1997	2.7	3.2	4	a
Health (% of GDP), 1990	1.1	0.9	1.5	
Health (% of GDP), 1998	0.7 ^l	..	1.7	
Military (% of GDP), 1990	5.8	2.7	2.7	b
Military (% of GDP), 2000	4.5	2.4	3.8	b
Total debt service (% of GDP), 1990	4.8	2.6	0.5	
Total debt service (% of GDP), 2000	4.6	2.2	3.3	

Notes: ^l 1999

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Pakistan 1991-1995	Pakistan 1996-2000	.. average ⁴ 1996-2000	.. average ⁴ 1996-2000	Low income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	536	697			
	(% pop.)	0.50	0.54	..	..	0.46
Sub-national Government ⁵	(,000)	788	412			
	(% pop.)	0.73	0.32	..	..	0.46
Education employees	(,000)	415	900.4			
	(% pop.)	0.38	0.70	..	..	0.91
Health employees	(,000)	96	183.2			
	(% pop.)	0.09	0.14	..	..	0.62
Police	(,000)	..	212.4			
	(% pop.)	..	0.17	..	..	0.30
Armed forces	(,000)	587	587			
	(% pop.)	0.49	0.46	..	..	0.33
SOE Employees	(,000)	..	424.1			
	(% pop.)	..	0.33	..	..	13.10
Total Public Employment	(,000)	..	3,416.1			
	(% pop.)	..	2.66	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	0.9	..	..	..	5.4
Total Central gov't wage bill	(% of exp)	..	..	..	..	24.7
Average gov't wage	(,000 LCU)	16.797	43.634			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	48.597			
Average gov't wage to per capita GDP ratio		2.1	2.6	4.2	..	4.4

Source: [World Bank - Public Sector Employment and Wages](#)

³ UNDP - [Human Development Report 2002](#)

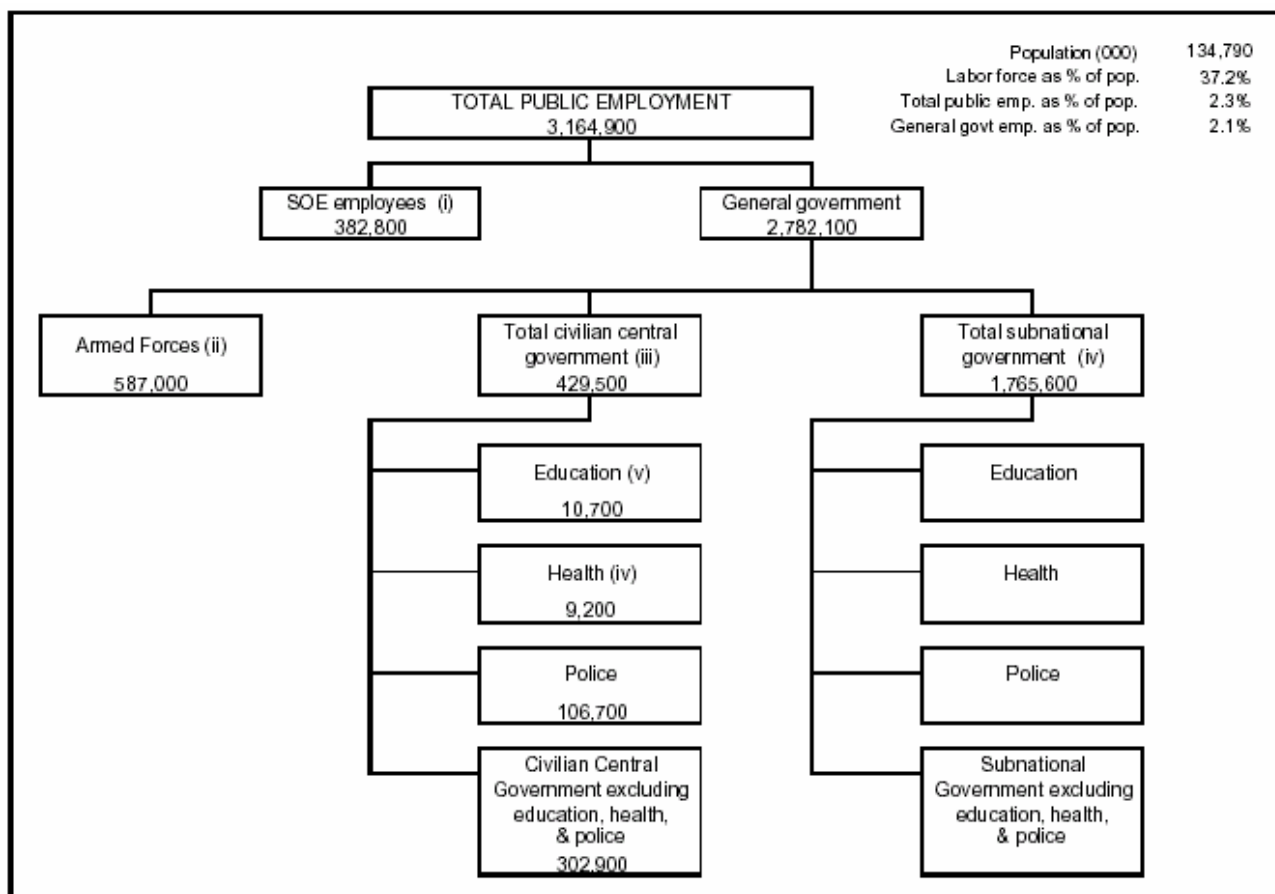
^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

The Main Components of Public Sector Employment in Pakistan (2004)



Sources: (i) Government of Pakistan, Management Services Wing, Establishment Division, "Annual Statistical Bulletin of Employees of Autonomous/Semi-Autonomous Corporations/Bodies under the Federal Government, 2001-2002"; (ii) International Institute for Strategic Studies, *The Military Balance 1998/99*; data for 1997; (iii) Government of Pakistan, Management Services Wing, Establishment Division, "Annual Statistical Bulletin of Federal Government Employees, 2001-2002"; and "Annual Statistical Bulletin of Employees of Autonomous/Semi-Autonomous Corporations/Bodies under the Federal Government, 2001-2002"; (iv) Data for 2000 provided by the Ministry of Finance, Government of Pakistan; (v) Government of Pakistan, Planning Commission Report, April 2001; (iv) Data does not include 70,000 community health workers hired on one-year renewable contracts under the "National Program for Family Planning & Primary Health Care."

