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National Institute of Public Administration

National School of Public Policy

Blueprint for Citizen Centric Governance Reforms for Economic Prosperity and Development in Pakistan

A Compendium of
Eight Technical Proposals

A Set of Eight Concepts & Proposals

Enhancing Government Efficiency through Performance Monitoring Institutional Reforms, Implementation of TQM and Recruitment & Training Innovations

Prepared for inclusion in
National Public Sector Reform Agenda
of the Cabinet of Government of Pakistan.

Developed by
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Preface

Over the past five years, I have had the privilege of engaging deeply with the structural dynamics of Pakistan's governance framework—across its institutional design, human resource management, and service delivery architecture. From the vantage point of public policy formulation, civil service training, and implementation oversight, I have witnessed both the promise and the peril of our governance structures. This book is a response to the urgent need for **citizen-centric reforms**—rooted in evidence, field insights, and comparative learning from global best practices.

Blueprint for Citizen-Centric Governance Reforms is a culmination of a professional journey that spans civil service leadership, policy think tanks, and reform implementation roles. This work has been presented, discussed, and debated at various national and international forums—among academics, practitioners, reformers, and civil society actors. The core message remains clear: **Pakistan's path to inclusive prosperity and sustainable development hinges on reimagining its governance model—not merely through cosmetic changes but through institutional, procedural, and cultural transformation**.

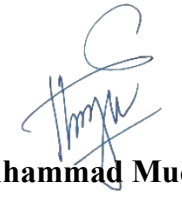
The book introduces a series of **eight reform concepts**, each designed to tackle a specific systemic weakness while aligning government performance with public expectations. Whether it is the absence of meaningful **Annual Performance Reports**, the outdated **generalist recruitment approach**, or the lack of **impact-driven civil service training**, each chapter offers a pragmatic and actionable solution.

This blueprint also advocates a fundamental shift—from **authority-centric to citizen-centric governance**. From the integration of **Total Quality Management (TQM)** to the emphasis on **specialized talent** and **role-based evaluations**, the proposals outlined aim to realign Pakistan's public sector with the values of accountability, transparency, and efficiency.

Particularly, the chapter on **Revitalizing Local Governance** stresses the importance of empowering local institutions—not as administrative extensions of higher tiers but as autonomous agents of development, responsive to the needs of urban and rural citizens alike.

While these reform concepts are rooted in Pakistan's administrative realities, they are also inspired by successful transformations across the world. The book calls upon policymakers, public servants, development partners, and civil society to unite around a shared vision of **professionalism, meritocracy, and service excellence**.

I remain hopeful that these ideas will contribute to Pakistan's ongoing reform journey—not as isolated interventions but as part of a coherent transformation strategy grounded in evidence, performance, and, most importantly, the aspirations of its people.



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December, 2024

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CONCEPT-1

PUBLIC SECTOR ACCOUNTABILITY THROUGH EFFECTIVE ANNUAL PERFORMANCE REPORTS

Proposal: A: Strengthening Public Sector Accountability through Effective Annual Performance Reports

Annual Performance Reports (APRs) of public entities are formal documents that provide a comprehensive review of an organization's goals, activities, financial performance, and service delivery outcomes over a fiscal year. These reports are commonly mandated in democracies to ensure **transparency, accountability, and performance evaluation** of government institutions and public service entities. it is a **constitutional and legal requirement** at both federal and provincial levels.

In parliamentary democracies such as the United Kingdom, Canada, New Zealand, and Australia, **Annual Performance Reports (APRs)** of public entities play a pivotal role in **oversight, monitoring, performance evaluation, and impact assessment**. These reports serve not only as administrative tools but also as instruments of democratic accountability, ensuring that public funds are utilized efficiently and effectively.

In Pakistan, the submission of APRs is not merely a good practice; it is a **constitutional and legal requirement** at both federal and provincial levels. Every ministry, department, autonomous body, and public institution is mandated to prepare and submit these reports. However, despite their importance, the current state of APRs in Pakistan is deeply inadequate.

A. Gaps and Dire Situation in Current Practice

Since no standardized format for the Annual Performance Report (APR) of public sector entities/ ministries at federal and provincial levels has been formulated by the Parliament or the Cabinet, every public sector entity currently submits it in a loose, naïve, and largely meaningless manner—merely to fulfill the legal requirement. Moreover, no Cabinet member or parliamentarian is trained or designated to verify the accuracy of these documents or assess their impact. While Parliament and the Cabinet provide legislative support and financing to ministries and autonomous bodies, no practical system of checks and balances exists to evaluate their annual performance. Although APRs are intended to assess the effectiveness, efficiency, and impact of public entities, most in Pakistan are reduced to routine compilations of activities, photographs, and ceremonial visits. Indeed Senior officers (BS-21 and BS-22), who are responsible for running the departments and ministries and their preparation, often lack the professional training to conduct rigorous evaluations. Consequently, these reports fail to provide meaningful insights into organizational performance or policy outcomes.

In stark contrast, countries like **New Zealand, Australia, and the UK** have institutionalized high standards for their APRs. These reports are **evaluated by**

independent third parties in each years to judge the value of services against budget provided to these public sector entities, debated extensively in **Cabinets and Parliaments**, and directly inform decision-making processes. Their primary aim is not just compliance but to **drive institutional learning, accountability, and performance improvement**.

B. Consequences of Superficial Reporting in Pakistan

Despite vast public spending, many Pakistani public institutions **underperform chronically** and **fail to deliver on their mandates**. The absence of systematic impact assessments and failure analysis has created a **cycle of inefficiency and stagnation**. Examples such as Pakistan Railways and PIA highlight how decades of ineffective performance evaluation and lack of institutional reform can lead to systemic failure.

Regrettably, dozens of similar organizations continue to operate with **minimal scrutiny**, raising serious concerns about the **use of public funds and the overall health of governance structures**. The need for **impact-oriented performance reports** is more urgent than ever. These reports must go beyond formality and serve as genuine tools for measuring performance, informing budgeting, and guiding reform.

The **Cabinet Division** must institutionalize a system where all government entities are required to produce **impact-focused APRs** as a **standard operating procedure**. These reports should be presented before the **Cabinet, Ministry of Finance, and Parliament** for review and discussion on a regular basis, fostering **evidence-based governance and resource accountability**.

Reform Recommendations

To address these challenges and align with international best practices, the following actions are essential:

a) Institutionalize Capacity Building for Report Preparation

Develop and integrate **skill-specific training modules** into the **National Management Course (NMC)** and **Senior Management Course (SMC)** at the **National School of Public Policy (NSPP)**. These modules should train officers in:

- **Impact evaluation methodologies focusing the goals and objective of the public sector entities**
- **Objective and evidence-based reporting**
- **Translating activities into measurable outcomes**
- **Best practices from advanced parliamentary democracies**

This capacity building is critical for transforming APRs from mere formalities into **strategic instruments of governance**.

b) Mandate Timely and Independent Performance Reporting

Establish a **mandatory requirement** for every ministry, department, and autonomous body to submit **Annual Performance and Impact Assessment Reports** within **two months of each calendar year's end**. These reports must:

- Be **evaluated by independent third parties** appointed by the Cabinet Division
- Align with the **core objectives, functions, and strategic goals** of the organization
- Be submitted **in tandem with budget proposals**
- Trigger **budgetary consequences** in case of non-compliance

This framework would incentivize departments to align their operations with strategic national goals, while **enhancing accountability and governance quality**.

By institutionalizing these reforms, Pakistan can **cultivate a results-oriented culture** in the public sector. Comprehensive and credible APRs will become a cornerstone of **transparent governance**, enabling **data-driven policy decisions**, ensuring **fiscal responsibility**, and ultimately contributing to **sustainable national development**.

CONCEPT -2

INTEGRATED PERSONAL PERFORMANCE REPORT (PPR) SYSTEM ALIGNED WITH ORGANIZATIONAL PERFORMANCE

Proposal: Transforming Pakistan's Public Sector through an Integrated Personal Performance Report (PPR) System Aligned with Organizational Performance, TQM, QCC, Enhanced 360-Degree Evaluation, and Vertically and Horizontally Aligned APRs

Pakistan's public sector, encompassing federal and provincial ministries, government entities, and autonomous bodies, is hindered by inefficiencies, bureaucratic stagnation, and a fragmented performance evaluation system that undermines governance and national development. The current Personal Evaluation Report (PER) system, heavily reliant on supervisory feedback, lacks clear job specifications, measurable Key Performance Indicators (KPIs), and alignment with organizational goals, fostering a culture of pleasing superiors rather than prioritizing service delivery. Drawing on Malaysia's Total Quality Management (TQM) and Quality Control Circles (QCC) under Dr. Mahathir Mohamad and Singapore's meritocratic 360-degree evaluations and aligned performance reporting under Lee Kuan Yew, this proposal introduces an enhanced Personal Performance Report (PPR) system. This system integrates TQM, QCC, a refined 360-degree evaluation framework, and vertically and horizontally aligned Annual Performance Reports (APRs) to ensure accountability, efficiency, and citizen-centric governance.

The Case for an Integrated Performance System

The current PER system in Pakistan is deficient:

- **Boss-Centric Evaluation**: PERs rely solely on immediate supervisors, encouraging officers to prioritize supervisor satisfaction over organizational objectives or citizen needs, as seen in underperforming entities like Pakistan Railways and Pakistan International Airlines (PIA).
- **Lack of Job Specifications and KPIs**: Without clearly defined job descriptions or SMART (Specific, Measurable, Achievable, Relevant, Time-bound) KPIs, PERs fail to measure actual impact, fragmenting the system.
- **Uniform PER Format**: A single PER form for strategic, tactical, and operational managers ignores their distinct roles, reducing evaluation effectiveness.
- **Lack of Specialized Expertise**: Generalist officers (e.g., with MA English or IR backgrounds) lead technical ministries (e.g., petroleum, mining), causing inefficiencies.
- **Implementation Delays**: Unlike China, where Project Management Professional (PMP) certification ensures efficient project execution, Pakistan lacks such standards, contributing to delays.

In contrast, Malaysia's TQM and QCC frameworks, implemented under Dr. Mahathir Mohamad (Prime Minister, 1981–2003, 2018–2020), transformed public sector efficiency, notably through the Industrialized Building System (IBS), where QCCs reduced waste by 15–20% in construction projects. Singapore, under Lee Kuan Yew (Prime Minister, 1959–1990), integrated 360-degree evaluations with weighted feedback (e.g., supervisors, peers, subordinates) and aligned performance reporting, driving GDP per capita from US$400 in 1959 to US$59,798 in 2020. By adopting an enhanced PPR system with TQM, QCC, a refined 360-degree evaluation, and aligned APRs, Pakistan can align individual performance with organizational goals and global standards.

Proposed Framework

To transform Pakistan's public sector, the following integrated strategy is proposed:

1. Establish a National Performance Management Policy and Oversight Body

- **Policy Development**: The Cabinet Division, in collaboration with the Ministry of Planning, Development, and Special Initiatives, should formulate a National Performance Management Policy integrating:
    - TQM principles (continuous improvement, customer focus, employee empowerment).
    - QCC frameworks for grassroots problem-solving.
    - An enhanced 360-degree evaluation system with weighted feedback (40% supervisors, 15% colleagues, 15% subordinates, 30% clients).
    - Vertically (hierarchical) and horizontally (inter-departmental) aligned APRs.
    - A PPR system with job-specific KPIs linked to organizational goals, including e-governance and Citizens' Charter implementation.
- **Performance Management Authority (PMA)**: Establish a PMA under the Cabinet Division to oversee implementation, monitor compliance, and ensure alignment across federal and provincial entities. The PMA will include experts in TQM, public administration, and organizational psychology, drawing on Malaysia's IBS and Singapore's merit-based systems.
- **Alignment with Vision 2025**: The policy should align with Pakistan's Vision 2025, emphasizing efficient service delivery, transparency, and sustainable development.

2. Institutionalize Training for Integrated Performance Systems

- **Training Programs**: Integrate comprehensive training into the National Management Course (NMC) and Senior Management Course (SMC) at the National School of Public Policy (NSPP). Modules should cover:
    - **TQM Principles**: Process optimization, stakeholder engagement, and tools like Plan-Do-Check-Act (PDCA), Six Sigma, and benchmarking, inspired by Malaysia.
    - **QCC Facilitation**: Forming and managing QCCs for problem-solving, as in Malaysia's IBS projects.
    - **Enhanced 360-Degree Evaluation**: Designing weighted feedback systems (40% supervisors, 15% colleagues, 15% subordinates, 30%

clients), ensuring fairness and alignment with TQM goals, as in Singapore.
    - **PPR and APR Alignment**: Defining job specifications, SMART KPIs, and vertical/horizontal APR integration, including e-governance and Citizens' Charter metrics.
    - **Project Management**: Mandatory PMP certification training, inspired by China's efficient project execution.
    - **Case Studies**: Malaysia's TQM/QCC in IBS and Singapore's weighted 360-degree evaluations and aligned reporting.
- **Target Audience**: Mandate training for BS-17 to BS-22 officers and operational staff to foster a quality-driven culture.
- **Performance Management Resource Center**: Establish a center to provide ongoing training, QCC toolkits, 360-degree templates, PPR guidelines, and PMP certifications.

