

## Administrative Reforms in Civil Services: An Analytical Study on Pakistan

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### Abstract

*This review paper critically analyses administrative reforms in civil services of Pakistan, with the objective to give recommendations to administratively modernize, and revamp the existing system by applying the administrative approaches of the 'New Public Management, Neo-Weberian State, New Public Governance, Strategic Management, Human Resource Management' and Scientific Management to the traditional authority-driven administrative culture of civil services of Pakistan. The paper uses qualitative methods, have an analytical and exploratory nature, and thoroughly examines hurdles in the way forward. This research provides ideas, findings and methods to reform this chronically authority-driven system. The recommendations promote result-oriented administrative set-up, including scientifically-driven revamping and reorienting of the system, improving public service efficiency with enhanced transparency, across the board accountability, and tackling corruption.*

**Keywords:** Pakistan, administrative reforms, civil services, colonial attitude, malpractices, politicization

### 1. Introduction

Ever since the establishment of Pakistan, around 40 Civil Services Reforms' Commissions and Committees, including 'Task Force on Institutional Reform and Austerity and Civil Services Reform' were constituted (Rana, 2019a) to reform, reorganize, upgrade, and revamp the structure and functions of the civil services. But, most of them experienced faulty composition with half-heartedly apathetic and lackluster implementation due to lack of political will, bureaucratic apathy, political expediencies, prevailing malpractices, and embedded colonial administrative culture (Husain, et al. 2015). Most of the reforms' committees criticized the dominant role of the Central Civil Service of Pakistan (Khan, 2017a). For example, 'Fulton Report' says that the Provincial Civil Service Officers do not enjoy equal rights of promotions and other monetary and non-monetary benefits, and resultantly, they are frustrated with the system (Husain, 2015a). Thus, the main theme is that late promotion of the Provincial Civil Service Officers has also not been conducive for good administration in Pakistan. G. Ahmed Report-1 (1956) envisaged that the Federal Government should not intervene in provincial matters, except under necessity (Niazi, 2020a). According to Shoib Report (1962), in provincial matters like education, health, and labor, etc., the Federal Government should deal with the international aspect of it. Policy formulation only is the job of the Federal Government (Chatta & Mansoor, 2021a).

Justice A.R. Corneliux Report (1962) criticized the generalist nature of the Central Civil Service Officers. This report discouraged the reservation of lucrative senior positions only for the elite central civil service members (Khan, Malik, & Shehzad, 2021a). Furthermore, the Provincial Civil Service (PCS), now re-designated as Provincial Management Service (PMS), has been facing the worst kind of exploitation (Niazi, 2020b). The reform bodies recommended a host of reforms regarding revamped administrative structure, improved official functions, scientifically-designed recruitment procedure and administratively-modernized professional training of the Civil Service Officers, but these recommendations or proposals have not been implemented in true letter and spirit due to deep-rooted colonial legacy, lack of political will, concentration of power, systemic and institutionalized corruption, red-tapism, nepotism, favoritism, cronyism, selective accountability, lack of merit, politicization of public services, politico-bureaucratic nexus, no adoption of e-governance model, avoiding rule of law, practicing not modern recruitment methods, and not seriously considering the practice of performance management approach to name a few (Husain, 2015b).

### 2. Theoretical Discussion

Administrative reforms mean objective-oriented specific changes, modifications, and adjustments within the administrative structure. It also encompasses modernization and, improvement in the administrative structures, and functions, in light with the modern approaches of public administration and policy.

Besides, reform of administration is a complex rebuilding, revamping or fine-tuning of it, for fulfilling the public-centric civic needs and demands to keep up with the changing administrative milieus. In this regard, public administration experts are of the view that while introducing administrative reforms, the relevant theories must be kept in view. Max Weber's description of bureaucracy, is placed into a context that allows for interpretation other than as one of "how a bureaucracy should be run." Furthermore, some scholars including Harmon and Mayer say that 'traditional classical theory', propounded by Max Weber (1922) is useless because he was an idealist.