Source: [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

2. Legal Structure

Following a takeover on 12 October 1999, Chief of Army Staff and Chairman of the Joint Chiefs of Staff Committee, General Pervez Musharraf, suspended Pakistan's constitution and assumed the additional title of Chief Executive. Exercising the powers of the head of the government, he appointed an eight-member National Security Council to function as Pakistan's supreme governing body.

On 12 May 2000, Pakistan's Supreme Court unanimously validated the October 1999 takeover and granted Musharraf executive and legislative authority for three years from the takeover. On 20 June 2001, Musharraf was sworn in, replacing Mohammad Rafiq Tarar.

Source: [The World Factbook - Pakistan](#)

2.1 Legislative Branch

Bicameral Parliament or Majlis-e-Shoora consists of the Senate and the National Assembly.⁶

women in parliament: Senate - 17 out of 100 seats (17%). House- 74 out of 342 seats: (21.6%).⁷

Article 50 of the Constitution provides that the Parliament of Pakistan shall consist of President and the two Houses known as the Senate and the National Assembly

100 senators are elected for the Senate: 22 by each of the country's four provincial assemblies, 8 by the members of the National Assembly at the level of the tribal zones, and 4 chosen in the federal capital (Islamabad) by the members of the National Assembly.

Voting is indirect. There is proportional representation and single transferable vote. There are 4 pluri-nominal constituencies corresponding to the four provinces of Pakistan, 1 pluri-nominal constituency corresponding to a tribal zone under federal administration, and 1 pluri-nominal constituency corresponding to the federal capital.

The term of office is 6 years, renewable by 3-year periods every 3 years. To be eligible, a person must be at least 30 years old, a Pakistani citizen, be a person of good morality, and have satisfied certain Islamic conditions.⁸

The National Assembly has 342 seats of which 272 seats are elected through universal adult suffrage, 60 seats are reserved for women and 10 are reserved for minorities. Members are to serve four-year terms.

Source: [National Assembly - Composition](#)

The two chambers may both introduce legislation.

A bill to amend the Constitution may also be filed for a first reading in the Senate, as is the case with other ordinary bills. After it has adopted a bill, the Senate sends it to the National Assembly. Bills approved by the National Assembly are sent to the Senate for examination. Bills must be approved in the two chambers based on a simple majority, with the exception of constitutional amendments, which require a

Fact box:

elections: Senate - last held 24 and 27 February 2003 (next to be held by February 2007); National Assembly - last held October 2002 (next to be held by October 2006)

election results:

[Click here](#)

⁶ Source of fact boxes if nothing else stated: [The World Factbook - Pakistan](#)

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

⁸ [Sénats du Monde - Pakistan](#)

two-thirds majority of the members of the two chambers. If the chambers disagree about a bill, the latter is sent to the Parliament meeting as Congress: this provision does not apply to constitutional amendments.

The bill adopted by the two chambers is submitted to the President for approval. When the President has approved the bill, it becomes legally binding.

The Senate does not have any budget-related powers. The National Assembly has sole competence for budget matters.

Source: [Sénats du Monde - Pakistan](#)

2.2 Executive Branch

cabinet: Cabinet appointed by the Prime Minister

elections: The president is elected by Parliament for a five-year term (referendum held on 30 April 2002; next to be held 2007); the prime minister is selected by the National Assembly for a four-year term (next to be held 2006)

The President of Pakistan is the Head of State. A person shall not be qualified for election as President unless he is a Muslim of not less than forty-five years of age and is qualified to be elected as member of the National Assembly.

The President is elected by members of both Houses of the Parliament and the Provincial Assemblies. The President may be removed from office or impeached through a resolution, passed by not less than two-thirds of the total membership of the Parliament in a joint sitting of the two Houses, convened for the purpose.

Fact box:

chief of state:

President Pervez
MUSHARRAF (since
20 June 2001)

head of government:

Prime Minister Mir
Zafarullah Khan
JAMALI (since 23
November 2002)

The Constitution empowers the President to dissolve the National Assembly in his discretion if a situation has arisen in which the Government of the Federation cannot be carried out in accordance with the provisions of the Constitution and an appeal to the electorate is necessary. However, the Senate is not subject to dissolution.

In case the office of the President becomes vacant for any reason, the Chairman of the Senate, or if he is unable to perform the functions of the office of the President, the Speaker of the National Assembly, acts as President till such time that a President is elected.

Source: [Embassy of the Islamic Republic of Pakistan \(U.S.\) - Executive Branch & The Constitution of the Islamic Republic of Pakistan](#)

2.3 Judiciary Branch

Supreme Court (justices appointed by the president); Federal Islamic or Shari'a Court.

There is a Supreme Court in Pakistan and a High Court in each province, and other courts exercising civil and criminal jurisdiction. The Supreme Court and High Courts have been established under the Constitution and other Courts have been established by or under the Acts of Parliament or Acts of Provincial Assemblies.