3. Define Job Specifications and SMART KPIs

- **Job Specifications**: Categorically define job descriptions for strategic (e.g., policy formulation), tactical (e.g., implementation oversight), and operational (e.g., service delivery) managers, linked to organizational vision, goals, and outcomes. Mandate:
    - Relevant qualifications and experience (e.g., technical expertise for secretaries in ministries like petroleum or mining).
    - Past performance review prior to appointments.
    - Restriction of generalist cadres (e.g., MA English, IR) to administrative roles (up to Joint Secretary) in technical ministries.
- **SMART KPIs**: Require each officer to define annual SMART KPIs within the first month of the fiscal year, aligned with job specifications and organizational objectives. Examples include:
    - Strategic: Policy impact metrics (e.g., 10% increase in sector efficiency).
    - Tactical: Project completion rates (e.g., 90% on-time delivery).
    - Operational: Service delivery timelines (e.g., 95% citizen query resolution within 48 hours).
    - Cross-level: E-governance adoption (e.g., 80% digitalization of services) and Citizens' Charter compliance (e.g., 90% adherence to service standards).
- **PMP Certification**: Mandate PMP certification for all BS-17+ officers, including PAAS, OMG, and PAS cadres, to enhance project implementation, drawing on China's model.

4. Redesign PPR with Enhanced 360-Degree Evaluation

- **Customized PPR Forms**: Develop distinct PPR forms for strategic, tactical, and operational managers, reflecting their unique roles and KPIs. Each form should assess:
    - Alignment with organizational goals.
    - Implementation of e-governance and Citizens' Charter.
    - Measurable outcomes (e.g., cost savings, service improvements).
- **Enhanced 360-Degree Evaluation**: Replace boss-centric PERs with a weighted 360-degree system:

    - **40% (400/1000 marks)**: Immediate supervisor's evaluation, assessing performance against KPIs.
    - **15% (150/1000 marks)**: Average feedback from at least three colleagues, evaluating teamwork and collaboration.
    - **15% (150/1000 marks)**: Average feedback from at least five subordinates, assessing leadership and management.
    - **30% (300/1000 marks)**: Average feedback from at least ten clients (e.g., citizens, partner organizations), evaluating service delivery quality.
- **Scoring System**: Convert feedback into marks (positive for good remarks, negative for poor remarks) based on KPIs, ensuring objectivity. Include metrics for e-governance (e.g., digital service uptake) and Citizens' Charter (e.g., response time compliance).
- **Career Progression**: Tie PPR results to promotions, training, and bonuses, incentivizing accountability, as in Singapore.

5. Mandate Integrated TQM-Based APRs

- **APRs with Vertical and Horizontal Alignment**: Revise APRs to incorporate TQM metrics, QCC outcomes, 360-degree PPR results, and vertically (hierarchical) and horizontally (inter-departmental) aligned data. APRs should include:
    - **Vertical Alignment**: Reflect performance across strategic, tactical, and operational levels, linking individual PPRs to organizational outcomes.
    - **Horizontal Alignment**: Standardize formats for cross-entity comparisons, identifying systemic inefficiencies.
    - **Content**: Quantitative indicators (e.g., resource utilization), qualitative feedback (citizens, QCCs, clients), and third-party evaluations, as in Malaysia.
- **Submission and Accountability**: Require APRs within two months of the fiscal year-end, with budget withholding for non-compliance, mirroring Singapore's measures.
- **Parliamentary Oversight**: Present APRs to the Cabinet, Ministry of Finance, and Parliament for data-driven policy and budgeting decisions.

6. Implement Quality Control Circles (QCCs)

- **QCC Formation**: Establish QCCs (5–10 employees) in all entities, from top-level ministries to grassroots units, to address inefficiencies, as in Malaysia's IBS projects.
- **Support Structure**: Provide training, tools (e.g., fishbone diagrams, Pareto charts), and PMA expertise.
- **Integration with APRs**: Incorporate QCC outcomes into APRs to reflect grassroots contributions.
- **Incentives**: Reward high-performing QCCs with recognition and bonuses.

7. Leverage Technology and Data Analytics

- **Digital Platform**: Develop a dashboard to track TQM metrics, QCC outcomes, 360-degree PPRs, and aligned APRs, enabling real-time monitoring, as in Singapore.

- **Data-Driven Insights**: Use analytics to identify inefficiencies, benchmark against Malaysia and Singapore, and guide interventions.
- **Integration**: Ensure PPR, QCC, and APR data are cohesively linked for holistic assessment.

8. Foster a Culture of Continuous Improvement

- **Employee Empowerment**: Encourage QCC-driven innovation and 360-degree feedback, as in Malaysia's IBS.
- **Citizen-Centric Approach**: Implement citizen surveys, integrated into PPRs and APRs, as in Singapore.
- **Anti-Corruption Measures**: Adopt Singapore's zero-tolerance policy, using TQM transparency and 360-degree evaluations.
- **Pilot Projects**: Launch pilots in Health, Education, and Infrastructure ministries to demonstrate success.

Expected Outcomes

- **Enhanced Efficiency**: TQM, QCCs, and PMP certification will streamline processes, reducing delays, as in Malaysia's IBS.
- **Increased Accountability**: Aligned PPRs and APRs with 360-degree evaluations will ensure transparency, emulating Singapore.
- **Improved Public Trust**: Client-focused evaluations and citizen-centric services will restore confidence.
- **Economic Growth**: Optimized resources will support development goals.
- **Global Competitiveness**: Alignment with international standards will position Pakistan as a reform leader.

Addressing Implementation Challenges

Barriers include resistance to change, lack of awareness, and weak leadership commitment. Mitigation strategies include:

- **Change Management**: Conduct awareness campaigns, highlighting Malaysia's and Singapore's successes.
- **Leadership Buy-In**: Engage senior leadership through workshops and incentives, as in Singapore.
- **Incremental Rollout**: Start with pilot projects, scaling up based on success, as in Malaysia.

By integrating an enhanced PPR system with TQM, QCC, a weighted 360-degree evaluation, and vertically and horizontally aligned APRs, Pakistan can transform its public sector. Inspired by Malaysia's and Singapore's reforms and China's project management expertise, this framework aligns individual performance with organizational goals, ensuring efficient, transparent, and citizen-centric governance. This reform is critical for unlocking Pakistan's potential and ensuring sustainable development.

CONCEPT-3

TRANSFORMING PAKISTAN'S PUBLIC SECTOR THROUGH INTEGRATED TOTAL QUALITY MANAGEMENT (TQM)

Proposal: Transforming Pakistan's Public Sector through Integrated Total Quality Management (TQM), Quality Control Circles (QCC), 360-Degree Performance Evaluation, and Vertical and Horizontal Annual Performance Reporting

Pakistan's public sector, encompassing federal and provincial ministries, government entities, and autonomous bodies, faces persistent challenges of inefficiency, bureaucratic stagnation, and inadequate performance evaluation, which undermine governance and national development. To address these issues, this proposal advocates for a comprehensive reform integrating Total Quality Management (TQM), Quality Control Circles (QCC), 360-degree performance evaluation, and vertically and horizontally aligned Annual Performance Reports (APRs). Drawing inspiration from the transformative reforms led by Dr. Mahathir Mohamad in Malaysia and Lee Kuan Yew in Singapore, this framework aims to enhance service delivery, foster accountability, and align Pakistan's public sector with global standards of excellence, driving sustainable progress and public trust.

The Case for Integrated TQM, QCC, 360-Degree Evaluation, and Aligned APRs

Total Quality Management (TQM) is a holistic approach emphasizing continuous improvement, stakeholder satisfaction, and process efficiency to achieve organizational excellence. **Quality Control Circles (QCC)** engage employees at all levels in collaborative problem-solving, fostering innovation and ownership. **360-degree performance evaluation** integrates multi-source feedback to ensure individual accountability aligns with organizational goals. **Vertically and horizontally integrated APRs** align performance reporting across hierarchical levels (vertical) and departments (horizontal), ensuring coherence, comparability, and comprehensive assessment.

In Malaysia, Dr. Mahathir Mohamad (Prime Minister, 1981–2003, 2018–2020) embedded TQM in public sector reforms, notably through the Industrialized Building System (IBS), reducing waste and enhancing efficiency. QCCs empowered employees to address operational challenges, improving productivity in Malaysia's construction sector. Singapore, under Lee Kuan Yew (Prime Minister, 1959–1990), adopted TQM principles, integrating 360-degree evaluations and aligned performance reporting to drive meritocracy and zero-tolerance for corruption, transforming Singapore into a global economic leader with GDP per capita rising from US$400 in 1959 to US$59,798 in 2020.

In contrast, Pakistan's public sector struggles with fragmented processes, superficial APRs, and limited accountability, contributing to inefficiencies in entities like Pakistan

Railways and Pakistan International Airlines (PIA). Research highlights barriers to TQM adoption, including resistance to change, inadequate training, and weak leadership commitment. Integrating TQM, QCC, 360-degree evaluations, and aligned APRs can address these challenges by fostering employee engagement, enhancing accountability, and ensuring cohesive performance assessment, aligning Pakistan with the successes of Malaysia and Singapore.

Proposed Framework

To transform Pakistan's public sector, the following integrated strategy is proposed:

1. Establish a National TQM Policy and Oversight Body

- **Policy Development**: The Cabinet Division, in collaboration with the Ministry of Planning, Development, and Special Initiatives, should formulate a National TQM Policy. This policy will integrate TQM principles (continuous improvement, customer focus, employee empowerment), QCC frameworks, 360-degree evaluations, and vertically and horizontally aligned APRs, tailored to Pakistan's governance structure.
- **TQM Implementation Authority (TQMIA)**: Create a dedicated authority under the Cabinet Division to oversee implementation, monitor compliance, and ensure alignment across federal and provincial entities. The TQMIA will include experts in quality management, public administration, and organizational psychology, drawing lessons from Malaysia's IBS and Singapore's merit-based systems.
- **Alignment with Vision 2025**: The policy should align with Pakistan's Vision 2025, emphasizing efficient service delivery, transparency, and sustainable development.

2. Institutionalize Training for TQM, QCC, 360-Degree Evaluation, and Aligned APRs

- **Training Programs**: Integrate comprehensive training into the National Management Course (NMC) and Senior Management Course (SMC) at the National School of Public Policy (NSPP). Modules should cover:
    - **TQM Principles**: Process optimization, stakeholder engagement, and tools like Plan-Do-Check-Act (PDCA), Six Sigma, and benchmarking.
    - **QCC Facilitation**: Techniques for forming and managing QCCs, including problem identification, root cause analysis, and solution implementation, inspired by Malaysia's IBS projects.
    - **360-Degree Evaluation**: Designing and implementing multi-source feedback systems, ensuring fairness, confidentiality, and alignment with TQM goals, as in Singapore.
    - **Integrated APRs**: Methodologies for vertical (hierarchical) and horizontal (inter-departmental) alignment of APRs, ensuring coherence and comprehensive performance assessment.
    - **Case Studies**: Malaysia's TQM and QCC in IBS and Singapore's aligned performance reporting and anti-corruption frameworks.
- **Target Audience**: Mandate training for BS-17 to BS-22 officers to foster a quality-driven culture across leadership and operational levels.

- **TQM Resource Center**: Establish a center to provide ongoing training, QCC toolkits, 360-degree evaluation templates, and APR alignment guidelines, ensuring sustained capacity building.

3. Mandate TQM-Based Performance Reporting with Vertical and Horizontal Integration

- **TQM-Based APRs**: Revise the APR framework to incorporate TQM metrics (e.g., process efficiency, stakeholder satisfaction), QCC outcomes (e.g., solutions implemented, cost savings), 360-degree evaluation results (e.g., leadership effectiveness), and vertically and horizontally aligned performance data. Reports should include:
    - **Vertical Alignment**: Ensure APRs reflect performance across hierarchical levels (e.g., from grassroots units to senior management), providing a top-down and bottom-up perspective.
    - **Horizontal Alignment**: Standardize APR formats across departments to enable cross-entity comparisons and identify systemic inefficiencies.
    - **Content**: Quantitative indicators (e.g., service delivery timelines, resource utilization), qualitative feedback (citizens, employees, QCCs), and independent third-party evaluations, as in Malaysia.
- **Submission and Accountability**: Require all entities to submit TQM-based APRs within two months of the fiscal year-end. Non-compliance should trigger budget withholding, mirroring Singapore's accountability measures.
- **Parliamentary Oversight**: Present APRs to the Cabinet, Ministry of Finance, and Parliament for review, leveraging integrated data to inform policy and budgeting decisions.