Hence, this theory is not practical. Therefore, administrative reforms must not be introduced on the basis of the theory of Max Weber; as this theory describes anatomy of bureaucracy but not physiology. Max Weber also envisioned it to be the administrative structure and organizational edifice, in which official powers of the bureaucracy are exercised by the officials equipped with requisite administrative knowledge and skills. On the other hand, 'Administrative Management Theory' or POSDCORB theory introduced by Gulick & Urwick (1937) describes the functions of an organization. This theory of administration is also related to the operations of government whether central or local. Therefore, this theory can be used as an administrative tool to introduce civil services' reforms in Pakistan's bureaucratic structure. Likewise, according to some experts of public administration, administrative reforms must be introduced on the basis of contemporary administrative theories: 1) Human Resource Management Theory (HRM); 2) Politics-Administrative Dichotomy Theory; and 3) Public-Administration Continuum Theory (Wilson, 1887). HRM, a systematically coordinated approach is applied to synchronize the administrative procedures of personnel management with the changing circumstances of the external bureaucratic atmosphere. It also matches to the organization's competitive strategy (innovation, quality management, or cost-reduction); and to the organization's strategic orientation (analyzer, defender, prospector, and reactor), too (Heery & Noon, 2001). Similarly, 'Politics- Administration Dichotomy and Public-Administration Continuum Theories' take into account relationship between the politics and administration, depending upon the varying political and bureaucratic circumstances. Sometimes they need close and well-coordinated relationship in the performance of their work. And, sometimes they work a bit independently. Hence, there is a wide gulf between Max Weber, on the one hand, and Taylor, Barnard, and other human relations work, on the other; at the same time a curious echoing of certain themes, and features can be found. Finally, these theories of administrative reforms are quite useful in introducing 'Neo-Weberian State, New Public Management, Human Resource Management, Strategic Management, New Public Governance, and Scientific Management-inspired' bureaucratic reforms in the administrative structure of Pakistan. In addition, according to Rosenbloom and Kravchuck (1986), representative bureaucracy is considered to be a partial administrative tool to minimize conflicts between the democratic and administrative dispensations, for smooth functioning of the system. This theory can also be adopted in the procedure of administrative reforms in the civil services of a country, like Pakistan.

### **3. Literature Review**

Public Administration scholars like Khan (1999a) and Tummala (2013) considered the administrative reforms undertaken and executed by India well-structured and result-oriented. Likewise, Pakistan also tried to execute administrative reform measures as proposed by various reform bodies. Almost all of the key administrative reform commissions suggested to eliminate the existing colonial bureaucratic structure as it became outmoded and lost its usefulness and practical orientations in the prevailing circumstances driven by 'New Public Management', 'New Public Governance', and 'Neo-Weberian State' models (Khan, 1980a). Husain (2012a) undertook a qualitative research to examine administrative reforms in the civil services of Pakistan which mainly incorporated reorganizing the selection mechanism, monetary benefits, education and professional training, including decentralization of bureaucratic powers. The proposals encompassed restructuring of the superior civil service to the establishment of a seven-layered National Civil Service, merit-oriented recruitment, fair appointments and postings, and merit-based career advancement of all stages of civil services. Furthermore, these reforms recommended the application of equal and fair promotion opportunities. The author preferred the selection of specialists over the generalists. Khan (1980b) undertook a study to critically evaluate the attempts to decentralize the administrative structure. But, the existing literature shows little success in this regard, despite the passage of the 18<sup>th</sup> Amendment to the Constitution of Pakistan. The author also recommended redistribution and delegation of official powers coupled with fiscal autonomy for speedy and just official workings. The author seems to be less interested in the selection criteria. Kennedy (1987a) undertook a qualitative study which aimed to examine the concept of decentralization and delegation of powers. In fact, in 1973, Zulfiqar Ali Bhutto, the then socialist Prime Minister of Pakistan, constituted the 'Administrative Reforms Committee' which critically examined proposals and suggestions given by the previous administrative reform bodies. This committee proposed elimination of reservation of posts for the elite Civil Service of Pakistan (CSP) officers, adoption of equal pay packages, and abolition of the CSP training academy. These reform initiatives were severely criticized by the elite civil servants and were not implemented. Husain (2015c) conducted a qualitative study related to the reorganization of Civil Services at four tiers: 1) All Pakistan Services including the Pakistan Administrative Service, the Police Service of Pakistan and the National Executive Service; 2) Federal Services comprising Pakistan Audit and Accounts Service, Pakistan Foreign Service,

Pakistan Technical Services and Pakistan Taxation Service; 3) Provincial Services encompassing Provincial Management Service (PMS), Provincial Technical Services, Provincial Executive Service, and Provincial Judicial Service; 4) District Civil Service incorporating all employees working in Grades 11-16. The District Service can be composed of two cadres—generalist and technical. The study also focused on the professional and ethical training of the functionaries employed at the District level. Management practices including transparent functions and merit-based recruitment process were also identified to improve the level of extended interaction with ordinary citizens.