The Supreme Court is at the apex of the judicial systems of Pakistan. It consists of a Chief Justice known as Chief Justice of Pakistan and such number of other judges as may be determined by the Act of Parliament. At present, besides the Chief Justice, there are thirteen other Judges in the Supreme Court.

The Chief Justice of Pakistan is appointed by the President. Other Judges are also appointed by the President after consultation with the Chief Justice. A person is eligible to be appointed as a Judge of the Supreme Court if he is a citizen of Pakistan and has been a Judge of a High Court for five years or an advocate of a High Court for fifteen years. The Chief Justice and Judges of the Supreme Court hold office until the age of sixty-five.

The Supreme Court has original, appellate and advisory jurisdiction ([click here](#)).

There is a High Court in each of the four provinces. The Islamabad Capital Territory falls within the jurisdiction of the Lahore High Court of the Punjab. A High Court consists of a Chief Justice and as many other Judges as determined by law or as fixed by the President. At present, the Lahore High Court of the Punjab, the High Court of Sindh, the Peshawar High Court of NWFP and High Court of Balochistan consist of fifty, twenty-eight, fifteen and six Judges including the Chief Justice, respectively.

A Judge of the High Court is appointed by the President after consultation with the Chief Justice of Pakistan, the Governor of the Province and the Chief Justice of the High Court in which appointment is to be made. No person is appointed as a Judge of the High Court unless he is a citizen of Pakistan having forty years of age and has been an advocate of the High Court or has held a judicial office for ten years and has for a period of not less than three years, served as or exercised the functions of a District Judge in Pakistan. A Judge of a High Court holds office until he attains the age of sixty-two years, unless he sooner resigns or is removed from office in accordance with the Constitution.

In every district of a Province, there is a Court of District Judge which is the principal court of original jurisdiction in civil matters. Besides the Court of District Judge, there are courts of Civil Judges. Civil Judges function under the superintendence and control of District Judge and all matters of civil nature originate in the courts of Judges. The District Judge may, however, withdraw any case from any Civil Judge and try it himself. Appeals against the judgements and decrees passed by the Civil Judges in cases where the value of the suit does not exceed the specified amount lie to the District Judge. In every district, there is a Court of Sessions Judge and Courts of Magistrates. To deal with specific types of cases Special Courts and Tribunals are constituted

Source: [Islamic Republic of Pakistan - Judiciary](#)

2.4 Local Government

The provincial governments promulgated the Local Government Ordinance, 2001 in their respective provinces to install a new integrated Local Government System with effect from 14th August 2001 to function within the provincial framework and adhere to the Federal and Provincial laws.

The new system provides three-tier local government structure in which there is only one line of authority in the district and district bureaucracy is responsible to the elected representatives. More operational autonomy is ensured to the district level offices. Administrative and financial powers of the defunct divisional offices have been, by and large, delegated to the District level.

At the top tier, the District, there is a single integrated local government called District Government ([click here for website with Organigram](#)) The district government consists of Zila Nazim and District Administration. The District Administration, which comprises district offices including sub-offices at tehsil level of

the Provincial Government departments decentralized to the District Government, is responsible to the District Nazim. The administration is now responsible to serve the people. Adequate checks and balances have been introduced in the System. The new System effectively addresses the specific needs and problems of large cities. In addition to declaration of four provincial headquarters as City Districts, the System has provisions to declare a city/tehsil as City District and Towns when it becomes urbanized and fulfills the criteria of a City District.

The middle tier, the Tehsil, has Tehsil Municipal Administration headed by the Tehsil Nazim. The Tehsil Municipal Administration includes the offices and sub-offices of the Urban Local Councils established under the repealed Local Government Ordinance 1979, offices and sub-offices of Local Government & Rural Development, Public Health Engineering and Housing & Physical Planning Departments of Provincial Government entrusted to it for administrative and financial management. The organizational structure of a Tehsil Municipal Administration is shown in here. In a City District, a Town Municipal Administration is organized more or less on the same pattern as Tehsil Municipal Administration in a common District.

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

The coordination between the three tiers is ensured through the following arrangements:

The Zila Council in a common district or in a city district, apart from reserved seats for women, peasants & workers and minorities, consists of Union Nazims of all the unions in the district or the city district. Similarly the Tehsil/Town Council, apart from reserved seats for women, peasants & workers and minorities, consists of Naib Union Nazims of all the unions in the tehsil in a common district or in the town in a city district. This provides vertical linkages between the three tiers of the local governments i.e. the Union, Tehsil, and District. Union Nazim and Naib Union Nazim are elected as joint candidates to the Union Council, which consists of twenty-one elected members against general and reserved seats.

The new Local Government System envisages formula-based fiscal transfers to the districts through Provincial Finance Awards. In addition, local governments are allowed to levy local taxes/fees from a specified list (click here for website with table). To promote trade and commerce in the country there will be no import/export tax or tax on movement of goods through a district. According to the new Local Government System, local governments are not allowed to incur any debt to finance their expenditures.

Source: [National Reconstruction Bureau - The New Local Government System](#)

3. The State and Civil Society

3.1 Ombudsperson

Article 276 of the Interim constitution of 1972 provided for the appointment of a Federal Ombudsman as well as Provincial Ombudsmen for the first time. Subsequently, the Constitution of 1973 included the Federal Ombudsman at item 13 of the Federal Legislative List in the Fourth Schedule. The Institution of Ombudsman was, however, first brought into being through the Establishment of the Office of Wafaqi Mohtasib (Ombudsman) Order, 1983. The Ombudsman Order was amended by an [ordinance](#) in 2002

Source: [Islamic Republic of Pakistan - Judiciary](#)

The Wafaqi Mohtasib, who is appointed by the President of Pakistan, holds office for a period of four years. He is not eligible for any extension of tenure, or for re-appointment under any circumstances. He is assured of security of tenure and cannot be removed from office except on ground of misconduct or of physical or mental incapacity. Even these facts, at his request, can be determined by the Supreme Judicial Council.