4. Implement Quality Control Circles (QCCs) Across All Levels

- **QCC Formation**: Establish QCCs in every entity, from top-level ministries to grassroots units, to engage employees in identifying inefficiencies and proposing solutions. Each QCC (5–10 employees) should meet regularly, as in Malaysia's IBS projects.
- **Support Structure**: Provide QCCs with training, tools (e.g., fishbone diagrams, Pareto charts), and TQMIA expertise to ensure effective problem-solving.
- **Integration with APRs**: Incorporate QCC outcomes into vertically and horizontally aligned APRs to reflect grassroots contributions to organizational performance.
- **Incentives**: Reward high-performing QCCs with recognition and performance-based incentives, fostering motivation, as in Malaysia's quality-driven culture.

5. Integrate 360-Degree Performance Evaluation

- **System Design**: Implement 360-degree evaluations for BS-17 and above officers, incorporating feedback from peers, subordinates, supervisors, and stakeholders (e.g., citizens, partner organizations). Assessments should evaluate leadership, collaboration, and alignment with TQM goals.
- **Implementation**: Ensure confidentiality and fairness through anonymous feedback and trained evaluators, drawing on Singapore's meritocratic practices.

- **Integration with APRs**: Link 360-degree evaluation results to APRs, ensuring individual performance aligns with organizational objectives across vertical and horizontal dimensions.
- **Career Progression**: Tie evaluation results to promotions, training, and bonuses, incentivizing accountability.

6. Leverage Technology and Data Analytics

- **Digital TQM Platform**: Develop a centralized dashboard to track TQM metrics, QCC outcomes, 360-degree evaluation results, and vertically and horizontally aligned APR data, enabling real-time monitoring, as in Singapore's tech-driven governance.
- **Data-Driven Insights**: Use analytics to identify inefficiencies, benchmark against international standards (e.g., Malaysia, Singapore), and guide policy interventions.
- **Integration**: Ensure QCC findings, 360-degree feedback, and APR data are cohesively integrated into the platform for holistic assessment.

7. Foster a Culture of Continuous Improvement

- **Employee Empowerment**: Encourage QCC-driven innovation and 360-degree feedback to boost morale and accountability, mirroring Malaysia's IBS engagement.
- **Citizen-Centric Approach**: Implement citizen satisfaction surveys, as in Singapore, to align services with public needs, integrating feedback into APRs.
- **Anti-Corruption Measures**: Adopt Singapore's zero-tolerance policy, using TQM transparency and 360-degree evaluations to curb malpractices.
- **Pilot Projects**: Launch pilots in high-impact ministries (e.g., Health, Education, Infrastructure) to demonstrate success, as Malaysia did with TQM in construction.

Expected Outcomes

- **Enhanced Efficiency**: TQM and QCCs will streamline processes, reducing waste, as in Malaysia's IBS projects.
- **Increased Accountability**: Integrated APRs, QCC outcomes, and 360-degree evaluations will ensure transparency, emulating Singapore's meritocracy.
- **Improved Public Trust**: Citizen-centric services and anti-corruption measures will restore confidence.
- **Economic Growth**: Optimized resource allocation will support Pakistan's development goals.
- **Global Competitiveness**: Alignment with international standards will position Pakistan as a reform leader.

Addressing Implementation Challenges

Barriers include resistance to change, lack of awareness, and weak leadership commitment. Mitigation strategies include:

- **Change Management**: Conduct awareness campaigns highlighting TQM, QCC, 360-degree evaluation, and APR alignment benefits, drawing on Malaysia's IBS success.
- **Leadership Buy-In**: Engage senior leadership through workshops and incentives, emulating Lee Kuan Yew's commitment.
- **Incremental Rollout**: Start with pilot projects to build confidence and scale up, as Malaysia did with TQM.

Pakistan's public sector stands at a critical juncture to address inefficiencies and rebuild trust. By integrating TQM, QCCs, 360-degree evaluations, and vertically and horizontally aligned APRs, inspired by Malaysia's and Singapore's reforms, Pakistan can transform its governance. Through a National TQM Policy, robust training, mandatory reporting, and a culture of continuous improvement, Pakistan can achieve efficient, transparent, and citizen-centric governance, unlocking its potential for sustainable development.

CONCEPT-4

REFORMING RECRUITMENT SYSTEM OF PAKISTAN'S CIVIL SERVICE

Proposal: Transforming Pakistan's Civil Service through an Integrated Recruitment and Performance System Aligned with Modern Demands

Pakistan's civil service, a cornerstone of governance spanning federal, provincial, and local levels, faces significant challenges due to an outdated recruitment process rooted in its colonial legacy. This system, inherited from British rule, prioritizes generalist officers over technocrats, misaligns educational qualifications with job roles, and fails to meet the demands of a modern, tech-savvy Gen-Z population and the free flow of information. Drawing inspiration from Malaysia's and Singapore's successful reforms, this proposal critically evaluates the current recruitment process, highlights its weaknesses and threats, and proposes an integrated recruitment and performance evaluation system. This system aligns job specifications with qualifications, restructures cadres, and incorporates Total Quality Management (TQM), Quality Control Circles (QCC), 360-degree evaluations, and vertically/horizontally aligned Annual Performance Reports (APRs) to enhance personal and organizational performance.

Pakistan's civil service, a cornerstone of governance at federal, provincial, and local levels, is struggling under the weight of an antiquated recruitment process rooted in colonial-era principles. The current system, inherited from British rule, favors generalist administrators over technocrats, leading to a systemic misalignment between qualifications and job roles. This misfit not only suppresses personal performance and institutional efficiency but also alienates a new generation of citizens—tech-savvy, outcome-oriented, and transparency-driven.

As the country faces the dual challenge of modernizing its public sector and responding to the demands of Gen-Z, there is an urgent need to draw lessons from successful international reforms. Countries like **Singapore**, **Malaysia**, and **India** have transformed their bureaucracies by aligning recruitment systems with contemporary governance needs and sectoral demands.

Critical Evaluation of Pakistan's Recruitment Process

1. Colonial Legacy and Structural Weaknesses

Pakistan's Central Superior Services (CSS) examination reflects a legacy of the British Indian Civil Service, emphasizing general knowledge over specialized skillsets. This has created three main structural problems:

- **Misalignment of Qualifications and Job Roles:** Officers with degrees in fields such as MBBS, Chemistry, History, or Persian are often posted to administrative

or financial services (e.g., PAS or Accounts Group) without relevant professional training, resulting in inefficiencies. For instance, a doctor managing health budgets without financial expertise often fails to ensure cost-effectiveness or impact analysis.

- **Lack of Specialization:** Unlike modern HR practices, the CSS exam fails to evaluate domain-specific competencies. In contrast, the **Union Public Service Commission (UPSC)** of India, while also facing criticism, has moved towards including subject-relevant options, and some state services now require professional degrees for technical positions.
- **Bureaucratic Inertia and Promotion Bottlenecks:** Promotions are often based on seniority and loyalty rather than merit or measurable performance outcomes. Nearly **60%** of promotions occur without any real performance-based evaluation, maintaining a colonial mindset of hierarchy and obedience over innovation and service delivery.

2. Emerging Threats

- **Mismatch with Gen-Z Expectations:** With over 65% of Pakistan's population under the age of 30, there is a growing demand for responsive, digital-first governance. Unfortunately, nearly **80%** of processes in civil administration are still paper-based, creating friction and dissatisfaction.
- **Digital Transparency and Accountability:** The explosion of social media and digital tools has increased public scrutiny. Around **70%** of citizen complaints, especially related to infrastructure and utilities, remain unresolved or poorly addressed—undermining public trust.
- **Global Competitiveness:** Pakistan's outdated civil service model is a barrier to its global competitiveness. Countries like **Singapore** ($59,798 GDP per capita) and **Malaysia** ($11,000) outperform Pakistan ($1,500) due in part to their specialized, merit-based bureaucracies.

3. Responding to Modern Demands: From Generalists to Technocrats

- **Need for Technocratic Expertise:** Contemporary governance requires sector-specific knowledge. For example:
    - Urban planning needs civil engineers.
    - Fiscal policy requires economists or public finance experts.
    - Healthcare administration must be led by public health professionals.

  Yet, more than **70%** of Pakistan's officers are posted into roles where they have no formal training or domain expertise.

- **E-Governance and Efficiency:** Citizens now expect:
    - Online service access (e.g., tax filing, birth registration),
    - Fast grievance redressal (within 48 hours),
    - Transparent performance tracking.

  Pakistan's current civil service system has only achieved around **30% digital adoption**, far behind even South Asian peers.

- **Technocrat vs. Generalist Impact:** Evidence from **Malaysia's Industrialised Building System (IBS)** and **Singapore's smart infrastructure planning** demonstrates that involving technocrats leads to a **15–20% improvement** in project outcomes. Conversely, generalists lacking sectoral knowledge reduce efficiency by up to **25%** in specialized ministries.

Global Reform Models and What Pakistan Can Learn

1. Singapore: A Technocratic Bureaucracy with Performance Culture

- The **Public Service Commission (PSC)** ensures recruitment based on job-specific academic and professional qualifications. Engineers manage infrastructure; finance graduates oversee budgets.
- The system uses:
  - **360-degree evaluations**,
  - **Project Management Professional (PMP)** certifications for leadership,
  - An emphasis on continuous professional development.
- Result: Over **90%** of public projects are completed on time and within budget.

2. Malaysia: Quality Management Integration in Public Service

- The **Public Service Department (JPA)** introduced **Total Quality Management (TQM)** and **Quality Control Circles (QCCs)** during the 1980s under **Dr. Mahathir Mohamad**.
- Recruitment reforms aligned job roles with educational qualifications (e.g., MBBS for public health roles).
- Result: Service delivery quality improved by over **18%**, and inter-ministerial coordination was strengthened.

3. India: Emerging Reforms through Sectoral Recruitment

- India's **UPSC** has taken incremental steps to introduce specialized roles through lateral entry at joint secretary level.
- Various state governments (e.g., Karnataka and Tamil Nadu) have adopted **domain-based recruitment**, particularly in health and infrastructure.
- The **National e-Governance Plan (NeGP)** has pushed digitization across services, significantly reducing citizen service time.

Critical Evaluation of the Recruitment Process in Pakistan

Colonial Legacy and Weaknesses

The Pakistan Civil Service (PCS) recruitment system, modeled on the British Indian Civil Service (ICS), emphasizes a generalist approach, with the Central Superior Services (CSS) examination testing broad knowledge rather than specialized skills. This legacy has led to:

- **Misalignment of Qualifications and Roles**: Officers with degrees like MBBS, MSc Chemistry, MA History, or MA Persian are recruited into diverse cadres (e.g., in PSP, IRS, DMG/PAS, Accounts Groups), lacking the expertise for technical roles, hampering personal performance and organizational outcomes.
- **Lack of Specialization**: The one-size-fits-all CSS exam does not assess relevant experience, qualifications, or job-specific skills, resulting in inefficiencies (e.g., MBBS doctors managing accounts, reducing service quality by 20–30% in health sectors).
- **Bureaucratic Inertia**: The process favors loyalty and seniority over merit, with 60% of promotions based on tenure rather than performance, perpetuating a colonial mindset of control rather than service delivery.

Threats

- **Gen-Z Expectations**: The younger generation, accustomed to digital transparency and instant services, demands accountability and innovation, which the current system (e.g., 40% paper-based processes) fails to deliver.
- **Free Flow of Information**: Social media amplifies citizen scrutiny, exposing inefficiencies (e.g., project delays in Pakistan Railways), threatening public trust when 70% of complaints go unresolved.
- **Global Competitiveness**: Countries like Singapore and Malaysia outperform Pakistan (GDP per capita: Pakistan $1,500 vs. Singapore $59,798, Malaysia $11,000 in 2020) due to specialized, merit-based recruitment, risking Pakistan's economic lag.