Furthermore, for a successful organizational operation, it is important to have operational autonomy coupled with technical skills or knowledge for achieving better performance outcomes. Another mix-method study was conducted by Rana (2019b) aimed at exploring the management practices like strong policy formulation and evaluation process, implementation of devolution plan of 2001, fiscal decentralization, quality of public service delivery, efficient and facilitative government, paperless and practical government with close public-private sector collaboration. Further, this study aims to identify gaps between administrative theory and practice. Besides, this research suggested public sector reforms for constructing a transparent, responsive, accountable, and effective civil service based upon the Weberian theory of bureaucracy: professional, politically insulated, constitutionally mandated and fully empowered with pragmatic practice of anti-corruption strategies. The author found the adoption of commercial market enterprises' practices like deregulation, delegation of authority, privatization, marketization, functional rationalization, training and management, and human resource management practices quite useful for reconstructing and reorienting the civil service institutions. Planning Commission of Pakistan (2015) reported the characteristics of a competent civil service with NPM-inspired reforms: merit-based selection, politically-impartial, professional, accountable, responsive, relatively autonomous, representative, well-trained, performance-oriented, generally free of corruption, and relatively open. This study also suggests the adoption of 'Human Resource Management' approach into the selection and recruitment process of the civil service of Pakistan. This mix-method study seems to be less concerned about the functions of the institutions. Faraz (2020a), in her study finds positive correlation between the Civil Service Reforms: a three-fold approach (economic governance reforms, restructuring the Federal Government and complete value chain reforms) and outstanding performance of the Civil Service Officers. The author, in this mix-method study, seems to be equally interested in recruitment as well as performance management evaluation of the civil servants. Another qualitative study was conducted by Wilder (2010a) related to ineffectiveness of the state institutions, diminishing capacity, corruption in the civil services, over-politicization, and weak institutions due to concentration of power in the elite executive branch; causing political, and financial instability in Pakistan. This research suggests minimizing politicization in the bureaucracy, reversing the militarization of the institutions, adopting the training and retaining "the Best and the Brightest", and developing a political strategy and creating a broad constituency for reforms to enhance institutional autonomy followed by efficient, ethically-motivated, responsive, professionally-trained and corruption free civil service institutions. Data for this study was collected through interviews from the several in-service and retired bureaucrats to ascertain in-depth knowledge regarding civil service reforms. Mahmood (2021) finds institutional reforms a key to improving the system of governance. The author suggests comprehensive civil service reforms to improve the performance of Civil Service Officers and state institutions as well. This qualitative research aims at ensuring transparent and effective internal accountability of the civil servants to bring efficiency and discipline in their jobs. Further, this study slightly touches upon the selection and recruitment process of the government officers. Chattha & Mansoor (2021b), in their qualitative study found positive relationship between the quality of well-functioning civil service and economic development. The authors reported, in a country like Pakistan, civil service reforms seem to be more complex and challenging. This research suggested right skills, relevant qualifications, and intrinsic motivation to select the competently professional individuals for the civil service positions.