Further, his office is non-partisan and non-political. Jurisdiction The chief purpose of the Wafaqi Mohtasib is to diagnose, investigate, redress and rectify any injustice done to a person through maladministration on the part of a Federal Agency or a Federal Government official. The primary objective of the office is to institutionalize a system for enforcing administrative accountability.

The Mohtasib has the same powers as a civil court under the Civil Procedure Code for summoning and enforcing the attendance of any person, compelling production of documents and receiving evidence on affidavits. He has also powers identical to that of the Supreme Court of Pakistan to punish any person for contempt.

The Provincial Government of Sindh and the Government of Azad Jammu and Kashmir have already established the institution of Mohtasib within their jurisdiction.

Source: [Islamic Republic of Pakistan - Judiciary](#)

3.2 NGOs

Source: [Institution - Title \(year\)](#)

3.3 Civil Society

Source: [Institution - Title \(year\)](#)

4. Civil Service

The Civil Service reform process was started in 1999 and has been going on under the overall supervision of the Cabinet Committee on Civil Service Reforms. Devolution, Police, Judicial, Tax Administration, Public Financial Management and Procurement reforms have been launched. Several important policy decisions on recruitment, promotion, posting, compensation and professional development have been taken.

Source: [World Bank - Public Sector Capacity Building Project \(2004\)](#)

4.1 Legal basis

The [Civil Servants Act, 1973](#), the [Civil Servants Rules, 1973](#), and the [Government Servants Rules, 1973](#) along with several amendments form the legal basis of the civil service in Pakistan.

The Federal Public Service Commission (FPSC) is functioning under article 242 of the constitution of Islamic Republic of Pakistan. It has been provided autonomy under the [Rules of Business, 1973](#) and FPSC Regulations, 1978 in its working. The Commission has also been given administrative as well as, to some extent, financial autonomy to perform its functions independently.

Source: [Federal Public Service Commission - About Commission](#)

The functions of the Federal Public Service Commission (FPSC) as stated in the FPSC Ordinance, 1977 and notified by the Government of Pakistan are, inter alia, as follows:

- To conduct tests and examination for recruitment of persons to 1) All-Pakistan Services, the Civil service of the Federation and civil posts in connection with the affairs of the Federation in basic pay scales 16 and above or equivalent, and 2) Posts in basic pay scale 11 to 15 or equivalent in different departments.
- To conduct mandatory Promotional Examination.

The 1977 Ordinance was [amended](#) in 2001 to give greater independence to the FPSC. Another reason for amending the 1977 FPSC Ordinance was to enlarge FPSC's responsibilities for recruiting professionals.⁹

Source: [Federal Public Service Commission - Functions of the Commission](#)

4.2 Recruitment

In the interest of merit based recruitment, a more autonomous FPSC was given responsibility for recruitment for all middle level and high level professionals.¹⁰

According to the Establishment Division of the Cabinet Secretariat the following measures have been taken:

- In order to curb impromptu and improvised personnel recruitment, the tenure of ad hoc appointments has been limited to a maximum period of six months for which placement of a requisition with the FPSC has been made mandatory by law.

⁹ [UNDP - Pakistan National Human Development Report 2003 \(edited\)](#)

¹⁰ [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

- In order to ensure merit, contract appointments are no longer permissible without press advertisements and without the application of the prescribed criteria.
- In order to further strengthen the FPSC, it has been empowered to approve or reject an extension in contract appointments beyond two years.

Source: [Cabinet Secretariat - Establishment Division](#)

CSS (Competitive Examination) is held by the FPSC every year in October/November for induction of officers in Basic Pay Scale 17 into the Civil services of the Federation, for 10 Groups/Services under the Federal Government.

To apply for CSS Examination, a candidate should be a citizen of Pakistan and must hold at least a Bachelors Degree with the second division in any Faculty/Discipline. The age limit for admission in CSS Examination is 21-28 years.¹¹

Source: [Federal Public Service Commission - Recruitment through Competitive Examination](#)

Recruitment to posts other than 10 Occupational Groups/Services is processed under the General recruitment system. The recruitment process is initiated by the Commission on receipt of the Requisition of the posts from the concerned Ministry/Division, which is advertised in all the leading National Dailies, normally fortnightly on Sunday, throughout the Country.

In some recruitment cases the Commission holds written tests, in order to assess the relative technical and professional ability of the candidates, specially in the cases where the applicants are over crowded. Such tests are mostly held for the posts in Basic Pay Scale 11-18. The candidates qualifying such written tests are called for interviews, which are arranged at FPSC Headquarters and its four Branch Offices located at Provincial Headquarters.

The allocation of posts to merit and provincial/regional quota is made according to the existing policy of the government as under: Merit 10%, Punjab 50%, Sindh 19% Urban 7.6%, Rural 11.4%), NWFP 11.5%, Baluchistan 3.5%, NAFATA 4%, AJK 2%.¹²

Source: [Federal Public Service Commission - General Recruitment](#)

As partly mentioned, the recruitment in the civil service is overseen by the Federal/Provincial Public Service Commission (FPSC/PPSC). Although the examination process is rigorous and competitive, there are wide ranging issues/challenges in the system, such as outdated exam curricula/syllabi, and inappropriate criteria for applying (for instance, minimum qualification for initial recruitment requires a Bachelors degree, equivalent to 14 years of education). This, along with declining standards of higher education, has directly affected the quality of entry level civil servants.