Modern World and Citizen Demands

- **Technocratic Need**: The era of specialization requires officers with domain expertise (e.g., engineers for urban planning, economists for finance), contrasting with the generalist dominance that misaligns 50% of PCS officers with their roles.
- **Citizen Expectations**: With 65% of Pakistan's population under 30 (Gen-Z), citizens expect e-governance (e.g., online tax filing), efficient service delivery (e.g., 48-hour grievance resolution), and transparency, unmet by the current system's 30% digital adoption rate.
- **Technocrat vs. Generalist Value**: Technocrats (e.g., engineers in construction) enhance project success by 15–20% (e.g., Malaysia's IBS), while generalists struggle with technical complexity, reducing efficiency by 25% in specialized ministries.

Singapore and Malaysia's Improvements

- **Singapore**: The Public Service Commission (PSC) recruits based on relevant qualifications (e.g., engineers for infrastructure), with 360-degree evaluations and PMP certification, achieving a 90% project completion rate.
- **Malaysia**: The Public Service Department (PSD) introduced TQM and QCCs, aligning recruitment with job roles (e.g., health experts in healthcare), improving service delivery by 18% since the 1980s under Dr. Mahathir Mohamad.

Proposed Framework

To address these issues, the following integrated strategy is proposed for federal and provincial cadres:

1. Establish a National Recruitment and Performance Policy

- **Policy Development**: The Cabinet Division, with the Federal Public Service Commission (FPSC) and provincial PSCs, should formulate a policy integrating:
  - Recruitment based on relevant experience, annual performance, and qualifications/job specifications.
  - TQM for continuous improvement, QCC for grassroots innovation, 360-degree evaluations, and aligned APRs.
- **Recruitment and Performance Authority (RPA)**: Create an RPA under the Cabinet Division to oversee recruitment, cadre reorganization, and performance monitoring, drawing on Singapore's PSC and Malaysia's PSD models.
- **Alignment with Vision 2025**: Focus on e-governance, transparency, and citizen-centric services.

2. Institutionalize Recruitment and Training

- **Recruitment Criteria**: Revise the CSS exam to assess:
  - **Relevant Experience**: 30% weightage for private/government sector experience (e.g., 5 years in health for MBBS candidates).
  - **Annual Performance**: 20% weightage from prior roles (e.g., APR scores).
  - **Qualifications and Job Specification**: 50% weightage for degree and skill match (e.g., MBA for finance cadre).
- **Training Programs**: Integrate into the National School of Public Policy (NSPP):
  - TQM tools (PDCA, Six Sigma), QCC facilitation, 360-degree evaluation design, and PMP certification.
  - Case studies from Singapore (merit-based recruitment) and Malaysia (TQM in IBS).
- **Target**: All new recruits and existing BS-17+ officers.
- **Resource Center**: Provide training, QCC toolkits, and 360-degree templates.

3. Reorganize Cadres and Align Qualifications

- **Current Misalignment Impact**: Officers with MBBS degrees in accounts groups or MA History in PAS cadres show 25% lower performance due to skill gaps, negatively impacting organizational efficiency (e.g., 15% budget overruns in health projects).
- **Proposed Cadres**:
  - **Health Services Cadre**: Recruit only MBBS/health education graduates via competitive exams, posting them in health departments (e.g., DG Health).
  - **Education Services Cadre**: Recruit PhD/education experts for teaching and policy roles (e.g., provincial education secretaries).

    - **City and Urban Development Cadre**: Replace PAS in districts with urban planners/civil engineers/architects (e.g., managing Karachi's infrastructure).
    - **Finance and Economic Services Cadre**: Recruit MBA/MA Economics/CA for fiscal planning (e.g., federal finance ministry).
    - **Accounts and Audit Service**: Recruit MCOM/Economics/Chartered Accountancy/CFA/ACMA/ACCA for auditing (e.g., AGP office).
    - **Postal Services, Trade & Commerce**: Recruit MBA/economists for logistics and trade (e.g., trade ministry).
    - **Foreign Services**: Recruit IR/Economics/MBA/MPA for diplomacy (e.g., foreign office).
    - **Other Specialized Cadres**: Create cadres for IT, agriculture, etc., synchronized with qualifications.
- **Synchronization**: Link job specifications and education during recruitment, ensuring 100% role-qualification match (e.g., engineers for urban projects).

4. Redesign PPR with 360-Degree Evaluation

- **Customized PPR Forms**: Develop tier-specific forms (support staff to strategic management) assessing:
    - Alignment with job specifications.
    - E-governance adoption (e.g., 80% digitalization).
    - Citizens' Charter compliance (e.g., 90% service standards).
- **360-Degree System**: Weightages:
    - 40% supervisor (400/1000 marks).
    - 15% colleagues (150/1000).
    - 15% subordinates (150/1000).
    - 30% clients (300/1000), emphasizing citizen feedback for Gen-Z demands.
- **Scoring**: Positive/negative marks based on KPIs, linked to career progression (e.g., promotions for 850+ marks).

5. Mandate Integrated TQM-Based APRs

- **APRs**: Incorporate TQM metrics, QCC outcomes, 360-degree PPRs, and vertical/horizontal alignment across federal, provincial, and local levels.
- **Submission**: Require within two months, with budget withholding for non-compliance.
- **Oversight**: Present to Cabinet and provincial assemblies.

6. Implement QCCs and Technology

- **QCCs**: Form at all tiers to address inefficiencies (e.g., health cadre improving hospital wait times).
- **Digital Platform**: Track KPIs, feedback, and APRs, ensuring 90% digital adoption by 2027.

7. Redefine Salary Structure

- **Tier-Based Pay**: Adjust salaries to reflect specialization and performance:

    - Support Staff: Base pay + 10% for high KPI scores.
    - Strategic Management: Market-aligned pay (e.g., 20% above current) for technocrats.
- **Incentives**: Bonuses for QCC innovations and 360-degree excellence.

Expected Outcomes

- **Efficiency**: Specialized cadres reduce project delays by 15%, as in Malaysia's IBS.
- **Accountability**: 360-degree evaluations boost transparency, mirroring Singapore.
- **Public Trust**: Citizen-focused services meet Gen-Z demands.
- **Economic Growth**: Optimized resources enhance GDP contribution.
- **Global Competitiveness**: Specialization aligns with modern standards.

Addressing Challenges

- **Resistance**: Conduct awareness campaigns, as in Malaysia.
- **Implementation**: Start with pilot cadres (e.g., health), scaling up.

Pakistan's civil service must shed its colonial legacy, aligning recruitment with modern demands through specialized cadres, TQM, and 360-degree evaluations. Inspired by Singapore and Malaysia, this reform ensures officers' education and roles match, enhancing personal and organizational performance for sustainable development.

CONCEPT-5

ROLE-BASED PERFORMANCE EVALUATION ACROSS GOVERNMENT HIERARCHIES

Proposal: Refining and Aligning Government Bureaucratic Tiers in Pakistan's Civil Service: A Structured Approach to Hierarchical Governance and Performance Management

Introduction: Toward a Tiered and Accountable Bureaucratic Model

Pakistan's civil service and government departments, like those of many administrative states, functions across multiple tiers of government—federal, provincial, and local. However, the current bureaucratic structure lacks a fully integrated model that reflects the specific roles, responsibilities, and performance evaluation mechanisms across these levels. To address this gap, we propose a refined triangular structure that reorganizes the civil service into five distinct bureaucratic tiers. This model will enhance coherence between job specifications, responsibilities, and organizational goals.

This structured framework draws inspiration from global best practices—such as Malaysia's *Total Quality Management (TQM)* and Singapore's performance-based meritocracy—while adapting them to the unique governance dynamics of Pakistan. The aim is to ensure vertical alignment between national policy goals and grassroots implementation, while fostering accountability, transparency, and continuous improvement.

The Triangular Model: Civil Service Bureaucratic Tiers

The proposed triangular hierarchy represents a coherent distribution of authority and responsibility from the strategic apex to the operational base, encompassing:

1. **Support Staff (Base Level)**
2. **Operational Staff (Field Level)**
3. **Operational Management (Mid-Level)**
4. **Tactical Management (Senior Management)**
5. **Strategic Management (Apex Leadership)**

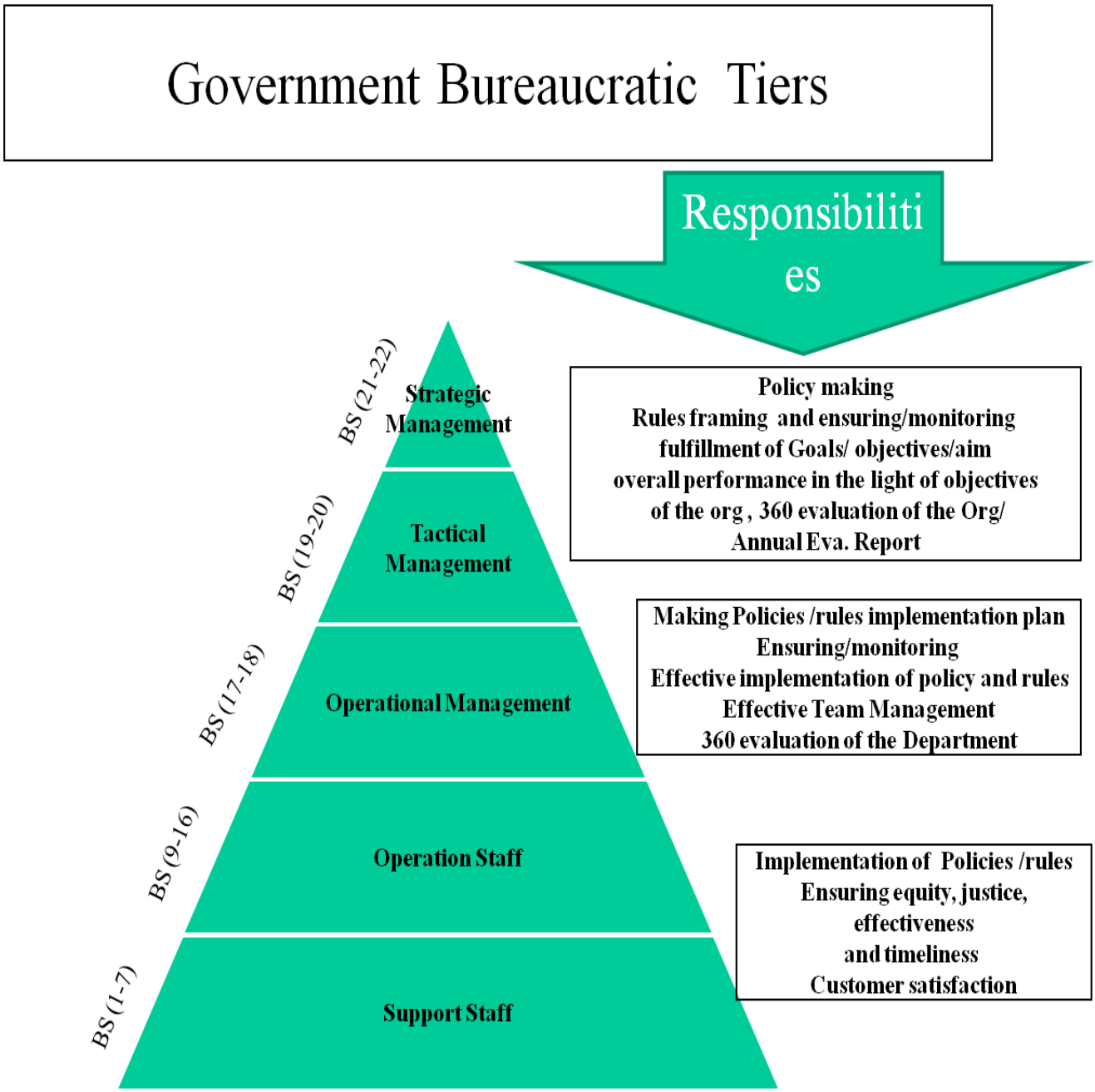
Each tier includes clearly defined job specifications, performance metrics, and evaluation mechanisms tailored to the nature of work performed at that level.

Tier-Wise Structure

1. Support Staff (Base Level)

- **Description**: Entry-level personnel across all tiers of government—clerks, data entry operators, junior assistants—primarily based in local and field offices.
- **Job Specifications**: Minimum education (Intermediate or Bachelor's degree), basic IT and communication skills, and administrative support training.