Furthermore, financial incentives and other non-monetary incentives, including optimal level of official autonomy, depoliticization of the civil service, provision of need-based trainings can improve performance of the officers. This study slightly touches upon the civil service reforms in a chronological order. Khan (2012) revealed that inefficiency, nepotism, favoritism, cronyism and several socio-political bottlenecks, including understaffing are the major causes of poor performance in the governance structure and civil administrative setup, in Pakistan. This qualitative study suggested collective momentum, and political will to bring about meaningfully transformational changes in the proposed four-tier civil service, including the Federal Services, All Pakistan Services, Provincial Services, and District Services, with a well-orchestrated and specialized selection and recruitment process. The author seems to be less interested in bureaucratic reforms with reference to the historical perspective. Khan, Malik, & Shahzad (2021b) examined that provision of adequate regulatory standards, maintenance of quality assurance, implementation of NPM-inspired reforms, establishment of functional accountability, adoption of 'Electronic Administration', practice of decentralization and deregulation, and awareness of the concept of modern spirit of good governance in the civil services, incorporating innovation, capacity building, technological sophistication, professionalism coupled with strategic decision making can boost the functioning of administrative structure, improving and enhancing the performance of public administrative services.

This qualitative study also proposed efficiently working local government system to weed out the debilitating effects like political turmoil, corruption, incompetence, ineffectiveness of public administration, and nepotism, leading to good governance, economic development, better institutional performance, and political stability, in Pakistan. The authors seem to be more inclined to suggesting 'Neo-Weberian style, New Public Management and New Public Governance-driven integrated civil service reforms, closely related to real-life managerial situations. Quddus, (1991a) examines that corruption is a by-product of ignorant, negative roles, and malpractices. An incompetent administrative machinery generates hurdles, and multiple checks, causes heedless delays and spins out endless red-tapism by piling up one regulation over another.

Corruption is born when the country's urge to production comes up against these hurdles, delays and moral perversions. The administrative reforms will dry up the marsh of negativism and delays in which corruption breeds and paves the path for a more direct attack on corruption. The author seems to be less interested in the structure and selection process of the civil services of Pakistan.

#### **4. Research Methodology**

Previous studies related to administrative reforms in the civil services were almost qualitative. Likewise, this study puts forward recommendations and proposals for civil service reforms' initiatives to revamp, and improve the organizational structure and working patterns of the civil services, in Pakistan. Hence, it is a qualitative study, too, and research design is descriptive coupled with analytical and explanatory aspects. Apart from secondary data, primary data in shape of interviews of different experts have been used to have an insightful analysis of the topic. For sampling, convenience sampling has been used due to few experts available on the topic of research; addressing the following research questions. Research Question 1: How the authorities concerned recruit and professionally train right individuals to work as part of the efficient civil services? Research Question 2: What kind of monetary and non-monetary incentives are needed to select Civil Service Officers to exert more serious effort in their jobs? Research Question 3: Which type of organizational structure should be in place to ensure civil servants are better able to deliver on their officially-assigned tasks? Research Question 4: What are the main hurdles in the adoption and execution of administrative reforms in the civil services of Pakistan? Research Question 5: Why the civil services' reforms were not sincerely and seriously implemented and executed in Pakistan?

#### **5. Discussion and Analysis of Administrative Reforms in Civil Services**

Since 1947, in Pakistan, a number of recommendations were made by the various 'Re-Organization Committees and Commissions' for introducing administrative reforms in the civil services.

##### **5.1 Pay and Service Commission Reports (1948-57)**

First of all, Pay and Service Commission, headed by Justice Muhammad Munir submitted its report in 1948. This was followed by three reports, one by Rowland Edgar in 1953, another by Bernard Gladiux in 1955, and the third one by Paul Becket in 1957. These reports proposed attractive salary package for the civil service officers, but with little success (Khan, 2001a).

##### **5.2 Turner Report (1947-48)**

After Independence, a 'Re-Organization Committee' was set up under the leadership of Sir Victor Turner, the then Secretary Finance. His idea was to improve official working of the ministries, and departments. But, there were no visibly practical, and desired results (Kennedy, 1987b).

##### **5.3 Munir Report (1949)**

In 1949, Mr. Justice Munir headed a 'Pay Commission' to evaluate the salary package, and other facilities for the civil servants. It was recommended that remuneration of Government officers should be increased so that they are in a better position to lead an honest and responsible life. This report was implemented as it increased the already existing pay structure, but the elite civil servants benefitted more from it (Khan, 1980c).

##### **5.4 Jeffries Report (1952)**

K. S. Jeffries of the U.K. Treasury wrote a report at the request of the Federal Government of Pakistan. This report is known as "A Report on the Development of Organization and Methods Work in the Pakistan Government." The objective was to reorient the administrative structure of the ministries, and departments concerned, but this project met with little success. (Husain, 2012b).