Historically, politically-motivated patronage appointments to the civil service and transfer decisions have had a damaging impact on performance. For this reason, the decision of the Federal Cabinet in early February 2003 to recruit grades 11-16 without involving the Federal Public Service Commission sends an ambiguous signal. Delegation of lower level recruitment to line departments, per se, is not problematic. Most Public Service Commissions delegate recruitment decision for junior and middle-level to line departments. However, generally they do this while maintaining tight regulatory supervision over the recruitment process.¹³ Thus while they are not

¹¹ Certain relaxations apply - [Recruitment through Competitive Examination \(CSS\)](#)

¹² [Federal Public Service Commission - Recruitment Policy](#)

¹³ See Polidano, C. and N. Manning (1996). *Redrawing the Lines: Service Commissions and the Delegation of Personnel Management*. Managing the Public Service - Strategies for Improvement Series. London: Commonwealth Secretariat.

themselves recruiting, they maintain full responsibility for the quality of the recruitment process.

Source: [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

4.3 Promotion

The functions of the commission as stated in the FPSC ordinance, 1977 and notified by the Government of Pakistan are, inter alia, as follows:

- To devise syllabus and conduct promotional examination for posts in BS-17 and BS-19 of regularly constituted occupational groups/services
- To conduct mandatory Promotional Examination for Officers in BS-18 in all occupational group /services before their promotional to posts in BS-19

Source: [Federal Public Service Commission - Functions of the Commission & Promotional Examination](#)

NIPA (National Institute of Public Administration) course is a promotion pre-requisite course for all officers of federal government in BPS-19, on regular basis, who are eligible for promotion in BPS-20. The Government has made mandatory that all eligible officers should be subjected to ask a NIPA entrance examination to be conducted by the FPSC before their nomination for NIPA course.

Source: [Federal Public Service Commission - NIPA Entrance Examination](#)

Promotion panels for higher grades are now chaired by the Chairman FPSC and to ensure quality of high grade staff acceptance to advanced training programs are now subject to entry examinations.¹⁴

Promotion policies are generally systematic depending on performance evaluation, seniority, performance during training, and the quality of work experience. These criteria, nonetheless, are often perceived to be inadequate. Additionally, promotions always occur in vacancies in an occupational group, rather than vacancies in the departments which highlight the vertically separated nature of occupational groups.

Source: [World Bank - Public Sector Capacity Building Project \(2004\)](#)

4.4 Retrenchments

There are no systematic policies or mechanisms for placements and transfers. In many cases, the process of placements/transfers lacks professional and technical basis, leading to a mismatch between skills and placement. An important issue in the context of placements is the de facto reservation of certain posts for officers from the All Pakistan Unified Group (APUG) (i.e. DMG, Police and the Secretariat Groups). The distribution of working positions in BS-17 to BS-22, in terms of the total number of civil servants belonging to the Federal Unified Grade (FUG) and the APUG is significantly in favour of the APUG.

Source: [World Bank - Public Sector Capacity Building Project \(2004\) \(edited\)](#)

In addition to appointments, political pressures are also behind the continuing high level of transfers of senior staff. While data on the rate of transfers of senior staff are not available at the federal level, the problem is clearly chronic at the provincial levels. In Sindh, the average tenure of Secretaries is some 15 months. In NWFP, it is 7.5 months.

Similar problems pertain at district levels. The Province retains the ability to transfer senior staff in any of the provincial occupational groups (i.e. above grade 16 and thus not transferred in December 2002 to the districts). This is a highly politicized arrangement to influence transfers throughout the district. By the threat of an

¹⁴ [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

unpleasant transfer, or the promise of an attractive one, the senior staff member can be put under pressure to accede to a transfer of the junior staff.

Source: [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

4.5 Remuneration

The first phase of pay and pension reforms was implemented in January 2002. All federal civil servants including military were given new pay scales which restored 75 percent of the lost purchasing power after 1994 and also revised pension benefits (lower commutation rates and more actuarially fair commutation factors). The pay reform also reduced the share of monetary allowances from 40 to 27 percent and de-compressed the pay scales. The ratio of the highest to the lowest increased from 1:9.2 to 1:9.9 including all monetary allowances.

Source: [World Bank - Pakistan Development Policy Review \(2002\)](#) & [Pakistan Public Expenditure Management \(2004\)](#)

Compensation has become increasingly insufficient to attract skilled entrants at the higher levels but may be too generous at lower levels. The average pay masks a serious problem with pay compression.¹⁵ The present ratio of the highest to the lowest paid is about 1:10.

Source: [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

Impact of the January 2002 Pay Reforms (monthly pay, rupees)