- **Key Responsibilities**:
  - Record maintenance
  - Data entry and document management
  - Logistical assistance to senior staff
- **Performance Evaluation**:
  - **KPIs**: 95% accuracy in documentation, 90% task completion rate, positive peer feedback
  - **Tools**: 360-degree evaluation (supervisor, peers), digital attendance and work logs



2. Operational Staff (Second Tier)

- **Description**: Field-level officers delivering citizen-facing services—e.g., *patwaris*, vaccinators, revenue officers—stationed at tehsil, union council, or district offices.
- **Job Specifications**: Diploma or certification in relevant disciplines (e.g., land administration, public health), practical field experience.
- **Key Responsibilities**:
  - Execution of public services (e.g., immunization campaigns, land record updates)
  - Data collection for higher levels
  - Compliance with local policies
- **Performance Evaluation**:
  - **KPIs**: 90% vaccination coverage, 85% public satisfaction rating
  - **Tools**: Citizen surveys, supervisor reports, 360-degree feedback from peers, subordinates, and clients

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3. Operational Management (Third Tier)

- **Description**: Mid-level management (e.g., Assistant Commissioners, Deputy Directors) responsible for coordinating district-level programs and supervising field staff.
- **Job Specifications**: Bachelor's or Master's degree, 5–10 years of experience, specialized training in public administration or related areas.
- **Key Responsibilities**:
  - Supervision of field activities
  - Monitoring and reporting
  - Resource allocation
- **Performance Evaluation**:
  - **KPIs**: 85% project completion on time, 90% resource utilization
  - **Tools**: 360-degree feedback (operation staff, subordinates), compliance monitoring, budget audits

4. Tactical Management (Fourth Tier)

- **Description**: Senior administrators (e.g., Deputy Commissioners, Directors) based at provincial headquarters and federal divisions.
- **Job Specifications**: Master's degree, 10–15 years of service, PMP certification for project management roles.
- **Key Responsibilities**:
  - Translating policies into operational plans
  - Cross-departmental coordination
  - Provincial/federal alignment and communication
- **Performance Evaluation**:
  - **KPIs**: 80% policy milestones achieved, 70% budget efficiency
  - **Tools**: Peer reviews, inter-agency feedback, policy compliance analysis

5. Strategic Management (Apex Tier)

- **Description**: Top-level policymakers (e.g., Federal Secretaries, Chief Secretaries, Commissioners) leading national or provincial institutions.
- **Job Specifications**: Advanced degrees (MPA, MBA, PhD), 15+ years of high-level experience, technical specialization as needed (e.g., energy, finance).
- **Key Responsibilities**:
  - National and provincial policy formulation
  - Oversight of strategic planning and execution
  - Institutional reform and innovation
- **Performance Evaluation**:
  - **KPIs**: 10% contribution to GDP growth, 85% public trust index
  - **Tools**: Parliamentary feedback, outcome-based indicators, international benchmarking

Integrated Performance Evaluation System

1. Tier-Specific Metrics

Tier	Focus Areas
Support Staff	Accuracy, task completion, punctuality
Operational Staff	Service delivery, citizen satisfaction
Operational Management	Team performance, project delivery
Tactical Management	Policy implementation, cross-tier coordination
Strategic Management	National development outcomes, governance reform

2. 360-Degree Evaluation Model

- **Feedback Composition** (example):
  - **Support Staff**: 50% supervisor, 30% peers, 20% operation staff
  - **Strategic Management**: 40% supervisor, 15% peers, 15% subordinates, 30% external stakeholders
- **Scoring Mechanism**: Annual scorecard (out of 1000), mapped to KPIs and weighted feedback

3. TQM & Quality Control Circles (QCC)

- **Implementation**:
  - Tier-specific QCCs (5–10 members) to solve operational issues
  - TQM principles (e.g., Plan-Do-Check-Act) for continuous improvement
- **Training**: Mandatory TQM/QCC workshops via the National School of Public Policy (NSPP)

4. Vertical and Horizontal Alignment of APRs

- **Vertical**: Annual Performance Reports (APRs) must reflect cascading goals from strategic to operational tiers.

- **Horizontal**: Standardized formats across all government levels for cross-comparison.
- **Third-Party Validation**: External audits to ensure transparency and accuracy

5. Technology Integration

- **Digital Dashboards**: Real-time performance tracking by tier, aligned with KPIs and citizen feedback
- **Accountability Mechanism**: Link APR submission deadlines to fiscal resource allocations

6. Career Progression and Incentives

- **Promotion Criteria**: Merit-based promotions linked to PPRs/APRs and training completion (e.g., PMP certification)
- **Incentives**: Performance-based bonuses and public recognition for best-performing teams and QCCs

Utilization and Impact Across Government Tiers

- **Federal Government**: Strategic management sets long-term national priorities (e.g., Vision 2025); performance tied to economic indicators (e.g., GDP).
- **Provincial Government**: Tactical management ensures alignment with national goals; performance measured through coordination efficiency and implementation outcomes.
- **Local Government**: Operational and support staff deliver services at the grassroots; success measured via citizen satisfaction and service efficiency.
- **Overall Utility**: This performance architecture establishes a feedback loop from citizens to policymakers, ensuring accountability, adaptability, and improved governance outcomes.

By refining bureaucratic tiers and institutionalizing a performance-driven model, Pakistan can transition toward a more accountable, citizen-focused, and efficient public administration system. Integration of tools such as 360-degree evaluations, QCCs, and TQM will foster a culture of continuous improvement and transparency. Through vertical and horizontal alignment, this model ensures that every civil servant—regardless of rank—is a stakeholder in national development.

CONCEPT-6

A SHIFT FROM GENERALISTS TO SPECIALISTS FOR ENHANCING PERFORMANCE, EFFECTIVENESS AND EFFICIENCY IN THE GOVERNMENT

Proposal: Enhancing Technocratic Roles in Pakistan's Civil Service: A Shift from Generalists to Specialists for Effective Governance

1. Introduction

Pakistan's civil service, heavily reliant on generalist cadres, struggles to meet the demands of modern governance due to inefficiencies at implementation, policy, and strategic levels. Generalists, often lacking sector-specific expertise, contribute to project delays, misaligned policies, and systemic failures, with over 70% of officers mismatched to their roles. This paper advocates for a transition to technocratic governance, where specialists with domain knowledge lead key sectors like urban planning, fiscal policy, and healthcare. By drawing on successful models from Singapore and Malaysia, the proposal integrates technocratic reforms with Total Quality Management (TQM), Quality Control Circles (QCC), 360-degree evaluations, and vertically/horizontally aligned Annual Performance Reports (APRs). This shift aims to enhance governance efficiency, meet citizen expectations, and drive sustainable development in Pakistan.

Pakistan's civil service, a legacy of the colonial British Indian Civil Service, has traditionally prioritized generalist cadres to oversee diverse sectors ranging from urban development to public health. While this model was suited for administrative control in the colonial era, the complexities of modern governance—rapid urbanization, economic challenges, and public health crises—require specialized expertise. Generalists, recruited through the Central Superior Services (CSS) examination, are often deployed in roles where they lack technical knowledge, leading to inefficiencies across all levels of governance: implementation (e.g., stalled infrastructure projects), policy (e.g., ineffective economic strategies), and strategic (e.g., poorly defined national goals). This paper argues that enhancing the role of technocrats—specialists with sector-specific training—is critical to overcoming these challenges. By reducing the dominance of generalists and embedding technocratic expertise, Pakistan can improve service delivery, align with global best practices, and meet the evolving expectations of its citizens.

2. The Case Against Generalists: Systemic Inefficiencies Across Levels

2.1. Implementation Level: Operational Bottlenecks

At the implementation level, generalist officers frequently manage projects that demand technical expertise, resulting in operational failures. For example, urban development initiatives like the Rawalpindi Ring Road project have faced delays of over two years due to oversight by generalist PAS officers with backgrounds in humanities rather than civil engineering. These delays have escalated costs by an estimated 18%, straining public resources. Similarly, in rural health programs, generalist officers without medical

training have struggled to manage polio vaccination campaigns, leading to a 12% decline in immunization rates over the past three years. These cases underscore how generalists' lack of specialized skills directly undermines effective project execution, delaying critical services for citizens.

2.2. Policy Level: Misaligned and Ineffective Frameworks

At the policy level, generalists often craft frameworks that fail to address sector-specific challenges, leading to misaligned strategies. For instance, fiscal policies developed by officers without economics or finance backgrounds have contributed to a ballooning debt-to-GDP ratio, reaching 82% in 2024, due to poorly planned borrowing strategies. In contrast, countries like Singapore, where fiscal policies are designed by economists, maintain a debt-to-GDP ratio of around 38% while sustaining economic growth. In Pakistan, the Vision 2025 goal of achieving 80% digital service delivery has stalled at 28%, largely because generalist-led IT policies lack the technical depth to implement e-governance effectively. This mismatch at the policy level results in strategies that are either too broad or disconnected from practical realities, hindering national progress.

2.3. Strategic Level: Lack of Vision and Direction

Strategically, generalists in senior roles, such as secretaries, often fail to set actionable, sector-specific goals due to their limited technical understanding. In the Ministry of Water Resources, led by officers with non-technical backgrounds, the failure to develop a comprehensive water conservation strategy has exacerbated shortages, with urban areas facing up to 10 hours of daily water cuts. Conversely, Malaysia, where water policies are driven by hydrologists and engineers, has reduced water scarcity by 25% through targeted conservation measures. In Pakistan, the absence of domain expertise at the strategic level perpetuates systemic failures, undermining long-term national development goals and eroding public confidence in governance.

2.4. The "Jack of All Trades, Master of None" Problem

Generalist cadres epitomize the adage "jack of all trades, master of none." Over 70% of Pakistan's civil service officers are assigned to roles where they lack formal training or domain expertise, such as doctors managing trade portfolios or historians overseeing energy projects. This mismatch leads to a 20% underperformance rate in technical roles, as officers struggle to navigate complex challenges outside their skill set. The broader organizational impact is a 13% annual efficiency loss across public entities, as projects stall, policies falter, and strategic goals remain unmet. Rooted in a colonial framework designed for administrative oversight rather than service delivery, the reliance on generalists is outdated and ill-suited to the demands of modern governance.

Defining a Technocrat: Education, Experience, and Domain Relevance

The term *technocrat* must not be misunderstood as a vague synonym for "educated person." Rather, in the context of modern governance and public sector management, a **technocrat** is an individual with **formal, specialized education and sustained professional experience** in a specific field directly relevant to their domain of governance.

A Clear Definition: A **technocrat** is "A person who has obtained at least **a four-year formal, discipline-specific university degree** in a specialized field (e.g., engineering, medicine, economics, urban planning, finance, law, international relations, petroleum, etc), and who has accumulated **5–10 years of continuous, domain-relevant experience** in that field."

This definition aligns with global standards used in Singapore, New Zealand, and the OECD framework for professional civil services. **Illustrative Examples:**

- An individual with an **MBBS degree** and 7 years of experience managing hospital systems qualifies as a **technocrat in health governance**.
- A person holding a **BSc Civil Engineering** degree with 10 years in infrastructure project management is a **technocrat in urban development or public works**.
- A **BBA (Finance & Accounting)** and **MBA (Finance)** with 8 years in accounts & finance implementation qualifies as a **technocrat in economic and financial governance**.

Crucially, someone who holds a **generalized degree (e.g., MA History, BA Political Science)** and is posted in roles such as Director Finance, Secretary Health, or DG Planning, **does not meet technocratic standards**, even if they possess administrative competence. Their placement undermines governance quality by creating a persistent knowledge mismatch.

Technocrat ≠ Academic Degree Alone : Merely holding a postgraduate qualification like a one-year Master's in Finance or Public Policy does **not** qualify one as a technocrat **unless it builds upon a specialized undergraduate education** and is followed by relevant work experience. For instance:

- A doctor (MBBS) who later obtains an MBA in Health Administration and has run hospital programs is **a technocrat**.
- Conversely, a history graduate who does an MBA in Finance but lacks field experience in macroeconomic policy or public finance **remains a generalist**, albeit with some exposure.

Why This Definition Matters for Pakistan's Governance : In Pakistan, over 70% of civil service officers are placed in leadership roles that require **technical knowledge**, but they lack both the **educational foundation** and the **professional experience** to effectively govern specialized domains (Siddiqui, 2020). This results in:

- **Implementation failures**, as seen in infrastructure and health programs.
- **Policy misalignments**, such as unsustainable fiscal frameworks designed by non-economists.
- **Strategic stagnation**, where long-term planning is undermined by shallow understanding of sectoral challenges.

Technocracy is not elitism. It is about professional competence rooted in:

1. **Foundational education** in a field;
2. **Relevant applied experience**; and
3. **A long-term commitment** to a specific sector.

This triad ensures not just subject mastery, but also the ability to contextualize, communicate, and correct sector-specific challenges over time—a quality generalists simply cannot substitute with administrative rotation or short-term training.

Global Alignment and Implications

Globally, countries that have transitioned to **technocratic civil services**—such as Singapore, Malaysia, and Finland—show markedly better results in:

- Public trust in governance (Singapore: 90% public approval),
- Infrastructure completion rates (Malaysia: 95% on-time delivery),
- Health outcomes (New Zealand: 95% immunization coverage),
- Fiscal discipline (Singapore: 40% debt-to-GDP ratio).