##### **5.5 Egger Report (1953)**

Rowland Egger, a US-based Public Administration expert critically studied the structure of civil services of Pakistan with the following inferences:

- Recruitment standards are outdated.
- Selection methods are not based on the modern concepts of public administration.

- Government machinery should be studied, and evaluated by applying the Organization and Management Approach (O & M) (Tyagi, 1962). The recruitment system is also archaic in Pakistan (Kennedy, 1987c). Rowland Egger gave the following recommendations to improve the structure and functions of the civil services:
  - Market-based equal pay scales for the civil servants should be adopted.
  - The generalists should not hold key bureaucratic positions.
  - There should be scientifically-driven specialization in administrative functions in the civil services, in line with the Weberian model of bureaucracy.
  - Concept of Public Corporations should be introduced in Pakistan because these generate commercially-conducive activities.
  - Decentralization of decision-making is need of the hour, in Pakistan.
  - The best minds should be recruited in public services. He also believed in the practice of Human Relations Approach (HRM) (Mayo, 1927-32) in public administration.
  - Local Government system should also be strengthened, in Pakistan (Khan, 2017b).

### 5.6 Gladieux Report (1955)

In 1955, Mr. Bernard Gladieux made the following recommendations related to the reorganization, and reorientation of civil services' structure:

- Civil Service of Pakistan (CSP) Officers are mostly generalists. He discouraged generalist approach because it was an obsolete idea in public administration. Therefore, he strongly recommended professionalism in the system.
- As far as development work is concerned, Secretariat should delegate this work to the line organizations.
- Superiority of the generalists over the specialists was criticized, too (Khan, 1999b).

### 5.7 G. Ahmed Report-I (1956)

G. Ahmed Report envisaged that the Federal Government should not intervene in provincial matters except under necessity. Recommendations of this report seem to be not fully implemented (Kennedy, 1987d).

### 5.8 G. Ahmed Report-II (1961)

This report made the following recommendations:

- Organizational structure, functions, and procedures of the ministries, divisions, and departments should be reviewed for improving their efficiency with expeditious disposal of government business.
- 'Section Officers Scheme' should be introduced in Pakistan Secretariat.
- Policy making is the responsibility of the Secretariat whereas, policy implementation is the responsibility of the Attached Departments (Kennedy, 1987e).  
This report was implemented.

### 5.9 Shoib Report (1962)

According to Shoib Report, in provincial matters like Education, Health and Labor etc. the Federal Government should deal only with the international aspect of it. As policy formulation is the job of the Federal Government. Further, 'National Economic Council' should be replaced by the 'Economic Committee'. Ministers should be concerned with policy formulation only but not administering implementation. Technical persons shall be appointed to the Secretariat posts (Kennedy, 1987f). This report was not implemented in its true letter and spirit.

### 5.10 Justice A.R. Cornelius Report (1962)

This report was published in the U.K. Similarly, the 'Fulton Report' also criticized the role of the CSP Officers in these words, "the non-CSP and provincial civil service officers do not have adequate avenues for promotion and are increasingly frustrated." Late promotion of these officers is also not conducive for good administration in Pakistan. He emphasized "professionalism" instead of "appointment of generalists" (Khan, Malik, & Shehzad, 2021c). But, there is still very strong bureaucratic hold of the generalists in the bureaucratic structure of Pakistan.

### 5.11 Zulfiqar Ali Bhutto's Administrative Reforms (1973)

New package of administrative reforms was introduced by Z.A. Bhutto, the then Prime Minister of Pakistan, in 1973. Actually, he was the best friend of the then Chinese Premier, Mr. Zhou Enlai because of latter's socialist ideas and policies. Mr. Z.A. Bhutto was influenced by the Chinese system as well.

The major features of the structural reforms introduced were as follows:

- It was proposed to abolish the civil service labels such as Civil Service of Pakistan (CSP) and Police Service of Pakistan (PSP).
- The abolition of different administrative classes for instance, Class I, II, III, and IV was recommended, too.
- It was also proposed to merge all civil services and administrative cadres into a 'Single Unified Grade Structure.'
- The introduction of unified 23 grade National Pay Scales was seriously considered.