BPS	Before pay reform (1994 - 2001)				After pay reform (post Dec. 2001)			
	Base pay a/	Estimated allowances	Total	Allowances as % of total	Base pay (mean)	Estimated allowances	Total	Allowances as % of total
grade 1	1,700.00	1,344.15	3,044.15	44%	2,695.00	1,114.00	3,809.00	29%
grade 2	1,847.00	1,386.90	3,233.90	43%	2,890.00	1,154.65	4,044.65	29%
grade 3	1,970.00	1,428.15	3,398.15	42%	3,105.00	1,192.75	4,297.75	28%
grade 4	2,114.00	1,473.25	3,587.25	41%	3,315.00	1,235.05	4,550.05	27%
grade 5	2,258.00	1,518.35	3,776.35	40%	3,600.00	1,277.35	4,877.35	26%
grade 6	2,389.00	1,560.85	3,949.85	40%	3,810.00	1,317.05	5,127.05	26%
grade 7	2,533.00	1,605.95	4,138.95	39%	4,020.00	1,359.35	5,379.35	25%
grade 8	2,684.00	1,660.60	4,344.60	38%	4,260.00	1,409.80	5,669.80	25%
grade 9	2,866.00	1,721.80	4,587.80	38%	4,585.00	1,466.45	6,051.45	24%
grade 10	3,051.00	1,782.90	4,833.90	37%	4,890.00	1,523.70	6,413.70	24%
grade 11	3,233.00	1,924.10	5,157.10	37%	5,215.00	1,720.35	6,935.35	25%
grade 12	3,520.00	2,024.85	5,544.85	37%	5,670.00	1,813.75	7,483.75	24%
grade 13	3,822.00	2,131.90	5,953.90	36%	6,150.00	1,912.40	8,062.40	24%
grade 14	4,158.00	2,547.65	6,705.65	38%	6,700.00	2,320.10	9,020.10	26%
grade 15	4,491.00	2,863.50	7,354.50	39%	7,260.00	2,627.20	9,887.20	27%
grade 16	5,096.00	2,930.40	8,026.40	37%	8,230.00	3,142.95	11,372.95	28%
grade 17	6,780.00	3,419.10	10,199.10	34%	10,860.00	3,767.50	14,627.50	26%
grade 18	8,013.00	4,452.80	12,465.80	36%	13,985.00	4,716.85	18,701.85	25%
grade 19	10,830.00	6,091.50	16,921.50	36%	18,550.00	6,169.00	24,719.00	25%
grade 20	12,715.00	10,651.15	23,366.15	46%	21,360.00	10,627.50	31,987.50	33%
grade 21	14,550.00	11,614.05	26,164.05	44%	23,795.00	10,900.75	34,695.75	31%
grade 22	15,780.00	12,352.75	28,132.75	44%	26,190.00	11,589.75	37,779.75	31%

Source: WB staff files

a/ These rates show the pay of staff who are 2 increments below the scale maximum

Source: [World Bank - Pakistan Public Expenditure Management \(2004\)](#)

¹⁵ "Compression ratio" is used here to refer to the ratio of the highest salary to the lowest on the central government's main salary scale.

4.6 Training

In coordination with the FPSC, a process has been initiated to re-structure and standardize the courses being offered at the Pakistan Administrative Staff College (PASC) and the National Institutes of Public Administration (NIPA).

The Steering Committee for Civil Service Reforms has approved a crash training programme for senior executives (in BS-21 and 22) with a view to developing a critical mass of high quality professionals who can act as champions of change and reform.

Efforts are made to post top quality officers on instructional assignments to training institutions in order to raise their standards and prestige.

Source: Cabinet Secretariat - Establishment Division

According to the World Bank, the capacity and technical competence of civil servants has been declining over the past couple of decades due to insufficient funding of human resource development in the public sector. Estimates made by the Committee on Civil Service Reforms indicate that during the last two decades annual expenditures on civil service training have been less than 0.5 percent of the compensation of civil servants. At the same time, the quality of Pakistan's higher education institutions has declined, resulting in an overall deterioration in quality of entry level civil servants (for more specific conclusions see source).

Source: World Bank - Public Sector Capacity Building Project (2004) (edited)

4.7 Gender

Source: Institution - Title (year)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
92	Pakistan	2.5	7	0.9	1.5 - 3.9	7	2.0 - 3.0
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

The President established the National Accountability Bureau (NAB) in 1999. Its authorizing Ordinance gives the state extensive powers to investigate alleged corrupt behavior both by "Holders of Public Office" and members of the public. Most significantly, it allows for the presumption of guilt: "Where there are reasonable grounds to believe that the assets of a person or any part thereof were acquired through corruption or corrupt practices, and there was no other likely source of acquiring such assets or part thereof, it shall be presumed, unless proved to the contrary by the accused person, that such assets or part thereof were acquired, generated or obtained through corruption and corrupt practices" (Art 20 (c)). Initially this entailed three-month detention without trial, but this provoked some public concern and capital flight, and the policy was moderated. In July 2000, the government announced that it would reconcile its accountability drive with the pressing need to generate revenue and avoid alarming the business community.

Source: [World Bank - Pakistan Development Policy Review \(2002\)](#)

The law comprehensively covers the spectrum of corruption and corrupt practices, including aspects of money laundering.

The willful default of banks and government dues has been included as a criminal act under this Ordinance.

The responsibility for investigation rests with Accountability Bureau whereas judicial function and the judicial process is fully controlled by the independent judiciary.

The accused is entitled to appellate rights up to the higher appellate forum i.e. Supreme Court.

The NAB has been established at Islamabad while the bureau's regional offices are spread over each province. The Bureau is provided with sufficient means of collecting information, conducting investigations and prosecuting the cases.

The cases are filed in designated accountability courts equal to the status of High Courts working under the Chief Justice of Pakistan. The present accountability drive aims at deterring corruption in the country by prosecuting high profile cases of corruption in every segment of the society.

Source: [National Accountability Bureau \(NAB\) - Strategy for Combating Corruption in Pakistan \(2000\)](#)

While the NAB appears to have made a significant impact on the problem of "grand" corruption, there is some evidence that the general public is not yet convinced of its effectiveness, particularly with regard to low-level corruption. There are still many complaints, especially from SMEs, about the low-level bureaucracy, particularly in the CBR, but also in the labor ministry and the police, engaging in harassment and seeking to extract bribes. The people convicted by accountability courts include a former prime minister, five former chief ministers of Sindh, the Punjab and the NWFP, former federal ministers, provincial ministers and a former anti-terrorist court judge. NAB has been criticized for being soft on military transgressors, although it has imposed fines and stripped some of their military rank and pension.