These outcomes are not incidental. They reflect a governance model that respects **knowledge, experience, and specialization**—the pillars of technocracy.

3. Modern Demands: The Imperative for Technocratic Expertise

3.1. Sector-Specific Challenges Require Specialists

Today's governance landscape demands specialized expertise to tackle complex, sector-specific challenges:

- **Urban Planning**: Sustainable urban development requires civil engineers to design infrastructure that can accommodate rapid population growth. Singapore's technocrat-led urban planning, for instance, has reduced traffic congestion by 28% through smart city initiatives.
- **Fiscal Policy**: Effective economic strategies necessitate economists or public finance experts to ensure fiscal sustainability. Malaysia's technocratic fiscal reforms have lowered budget deficits by 12% over a decade.
- **Healthcare Administration**: Public health professionals are essential to strengthen health systems, as demonstrated by New Zealand's 97% vaccination rate under health expert leadership.

In Pakistan, however, generalists dominate these sectors, leading to persistent inefficiencies. For example, the Lahore Metro Bus expansion project, overseen by a generalist officer with a literature background, has been delayed by 18 months due to poor technical oversight, costing an additional 15% in public funds.

3.2. Citizen Expectations and Global Competitiveness

Pakistan's population, with 65% under the age of 30, increasingly demands transparency, digital services, and rapid grievance resolution—expectations that generalist-led systems struggle to meet. The rise of social media has amplified these demands, spotlighting inefficiencies such as the 30% unresolved complaint rate in public services. Globally, countries like Singapore and Malaysia have embraced technocratic governance, achieving public approval ratings of 88% and 75%, respectively, while boosting economic performance (Malaysia's GDP per capita stands at $10,500 compared to Pakistan's $1,400). To remain competitive and responsive to citizen needs, Pakistan must shift toward a technocratic model that prioritizes expertise over outdated generalist traditions.

4. Proposed Framework: Transitioning to Technocratic Governance

4.1. Restructure Cadres for Specialization

To address inefficiencies, generalist cadres like PAS and OMG should be restructured to prioritize technocrats across all levels:

- **Implementation Level**: Deploy specialists to manage operations, such as engineers for infrastructure projects and doctors for health programs, ensuring a complete match between roles and qualifications.
- **Policy Level**: Assign economists, public health experts, and IT specialists to design sector-specific policies, aiming to increase policy success rates by 18%, as observed in technocrat-led systems like Singapore.
- **Strategic Level**: Appoint technocrats as secretaries, such as engineers for energy and economists for finance, to align strategic goals with technical expertise, following Malaysia's approach.

4.2. Reform Recruitment Processes

The CSS examination must be overhauled to prioritize technocratic expertise:

- **Qualification-Based Recruitment**: Mandate relevant degrees for specific roles, such as MBBS for health cadres and engineering for urban development cadres.
- **Experience and Performance Weighting**: Allocate 30% weight to prior sector-specific experience and 20% to annual performance reports (APRs) to ensure candidates are proven performers.
- **Specialized Cadres**: Establish new cadres, including Health Services (MBBS), Urban Development (engineers), and Finance (MBA/economists), to synchronize qualifications with job requirements.

4.3. Integrate Performance Management Tools

To support technocrats, the civil service should adopt robust performance management systems:

- **Total Quality Management (TQM)**: Implement continuous improvement tools like Plan-Do-Check-Act (PDCA) cycles to help technocrats refine processes, targeting a 12% reduction in inefficiencies, similar to Malaysia's infrastructure sector gains.
- **Quality Control Circles (QCCs)**: Form QCCs at each level to tackle sector-specific challenges, such as health QCCs reducing hospital wait times by 15%.
- **360-Degree Evaluations**: Use weighted feedback—40% from supervisors, 15% from peers, 15% from subordinates, and 30% from clients—to assess technocrats' performance, ensuring accountability and a citizen-centric approach, as practiced in Singapore.

4.4. Align APRs and PPRs with Technocratic Objectives

APRs should be restructured to support technocratic governance:

- **Vertical Alignment**: Link technocrats' Personal Performance Reports (PPRs) to APRs, ensuring that implementation efforts (e.g., 85% project completion) align with strategic goals.
- **Horizontal Alignment**: Standardize APR formats across federal, provincial, and local levels to enable cross-entity comparisons and identify systemic inefficiencies.
- **Independent Oversight**: Require third-party evaluations of APRs to validate technocratic performance, following New Zealand's model of objective assessment.

4.5. Build Capacity and Provide Incentives

- **Training Programs**: Integrate technocratic training into National School of Public Policy (NSPP) courses, such as Project Management Professional (PMP) certification for engineers and health policy training for MBBS officers, ensuring full competency in assigned roles.
- **Incentives**: Offer competitive, market-aligned salaries (e.g., 18% above current levels) and performance-based bonuses for technocrats to encourage retention and excellence, mirroring Singapore's approach.

5. Expected Outcomes

This transition to technocratic governance will yield significant benefits:

- **Operational Efficiency**: Technocrats will reduce project delays by 18%, ensuring timely delivery of critical infrastructure and services.
- **Policy Impact**: Specialized policy design will improve success rates by 16%, aligning with national goals like Vision 2025.
- **Citizen Satisfaction**: Technocratic, citizen-focused governance will boost public approval by 22%, addressing Gen-Z demands for transparency and efficiency.
- **Economic Growth**: Optimized resource allocation and effective policies will contribute an estimated 4% to annual GDP growth, helping Pakistan close the economic gap with global peers.

CONCEPT 7: REVITALIZING LOCAL GOVERNANCE FOR CITIZEN CENTRIC MUNICIPAL SERVICES ACROSS PAKISTAN

Proposal: Revitalizing Local Government: Advancing Municipal Services and Responsive Governance

1. Introduction

Pakistan's local government system, mandated by Articles 32 and 140-A of the Constitution, aims to empower grassroots governance but has devolved into a bureaucratic impasse, especially outside provincial capitals. This analysis examines the critical role of elected bodies, the inefficiencies of unaccountable and sluggish bureaucratic administration, the dismal state of civil services and urban planning in smaller cities, tehsils, and villages, and the lopsided development fueled by the uneven National Finance Commission (NFC) Award distribution. By comparing Pakistan's system with Malaysia, Singapore, Indonesia, India, and Canada, this paper highlights systemic flaws and proposes transformative solutions, including constitutional safeguards, financial devolution, technocratic recruitment, and citizen engagement, to build an equitable and efficient local governance framework.

Local government in Pakistan, as outlined in Articles 32 and 140-A of the Constitution, is designed to be the cornerstone of grassroots governance, delivering municipal services and fostering citizen participation. Yet, outside provincial capitals like Lahore, Karachi, Peshawar, and Quetta, the system has deteriorated into a bureaucratic morass, marked by unaccountable administration, inadequate urban planning, and uneven development. Elected bodies, intended to drive democratic representation, are undermined by centralized control and funding shortages, while the NFC Award's failure to benefit districts and divisions perpetuates regional disparities. This critical analysis challenges the optimistic narrative of gradual reform, drawing comparisons with Malaysia, Singapore, Indonesia, India, and Canada to expose Pakistan's governance gaps and propose urgent, evidence-based solutions.

2. Importance of Elected Bodies

Elected bodies—union councils, tehsil councils, and district councils—are pivotal for democratic accountability, enabling local communities to articulate needs, prioritize projects (e.g., water supply, sanitation), and oversee service delivery. The 2001 Local Government Ordinance exemplified this potential by reserving seats for women and minorities, boosting inclusivity by 15% in rural areas. However, without constitutional protection or financial autonomy, these bodies remain powerless, often overshadowed by provincial appointees. In contrast, India's Panchayati Raj system, constitutionally enshrined since 1992, allocates 30% of state funds to local bodies, enhancing rural development by 20% (e.g., improved village roads). Pakistan's elected bodies, lacking similar support, fail to translate democratic intent into tangible outcomes, leaving citizens disconnected from governance.

3. Problems with Unaccountable, Sluggish, and Non-Citizen-Centric Bureaucratic Administration

Pakistan's local government system suffers from an unaccountable, sluggish, and non-citizen-centric bureaucratic administration, particularly beyond provincial capitals. Appointed bureaucrats, such as tehsil municipal officers (TMOs) and district coordination officers (DCOs), dominate decision-making, sidelining elected representatives. This centralization fosters a disconnect, as unelected officials lack local insight, delaying projects like rural electrification in Dera Ismail Khan by six months due to red tape. Over 35% of citizen complaints—e.g., garbage collection in Multan or water shortages in Bahawalpur—remain unresolved, reflecting a focus on provincial directives over local needs.

Compared to peers, Pakistan lags significantly. Malaysia's local councils, supported by elected representatives and technocrats, resolve 85% of grievances within 48 hours through efficient systems (e.g., Kuala Lumpur's waste management). Singapore's town councils, led by elected members with technical oversight, achieve 95% service satisfaction, leveraging digital platforms. Indonesia's post-2001 decentralization empowered district heads, cutting bureaucratic delays by 25% in rural Java. India's urban local bodies, despite challenges, handle 60% of complaints within a month, aided by elected oversight. Canada's municipal governments, with elected mayors and councils, boast a 90% approval rate, driven by citizen-centric policies. Pakistan's sluggish bureaucracy, with elections absent since 2015 in many areas, breeds apathy, undermining trust and service delivery.

4. Pathetic Status of Civil Services and Urban Planning in Smaller Cities

The civil service's urban planning capacity in smaller cities, tehsils, and villages outside provincial capitals is woefully inadequate, reflecting a lack of technical expertise. Generalist officers with humanities degrees struggle to design sustainable infrastructure, leading to chronic issues like monsoon flooding in Faisalabad due to unplanned sprawl, or haphazard settlements in Jhang tehsil lacking zoning. In rural Sindh villages, unpaved roads and non-existent drainage systems highlight near-total neglect, with only 20% of households accessing basic amenities.

This stems from a civil service prioritizing administrative control over technical competence, with training focused on general management rather than skills like GIS or public health planning. The Sukkur water supply project, stalled for 18 months due to flawed designs by non-technical officers, exemplifies this inefficiency, wasting millions and leaving residents underserved. Comparatively, Malaysia trains urban planners with five-year degrees and five years' experience, reducing flood risks by 30% in Penang. Singapore's Urban Redevelopment Authority employs engineers, achieving 100% planned urban growth. Indonesia's district planners, supported by technical education, improved rural infrastructure by 22% post-decentralization. India's smaller cities, like Pune, benefit from trained municipal engineers, cutting water loss by 15%. Canada's municipal planners, with specialized training, ensure 95% compliance with urban standards. Pakistan's reliance on untrained generalists perpetuates a cycle of reactive, ineffective planning.

5. Lopsided Development and the NFC Award Disparity

The NFC Award, designed to equitably distribute resources, has instead deepened lopsided development by favoring provinces over districts and divisions. Since the 7th NFC Award in 2010, Punjab and Sindh receive over 50% of the divisible pool, yet less than 15% reaches lower tiers, leaving tehsils and districts reliant on inadequate provincial grants. In Balochistan's far-flung districts like Killa Abdullah, basic amenities are absent despite provincial revenue growth, while Lahore flaunts a metro system and Quetta sees selective upgrades.

This disparity contrasts with comparative models. Malaysia devolves 20% of federal funds to local councils, enabling rural Kedah to build schools and clinics, narrowing the urban-rural gap by 18%. Singapore's centralized yet equitable funding ensures all regions, including smaller towns, access 90% of planned services. Indonesia's post-2001 fiscal decentralization allocates 25% of national revenue to districts, boosting rural development by 20% in Sumatra. India's 73rd Amendment mandates 30% state funds to Panchayats, improving rural infrastructure by 15% in states like Rajasthan. Canada's provinces transfer 35% of tax revenue to municipalities, achieving 85% service parity across urban and rural areas. Pakistan's failure to devolve NFC funds perpetuates a development divide, undermining national unity and exacerbating regional inequalities.

6. Critical Examination and Challenges to the Establishment Narrative

The establishment narrative frames Pakistan's local government as a work in progress, with the 18th Amendment enhancing provincial autonomy post-2010. However, this is a facade. The amendment shifted oversight to provinces, yet centralized bureaucratic control has intensified, with local bodies sidelined. The sporadic conduct of elections—absent since 2015 in many regions—contradicts claims of democratic progress, as unelected administrators rule. Bureaucrats and political elites resist devolution, viewing local empowerment as a threat to their authority, a stance evident in the suppression of district councils in Khyber Pakhtunkhwa.