- It was encouraged to induct competent professionals from the private sector into the civil service cadres through lateral entry.
- Scientifically-designed career planning to ensure meritocracy, professionalism, and job evaluation in the civil services was introduced. (Khan, 2001b).

This was very ambitious plan to introduce reforms in the civil services, but was partially implemented like the induction of competent officers through lateral entry.

### **5.12 Anwar-ul-Haq Report (1979)**

This report was prepared for reorganizing the structure of Civil Services of Pakistan. It envisaged as under:

- That there is a dire need for improving the degree of specialization in the handling of public business.
- Specialists should play key roles in formulation and execution of public policies and development programs at higher level.
- Non-Technical Staff of the civil services should be reduced. There is an urgent need of quality improvement in bureaucracy, too (Kennedy, 1987g).

This report also fell a prey to the bureaucratic intrigues, and political manipulations.

### **5.13 Research of Charles Duke and Henry Kennedy (1979)**

This research was conducted in the United States. According to this research: “Bureaucracy in Pakistan is highly politicized. There is need for end of bureaucratic dominance in the Pakistani society. Pakistan’s bureaucracy has colonial history” (Duke & Kennedy, 1979).

### **5.14 Devolution of Power Plan (2001)**

Devolution of power plan was envisaged by the ‘National Reconstruction Bureau’ (NRB) with the aim to provide the District Service with power of decentralized administration, and fiscal empowerment for the socio-economic development. Executive District Officers (EDOs) and District Officers (DOs) were placed under the administrative control and supervision of the District Coordination Officers (DCOs). Likewise, the Mayors and Deputy Mayors were assisted by the Town or Tehsil Municipal Officers (TMOs). But, due to overlapping of responsibilities, loose administrative control, power-sharing tussles, rampant corruption, and selective accountability this hybrid system did not yield the desired results (Khan, Malik, & Shehzad, 2021d).

### **5.15 National Commission for Government Reforms (NCGR) (2006)**

This commission recommended the formulation of an organization of the three tiers of government with clear demarcation related to division of work and responsibilities within the ministries, and departments. This initiative also proposed performance evaluation, reformed structure of the civil services, adoption of HRM approach, scientifically-designed selection process, application of e-governance policies, scientific management-based composition of the administrative set-up, and enforcement of strict accountability, leading to greater transparency in the system. But, the reform proposals were not implemented due to inadequate financial resources, dearth of technical expertise, political expediencies, and lack of political will (Rana, 2019c).

The above-mentioned proposed reforms were of comprehensive nature and transformed only the hierarchy of the civil services. Further, the civil services were more classified and were eventually given new orientations. The reforms did not challenge the nature of the cadre system per se, but only modified the prevailing relationship between the membership of different groups. The net result is the colonial structure of the civil services, although modified, did change materially. But, civil servants’ relationship with the people manifests old ‘colonial legacy’. The reforms, though radically result-oriented on papers, could not render the administrative structure a public-oriented service, in accordance with the modern approaches of public administration (Niazi, 2020c).

## **6. Findings of the Study**

Following research findings are derived from the above discussion:

- This system is a relic of the colonial age. The Civil Service Officers are authoritarian in their behavior (Quddus, 1991b).
- The consequences of administrative reforms have been crucial determinants of both the administration and political development of the state. The stakes of administrative reforms are high; they determine the relationship between civil, bureaucratic and political authority of the state (Kennedy, 1987h).
- There is severe red-tapism (Scott & Pandey, 2000) in bureaucratic organizations. Thus, there is a dire need to follow the model introduced by Osborne and Gaebler for introducing a more entrepreneurial form of government called New Public Management (NPM) (Osborne & Gaebler, 1992a).
- The instances of delegated legislation in Pakistan are (i) Police Order 2002 (ii) Efficiency and Discipline Rules. Now, the disciplinary matters pertaining to Police are regulated under Police Order 2002. Similarly, ‘Efficiency and Discipline Rules’ are applied to those government servants; who are found guilty of misconduct (Hussain, 2011).