Accountability within government has been improved significantly by the separation of auditing and accounting functions:

- Establishment of the Office of the Comptroller General of Accounts under the Ministry of Finance;
- Timely release of the FY2000 Audit Report to the Public Accounts Committee (for the first time in more than a decade, the Committee is reviewing the accounts of a government in office);
- Establishment of Departmental Accounts Committees to sift out minor issues and avoid the need for the PAC to consider them.

Source: [World Bank - Pakistan Development Policy Review \(2002\)](#)

5.2 Ethics

Source: [Institution - Title \(year\)](#)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

Telecommunications Infrastructure Index:

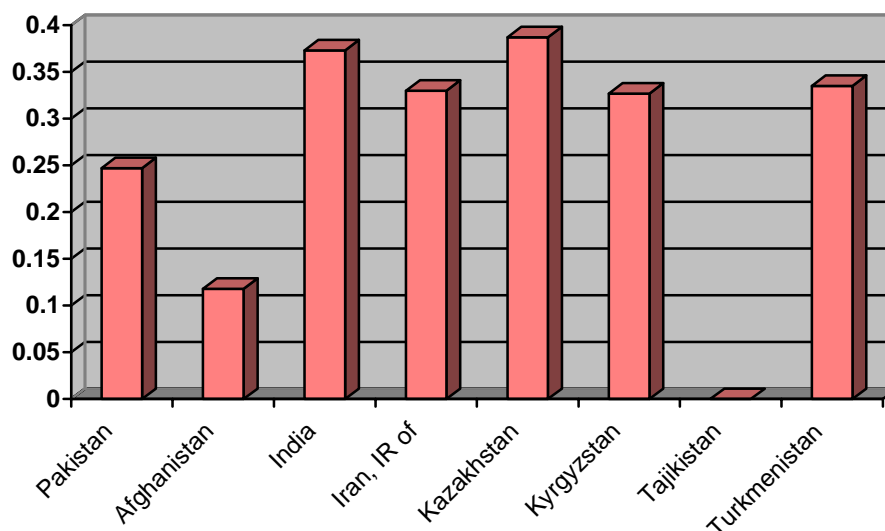
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:

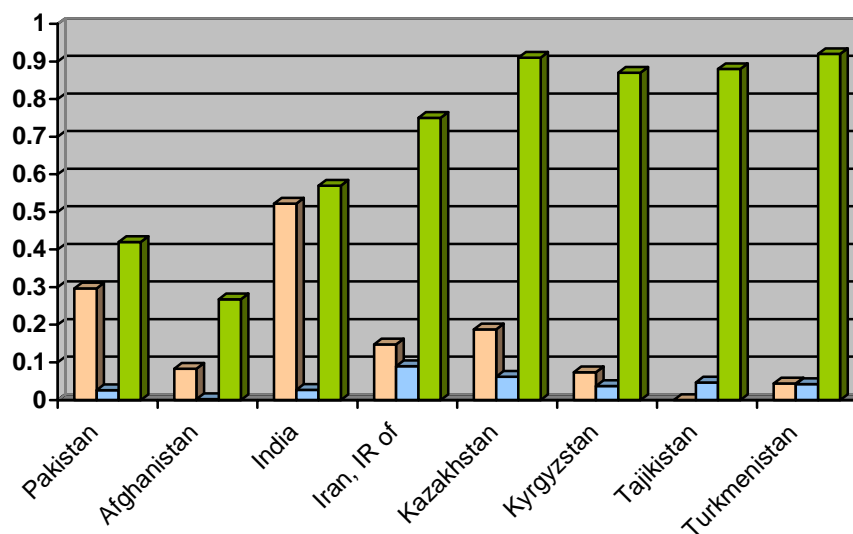
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Government Readiness Index



Source: HUnited Nations – World Public Sector Report 2003H

Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: HUnited Nations – World Public Sector Report 2003H

e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:

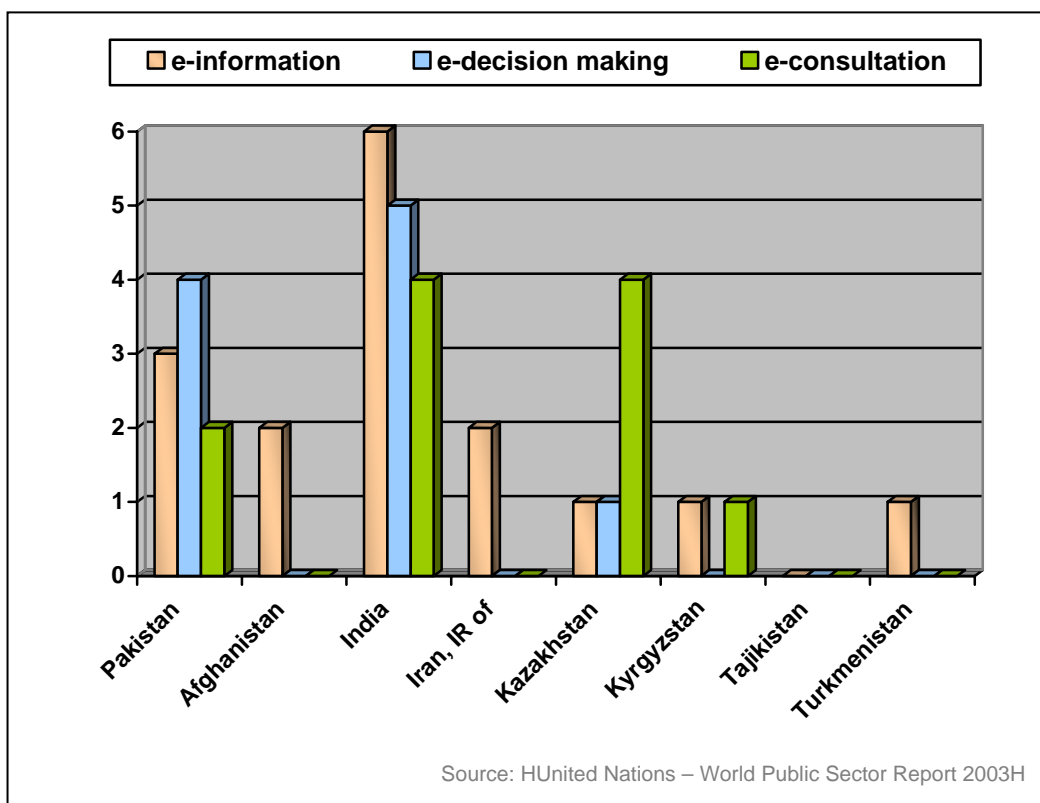
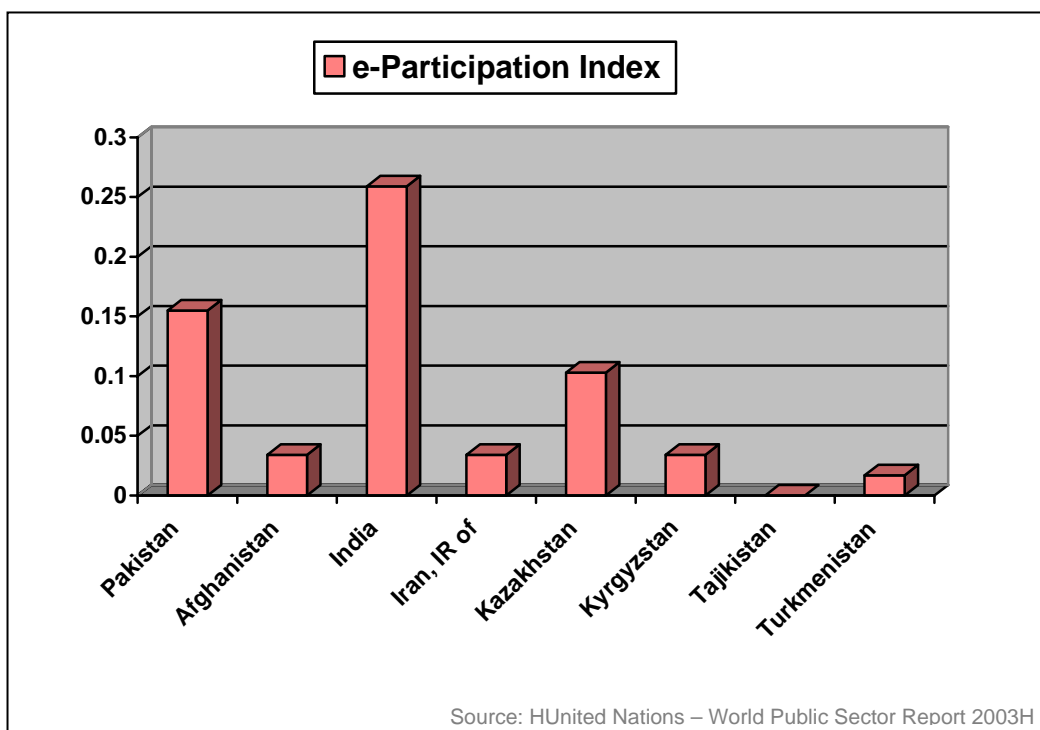
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.



7. Links

7.1 National sites	
Authority	Topic
Islamic Republic of Pakistan	http://www.infopak.gov.pk/
Head of State	http://www.infopak.gov.pk/Chief/ce_profile_index.htm
National Security Council	http://www.infopak.gov.pk/public/govt/Security_council.html
Senate	http://www.senate.gov.pk
National Assembly	http://www.na.gov.pk/
Government Portal	http://www.pakistan.gov.pk/
Head of Government	http://www.pakistan.gov.pk/pm.jsp
Federal Government	http://www.pakistan.gov.pk/AboutGovernment.jsp
Ministries and Divisions	http://www.pakistan.gov.pk/MinDiv.jsp
Departments	http://www.pakistan.gov.pk/Dep.jsp
Civil Service of Pakistan	http://www.css.com.pk/
Federal Public Service Commission	http://www.pakistan.gov.pk/fpsc/
Government of the Punjab	http://www.punjab.gov.pk/
Government of the Sindh	http://www.sindh.gov.pk/
Government of NWFP	http://www.brain.net.pk/~pedd/
Government of Balochistan	http://www.pakistan.gov.pk/undercons.jspp
Government Publications	http://www.pakistan.gov.pk/Pub.jsp
Gazette of Pakistan	http://www.pakistan.gov.pk/gazpak.jsp
National Reconstruction Bureau	http://www.nrb.gov.pk/

7.2 Miscellaneous sites	
Institution	Topic
Asian Development Bank (ADB)	http://www.adb.org/Pakistan/default.asp
European Union (EU)	http://europa.eu.int/comm/external_relations/pakistan/...
International Labour Organization (ILO)	http://www.ilo.org/dyn/natlex/natlex_browse.home
United Nations Development Programme (UNDP)	http://www.un.org.pk/undp/
United Nations in Pakistan	http://www.un.org.pk
World Bank (WB)	http://www.worldbank.org/pk