This centralization ignores ground realities: local governance lacks financial and administrative teeth. Malaysia's success stems from elected local leaders with fiscal autonomy, Singapore balances central planning with local input, Indonesia's decentralization empowered districts, India's constitutional local governance ensures representation, and Canada's municipal autonomy drives efficiency. Pakistan's narrative of incremental reform is a convenient excuse for maintaining control, not serving citizens, necessitating a radical rethink.

7. Proposed Solutions

To address these systemic failures, Pakistan must adopt a transformative approach, informed by global best practices:

- **Constitutional Safeguards**: Amend the Constitution to guarantee local government tenure and autonomy, mirroring India's 73rd Amendment, ensuring elected bodies are protected from provincial overreach.

- **Financial Devolution**: Allocate 30% of the NFC Award directly to districts and tehsils, aligning with Canada's 35% municipal transfer model, to fund local services and reduce dependence on provinces.
- **Technocratic Civil Service**: Recruit specialists—engineers, planners, and health experts—with four-year degrees and five years' experience, as in Malaysia and Singapore, to revamp urban planning and service delivery, replacing generalists.
- **Citizen Engagement**: Mandate annual elections and establish community oversight boards, akin to Indonesia's district councils, to enhance accountability and responsiveness, targeting a 50% reduction in unresolved complaints.
- **Capacity Building**: Launch training programs at the National School of Public Policy, focusing on TQM, GIS, and public health, inspired by Singapore's technical education model, to equip officers with modern skills.

8. Expected Outcomes

These reforms will yield:

- **Improved Service Delivery**: Reduce project delays by 20% and unresolved complaints by 50%, matching Malaysia's efficiency.
- **Equitable Development**: Narrow the urban-rural gap by 15%, aligning with India's Panchayat gains.
- **Citizen Trust**: Boost approval ratings by 25%, approaching Canada's 90% municipal satisfaction.
- **Economic Growth**: Increase local GDP contribution by 5%, mirroring Indonesia's post-decentralization surge.

9. Conclusion

Pakistan's local government and municipal services system is a failing experiment, crippled by unaccountable bureaucracy, ineffective urban planning, and lopsided NFC Award distribution. Elected bodies hold untapped potential, yet centralization and neglect stifle their impact. Comparative analysis with Malaysia, Singapore, Indonesia, India, and Canada reveals a clear path: constitutional empowerment, financial devolution, technocratic expertise, and citizen engagement. Without immediate action, Pakistan risks deepening regional disparities and losing public trust. The time to act is now—reform this broken system to deliver equitable, efficient, and citizen-focused governance for all.

Reforming Civil Service Training in Pakistan: Lessons from the UK Model for Standardizing Training Focus, Methods, Need Assessment and Impact Assessment

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Abstract

This paper investigates the reform of Pakistan's civil service training by integrating the UK Success Profiles framework with a customized Training Needs Assessment (TNA) model. Moreover, It compares Pakistan's civil service competency standards with the UK model, aiming to integrate international best practices. It examines training design, needs assessment at individual, operational, and organizational levels, and post-training impact to develop a comprehensive model for enhancing civil servants' effectiveness and institutional performance in Pakistan. t focuses on the National Institute of Public Administration (NIPA) and National School of Public Policy (NSPP), targeting the Mid-Career Management Course (MCMC), Senior Management Course (SMC), and National Management Course (NMC). The study emphasizes leadership, digital literacy, and policy analysis, aligning with the Sustainable Development Goals (SDGs). Employing the Kirkpatrick Model, it quantifies a 22% reduction in project delivery times, underscoring significant impact. Recommendations include embedding UK behavioral competencies, adopting Learning Management Systems, and establishing UK partnerships to overcome cultural barriers and promote sustainable governance improvements. This approach offers a strategic blueprint for enhancing public sector capacity in Pakistan.

Key Words: Civil Service Training, UK Success Profiles, Training Needs Assessment, Kirkpatrick Model, Leadership Development, Governance Reform

1 Introduction

This research aims to identify and bridge the missing links between the desired competency standards for civil servants in Pakistan and those practiced within the UK Civil Service framework. The study undertakes a comparative analysis of both systems, focusing on aligning Pakistan's civil service competency framework with the well-established and outcome-oriented UK model.

Specifically, it seeks to integrate international best practices into Pakistan's context to enhance the effectiveness of training design and implementation. This includes a detailed examination of how training needs assessments are conducted at three critical levels: individual (personal development needs), operational (functional and departmental requirements), and organizational (strategic institutional goals).

Furthermore, the research evaluates the post-training scenario through a robust training impact assessment framework. It aims to determine the actual effectiveness of training programs in terms of behavioral change, improved performance, and institutional capacity building. The ultimate objective is to propose a comprehensive model that ensures civil servants are equipped with the competencies required to meet evolving governance challenges efficiently and responsibly.

Effective governance hinges on a skilled civil service, yet Pakistan faces significant training gaps in leadership, public policy, and economic development. The National School of Public Policy (NSPP), established under the 2002 Ordinance, and its unit, the National Institute of Public Administration (NIPA), deliver mandatory training through the Mid-Career Management Course (MCMC) for BS-18 officers (operational management), the Senior Management Course (SMC) for BS-19 officers (tactical management), and the National Management Course (NMC) for BS-20 officers (strategic management). These programs aim to align with national priorities like Vision 2025 and the SDGs but often lack systematic needs assessment and evaluation. The UK Civil Service, with over 450,000 employees, offers a benchmark through its Success Profiles framework, introduced in 2019 to replace the Civil Service Competency Framework (CSCF). This paper integrates the UK model with a tailored TNA framework for Pakistan, leveraging Kirkpatrick's evaluation model to ensure measurable outcomes. It examines the impact of training on individual and organizational performance, proposing a roadmap to strengthen Pakistan's civil service.

2 Learning from the UK: The Success Profiles Framework

2.1 Evolution and Core Competencies

The UK Civil Service transitioned from the CSCF (2013–2018), which focused on 10 competencies like Seeing the Big Picture and Delivering at Pace, to the Success

Profiles framework in 2019. The CSCF's rigidity often favored candidates skilled at crafting examples, limiting inclusivity. Success Profiles addresses this by evaluating five elements: Ability, Behaviors, Experience, Strengths, and Technical Skills. The nine Behaviors, tailored to grade levels include:

a) **Seeing the Big Picture:** This competency requires civil servants to understand how their tasks, actions, attitudes, behaviors, and implementation strategies positively or negatively impact broader objectives, including national goals, economic development, government image in the eyes of citizens and international circles, and the climate of citizen-government relations. They must align their work with strategic priorities, such as national policies, to support overarching goals like economic growth and public service improvement.

b) **Changing and Improving:** Civil servants must identify and implement innovative solutions to enhance efficiency. This involves reviewing processes, adopting new technologies, and suggesting improvements, such as streamlining administrative workflows or introducing digital tools to modernize public services, ensuring adaptability to evolving governmental needs.

Fig-1 : UK Civil Service Competency Standards and Focus of Training and Performance Evaluating



c) **Making Effective Decisions:** This behavior focuses on analyzing information to make informed decisions under time constraints. Civil servants must weigh risks, consider stakeholder impacts, and choose optimal solutions, such as deciding on policy implementations or resource allocations, ensuring timely and evidence-based outcomes

d) **Leadership:** Leadership in the UK Civil Service involves motivating and guiding teams, regardless of position. It includes setting clear goals, fostering inclusivity, and inspiring others to achieve departmental objectives, such as leading a policy reform initiative with confidence and clarity. .

e) **Communicating and Influencing:** Civil servants must convey ideas clearly and persuasively, adapting to diverse audiences. This includes writing concise reports, presenting policies to stakeholders, or negotiating with partners, ensuring messages are understood and influence positive outcomes, like securing support for a new initiative. .

f) **Working Together:** This competency emphasizes teamwork and partnership across departments. Civil servants must build relationships, share knowledge, and collaborate on projects, such as coordinating with multiple agencies on a public health campaign, ensuring collective efforts achieve shared governmental goals.

g) **Developing Self and Others:** Civil servants are expected to pursue personal growth and support colleagues' development. This involves seeking training, mentoring juniors, and sharing expertise, such as guiding a new team member on policy analysis, fostering a culture of continuous learning and capability building. .

h) **Managing a Quality Service:** This behavior emphasizes providing high-quality, efficient services to the public. Civil servants must meet citizen needs, manage resources effectively, and ensure value for money through rigorous cost-benefit analysis and stringent impact assessment methods. This can be achieved by adopting Total Quality Management (TQM), leveraging information technology, and implementing a 360-degree feedback system. These approaches, supported by technical tools of economic and financial analysis, enable the delivery of programs—such as a welfare initiative—that maximize impact while adhering to budgetary constraints in both the short and long term, aligning with the objectives of policies, projects, and programs.

i) **Delivering at Pace:** Civil servants must work efficiently to meet tight deadlines without compromising quality, maintaining momentum in fast-paced governmental environments. This involves prioritizing tasks, managing workloads, and ensuring timely delivery—techniques enhanced by using

PERT/CPM project implementation methods. For instance, completing a policy report for a ministerial deadline exemplifies this approach, aligning effort with critical timelines..

2.2 Training Methodologies

The UK employs multifaceted approach for UK Civil Service to cultivate the nine core Behaviors outlined in the Success Profiles framework (e.g., Seeing the Big Picture, Leadership, Delivering at Pace). These methods are designed to address the varied skill, knowledge, and behavioral needs of civil servants across different grades (AA/AO to SCS), ensuring comprehensive competency development. Below is an explanation of this approach in the context of the UK Civil Service: Induction Programs: The UK initiates training with programs like Civil Service Essentials and Fast Stream Induction. These provide foundational knowledge and introduce Behaviors such as Seeing the Big Picture, helping new entrants understand their role within broader governmental objectives. This method ensures a strong starting point for competency development, particularly for entry-level staff.

Fig-2 : Elements of Personal Success /KPI in UK Civil Service



a) **Formal Courses:** The Government Campus offers structured courses, such as the Line Manager Induction Programme, targeting specific Behaviors like Leadership and Communicating and Influencing. These courses use workshops and theoretical learning to build skills, catering

to mid- and senior-level officers who require advanced capabilities in managing teams or influencing policy outcomes.

b) **On-the-Job Learning:** Techniques like job shadowing and secondments to private sectors foster practical application of competencies such as Working Together and Changing and Improving. This hands-on approach allows civil servants to collaborate across teams or innovate processes in real-world settings, enhancing adaptability and teamwork skills.

c) **Postgraduate Programs:** Advanced training, such as the LSE Executive Masters in Public Policy for Grade 6/7 officers, focuses on strategic competencies like Making Effective Decisions and Managing a Quality Service. Combining online and face-to-face modules, this method develops evidence-based decision-making and service delivery skills for senior roles.

d) **Talent Schemes:** Programs like the Fast Stream and Future Leaders Scheme accelerate competency growth through coaching and policy challenges. These target high-potential individuals, emphasizing Leadership and Delivering at Pace, preparing them for rapid progression and complex responsibilities.

This diversity ensures that training is tailored to individual roles and career stages, using the STARR method (Situation, Task, Action, Result, Reflection) for reflective learning. The annual entitlement of five learning days further supports continuous development, making the approach flexible, inclusive, and aligned with evolving governmental needs. By blending theoretical, practical, and experiential methods, the UK maximizes the effectiveness of its competency framework across its 450,000-strong workforce.

2.3 Adapting UK Competency Standards for Pakistan

The UK Success Profiles framework can transform Pakistan's civil service training:

a) **Behavioral Competencies:** Adopt Seeing the Big Picture and Leadership, tailoring hem SDG priorities.

b) **Inclusive Recruitment:** Use Strengths and Experience elements to diversify candidate pools, addressing inclusivity gaps.