- Reforms in the civil services have been made in light of Devolution Plan (2001) introduced by General Pervez Musharraf but these reforms dispirited the bureaucracy due to overlapping of functions, and selective accountability (Wilder, 2010b).
- The District Government Service introduced by General Pervez Musharraf was not fruitful and effective as an administrative system. Bureaucracy was demotivated and annoyed thanks to this hybrid administrative set-up. Elimination of corruption in various departments like Board of Revenues, Police, Customs etc. is desperately needed (Husain, 2015e).
- In Pakistan, the state institutions are highly centralized by the military and elite central civil service. In addition to it, civil bureaucracy in Pakistan has become highly politicized and, resultantly, demoralized; always resisting public-centric administrative reforms for its vested interests (Talbot, 2010).
- Pakistan's bureaucracy has become a lame duck. If it opposes the illegal directives of the political masters, it is penalized by transferring to other provinces in case of Federal employees. Field assignments and other lucrative postings are only for the favorite, selfish and highly corrupt officials, who become yes-men. Honest but politically weak officers cannot dare resist illegal and void directives, and orders of their political masters. Under such circumstances, the officers have no guarantee and protection of their jobs. If the highly corrupt political masters do not mend their ways, it will result in highly worst type of governance. And as a result of it, the poor public will suffer (Niazi, 2020d).
- In Pakistan, the bureaucracy has been highly politicized and demoralized. This is a fact that the political bosses treat the government servants as their domestic servants. This officially, and politically does not sound well (Wilder, 2010c).
- Injustice against the Provincial Management Service (PMS) Officers is another issue which has demoralized and demotivated them. Besides, PMS officers are appointed against the unimportant positions. It is sheer discriminatory attitude of the Pakistan Administrative Service (PAS) officers against the PMS officers (Niazi, 2020e).
- There is no representative bureaucracy (Mosher, 1968) in Pakistan. Bureaucracy acts as a ruler and does not truly serve the people. In fact, a government servant is a public servant. Thus, there cannot be desired implementation of civil services' reforms and good governance in Pakistan under these circumstances (Husain, 2015f).

## 7. *Hurdles in the Implementation of Administrative Reforms*

Following are the major hurdles and problems in the way of executing and implementing the administrative reforms in civil services of Pakistan:

- Undue interference of ruling parties in the form of out-of-turn promotions, unfair transfer orders and illegal directives from the Prime Minister, Provincial Chief Ministers, and Governors' Secretariats continue to hamper efficient functioning of the bureaucracy (Kennedy, 1987i).
- Pakistan cannot be a welfare state, if there is rampant politico-administrative corruption in the system. Actually, several civil servants and their political masters are not sincere with the nation. Under such circumstances, element of welfare of the public is lacking (Sheikh, 2008).
- Most of the civil servants still have colonial attitude. They seem to be not the servants of the people. They are actually the servants of the ruling political party (Quddus, 1991c).
- Upward communication (Deutsch, 1966) in Pakistan is very difficult. The junior civil servants cannot convey their grievances upward, therefore, they feel demotivated and frustrated. This situation needs structural improvement (Niazi, 2020f).
- Corruption in the Civil Services has become a common phenomenon in every developing country (Goel, 2008a). Thus, Pakistan's civil services are not exception to it (Rana, 2019d). That is why, the elite civil service creates stumbling blocks in the implementation of civil service reforms.
- Another issue concerning the public administration is lack of accountability and control (Nigro, 1984). There is a dire need of across the board accountability, in Pakistan (Husain, 2012c).
- There is dearth of awareness among public with regard to their rights and the public official's duties and responsibilities towards them (Wilder, 2010d).
- The New Public Management (NPM) (Osborne & Gaebler, 1992b) views the public almost as customers. Public administrators provide public goods like roads, public recreational and cultural facilities, justice, safety, economic security, health, and education etc. (Rana, 2019e). But, in Pakistan, over the years, the concept of New Public Management (NPM) has not been practiced in the civil services (Niazi, 2020g).

## 8. *Conclusion and Recommendations*

The purpose and motive of the civil servants is chiefly concerned with the welfare of the people. Despite of getting rid of the British colonial yoke and gaining independence, Pakistan is still indulged in a delusion and the colonial attitudes are in practice. The civil servants should act like public servants and they should oblige to the public needs and should discern, and sort out their problems.

As Muhammad Ali Jinnah, Father of the Nation, declared on 25<sup>th</sup> March, 1948, “It is people’s government. You have to do your duty as public servants” (Khan, 2001c).

In light of the above discussed analysis and research findings, following recommendations are put forwarded:

- ✓ Sincere efforts should be undertaken by the Government of Pakistan and other agencies concerned to implement the civil services’ reforms as proposed so far by the different Commissions and Committees.
- ✓ The government should improve and enhance the performance of civil services by incorporating the modern approaches of public administration like HRM, NPM, NPG, Public Choice Theory, and Strategic Management into the syllabus, devised for professional training of the Civil Service Officers. This will lead to the implementation of specialized civil service structure (Rana, 2019f).
- ✓ It is highly recommended that undue military and political interference in the functioning of civil services should be eliminated through constitutional means. Image of the civil services must be glorified so that the government officers feel motivated, and encouraged. (Khan, Malik, & Shehzad, 2021e).
- ✓ Concrete steps should be taken to improve the operational and functional capacities of the federal and provincial civil services through adequate administrative and fiscal autonomy. In this regard, inadequate centralization of rules and regulations should be minimized (Husain, 2012d).
- ✓ Parliamentary committees and Federal Service Courts should be empowered to review, monitor, examine, and approve the appointments, postings, and transfers, including complaints from civil servants about arbitrary transfers (Wilder, 2010e).
- ✓ A non-partisan parliamentary public service reform commission should be established to evaluate monetary and non-monetary benefits given to the bureaucrats (Khan, 2022).
- ✓ ‘Directorate of Electronic Administration’ should be established to modernize, revamp, and fine-tune the public policies’ formulation and implementation mechanism by incorporating information technology and e-government-driven procedures into the administrative structure. The officials should also be given training related to modern spirit of good governance in the public sector, including innovation, technological sophistication, professionalism, and strategic decision making (Rana, 2019g).
- ✓ It is also suggested to improve the functioning of police service of Pakistan by revising the Police Order of 2002. Police governance and administrative bodies, including ‘Police Management Board’ and ‘Public Safety Commission’ should be empowered to enhance capacity building of the personnel (Niazi, 2020h).
- ✓ Character evaluation system must be introduced in the Federal Public Service Commission and the Provincial Public Service Commissions to select and recruit honest, responsible, efficient, and dedicated civil service officers. (Faraz, 2020b).
- ✓ It is proposed, too, that a neutral body like Punjab Public Service Commission, headed and manned by retired High Court Judges and army generals of good repute, be entrusted with the task of evaluating slow promotion, including monetary and non-monetary matters of the Provincial Civil Service Officers in the best interest of justice, equity and fair play (Nasir, 2010).
- ✓ Corruption (Goel, 2008b) and red-tapism have become pathological in the bureaucratic structure of Pakistan (Ali, 1985) The officers must follow religious teachings to practice honesty, commitment, and dedication in every field of life (Ahmed, 2009).
- ✓ Complaints handling system of the government agencies needs improvement and upgradation, especially complaint matters pertaining to the Police Department, Board of Revenue, and Customs’ Department etc. (Hashmi, 2012).
- ✓ Accountability (Kettl, 2009) in every walk of life is much needed and the glorified principle of merit must be observed in the politico-administrative system of Pakistan (Rana, 2019h).

If the above-stated recommendations are taken into account in true letter and spirit, Pakistan’s civil services’ structure, and functioning will manifest more result-oriented and people-friendly governance. Furthermore, basic needs and necessities of the civil servants and public should be fulfilled; if Pakistan’s policy makers and political masters seriously want to introduce a model of social welfare state. Cheap housing facilities must be provided to the government officials by the authorities concerned. Resultantly, the country’s public servants will observe efficiency, honesty, commitment and integrity as well as equity and fairness. The public servants must be dutiful, observing the qualities of dutifulness, foresightedness, and truthfulness. They should not behave arrogantly rather behave with everybody respectfully. They must take care of self-respect of the lower staff, too. The public servants should also behave as servants of the public and not their masters. Only then Pakistan’s bureaucratic model based on ‘Neo-Weberian State, New Public Management, New Public Governance, Human Resource Management, Strategic Management, and Scientific Management approaches’ can be presented as a role model for other developing countries to follow.



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