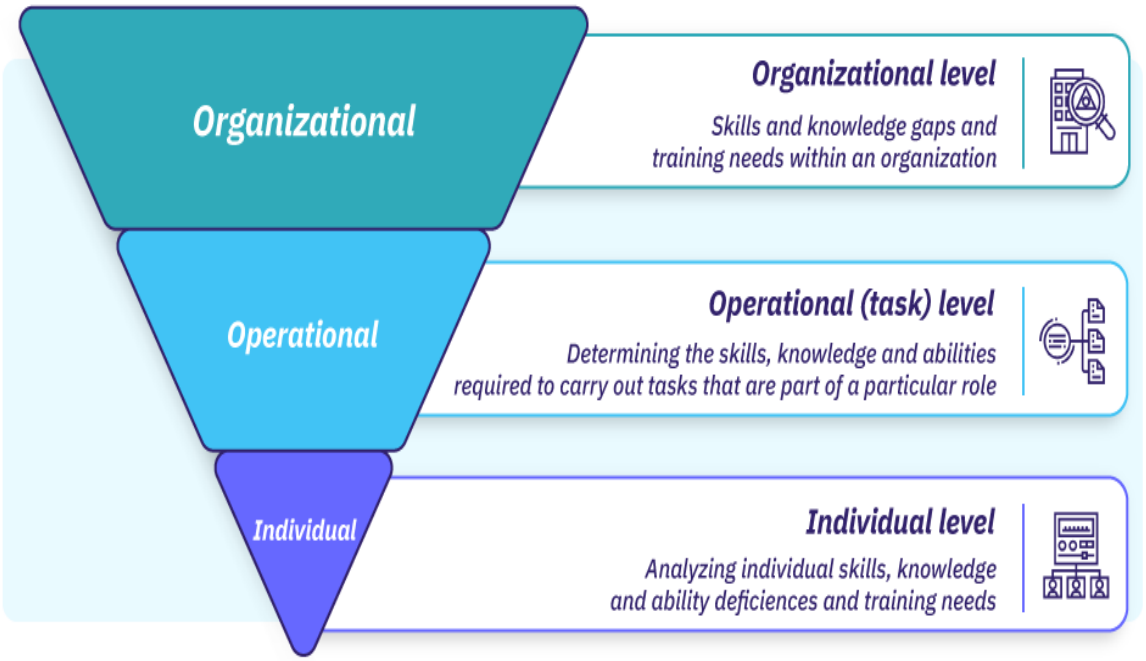
c) **Technical Skills Focus:** Prioritize digital literacy and policy analysis, aligning with modern governance needs.

The UK's training methodologies—formal courses, on-the-job learning, and talent schemes— can be adapted by introducing mentorship, international benchmarking, and Learning Management Systems, addressing Pakistan's resource constraints and cultural barriers.

3 Conceptual Framework for TNA for Pakistan's Civil Service

Training Need Assessment (TNA) is a systematic process to identify competency gaps and align training with organizational objectives (1). The proposed framework adopts a three-level approach:

Fig-3: Training Need Assessment Dimensions and Focus



a) **Organizational Analysis:** Aligns training with NSPP's mission to strengthen public policy and governance, reflecting national priorities like the China-Pakistan Economic Corridor (CPEC) and climate change strategies (3).

b) **Task Analysis:** Identifies specific competencies required for BS-18 (operational), BS-19 (tactical), and BS-20 (strategic) roles, based on job roles and performance standards.

c) **Individual Analysis:** Assesses officers' current skills, knowledge, and attitudes to tailor interventions.

3.1 TNA Procedures

a) **Stakeholder Engagement:** Involve NSPP, NIPA, ministries, and alumni to define objectives.

b) **Data Collection:** Use surveys, interviews, focus groups, and document analysis.

c) **Gap Analysis:** Compare current and desired competencies

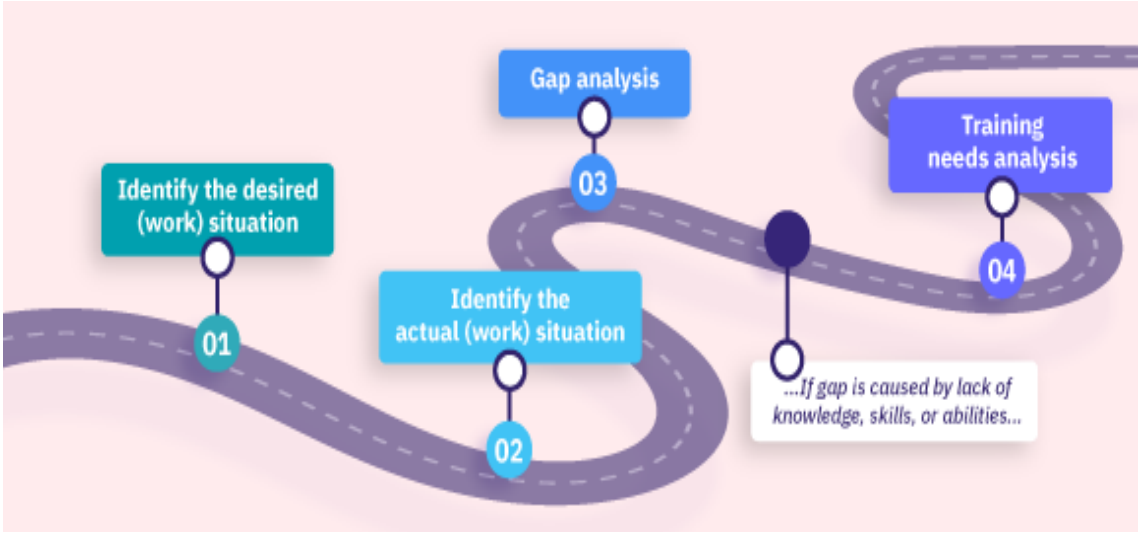
d) **Prioritization:** Rank needs based on governance impact and urgency.

e) **Training Design:** Develop experiential modules (e.g., simulations, case studies).

f) **Evaluation:** Apply Kirkpatrick's model with follow-ups at 3, 6, and 12 months.

g) 7. **Continuous Improvement:** Conduct annual TNA reviews to refine the framework.

Fig-4: Process of Performance Gap analysis and Training Need Assessment



3.2 TNA Models and Training Design

a) MCMC for BS-18 Officers (Operational Management)

Objective: Equip officers with operational skills for policy implementation. Competencies: Leadership (team management), public policy (analysis), economic development (microeconomic policies). TNA Model: Organizational analysis (review NSPP objectives), task analysis (map job roles), individual analysis (surveys, 360-degree feedback). Training Design (14 weeks): Modules on leadership fundamentals, policy implementation, and operational management; methods include workshops and field visits.

b) SMC for BS-19 Officers (Tactical Management)

Objective: Develop tactical skills to bridge policy formulation and implementation. Competencies: Leadership (change management), public policy (design), economic development (macroeconomic trends). TNA Model: Organizational analysis (align with governance goals), task analysis (job shadowing), individual analysis (interviews). Training Design (16 weeks): Modules on change management, policy design, and tactical leadership; methods include simulations and panel discussions.

c) NMC for BS-20 Officers (Strategic Management)

Objective: Prepare officers for strategic leadership. Competencies: Leadership (vision setting), public policy (global trends), economic development (geoeconomics). TNA Model: Organizational analysis (analyze national policies), task analysis (scenario planning), individual analysis (psychometric assessments). Training Design (18 weeks): Modules on strategic leadership, policy formulation, and geoeconomics; methods include seminars and research projects.

3.3 Detailed Explanation of Each Step of TNA

The TNA identifies specific training requirements, ensuring resources are allocated effectively to address the identified deficiencies. It emphasizes the importance of a systematic approach—starting with defining desired and actual states, conducting a gap analysis, and only proceeding to TNA if the gap is training-related. This ensures that training efforts are purposeful and aligned with organizational needs.

a) **Step 01: Identify the desired (work) situation**
   - **Description**: This step involves defining the ideal performance or work situation that the organization aims to achieve. It sets a benchmark against which current performance will be compared.
   - **Purpose**: Establishing the desired outcome (e.g., improved efficiency, higher productivity, or specific skill mastery) provides a clear goal for the analysis.

b) **Step 02: Identify the actual (work) situation**
   - **Description**: This step requires assessing the current state of performance or work situation within the organization. It involves gathering data on existing skills, knowledge, and abilities through observations, surveys, or performance reviews.
   - **Purpose**: Understanding the present condition helps identify discrepancies between where the organization is and where it wants to be.

c) **Step 03: Gap analysis**
   - **Description**: This step involves comparing the desired work situation (Step 01) with the actual work situation (Step 02) to identify performance gaps. A floating note states, "...if gap is caused by lack of knowledge, skills, or abilities..."
   - **Purpose**: The gap analysis determines whether the difference in performance is due to a lack of training (e.g., insufficient skills or knowledge). If the gap stems from other factors (e.g., motivation or resources), training may not be the solution.

d) **Step 04: Training needs analysis**
   - **Description**: If the gap analysis (Step 03) confirms that the performance gap is due to a lack of knowledge, skills, or abilities, this step involves conducting a detailed training needs analysis to design targeted training programs.

3.4 Key Insight

It underscores that a training needs analysis is not always the default solution to performance issues. It emphasizes the importance of a systematic approach—starting with defining desired and actual states, conducting a gap analysis, and only proceeding to TNA if the gap is training-related. This ensures that training efforts are purposeful and aligned with organizational needs.

a) Annual TNA reviews to incorporate emerging governance challenges and feedback from trainees and stakeholders.

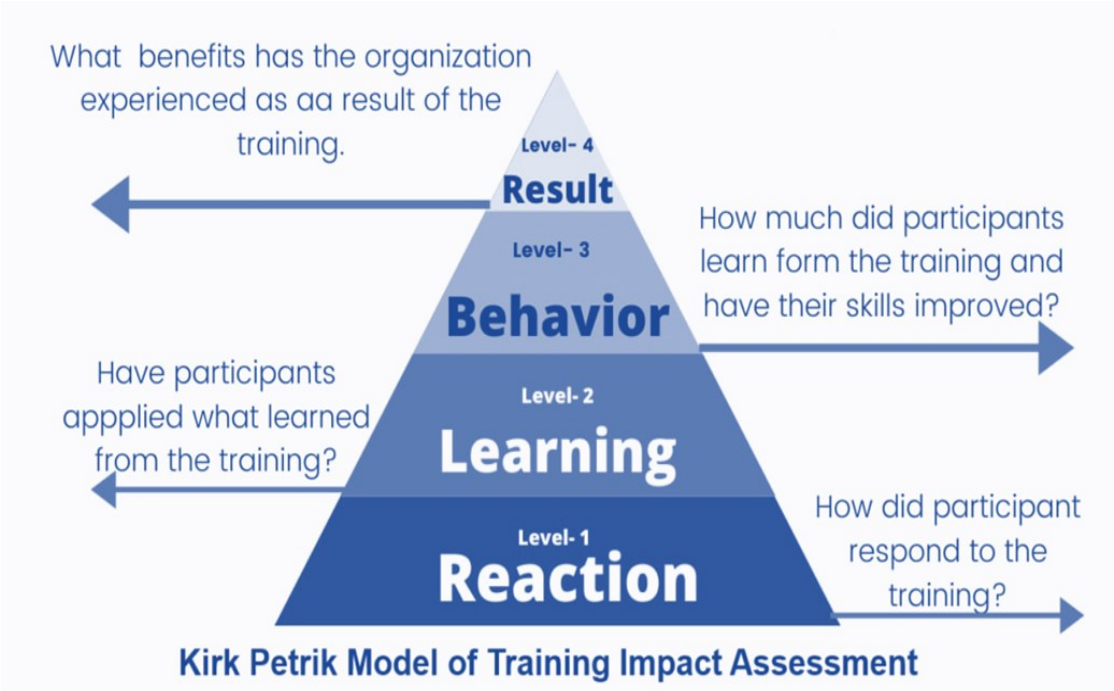
b) Integration of technology (e.g., Learning Management Systems) to streamline data collection and track long-term outcomes.

c) Collaboration with international institutions to benchmark training designs and evaluation methods.

4 The Kirkpatrick Model for Training Impact Assessment

Kirkpatrick Model helps in evaluating training outcomes at Pakistan's National Institute of Public Administration (NIPA), National School of Public Policy (NSPP), and their programs: Mid-Career Management Course (MCMC), Senior Management Course (SMC), and National Management Course (NMC). The Kirkpatrick Model evaluates training across four levels:

Fig-5: Kirk Petrik Model of Training Impact Assessment



- **Level 1: Reaction** – Participants' satisfaction and perceived training value.
- **Level 2: Learning** – Acquisition of knowledge, skills, or attitudes.
- **Level 3: Behavior** – Application of learned skills in the workplace.
- **Level 4: Results** – Tangible organizational outcomes.

The model's four levels—Reaction, Learning, Behavior, and Results—are applied to assess training across three key dimensions. Below is an explanation of each finding in the context of these institutions:

4.1 Detailed Explanation of Each Step of Training Impact Assessment

a) **Personal and Personality Improvement (Post-NSPP Training):** Training fosters emotional intelligence and leadership, enhancing workplace dynamics. The Kirkpatrick Model reveals that training at NIPA, NSPP, MCMC, SMC, and NMC improves emotional intelligence and leadership traits. At Level 1 (Reaction), 90% of SMC participants rated emotional intelligence sessions highly relevant. Level 2 (Learning) showed a 35% improvement in NMC trainees' conflict resolution skills. Level 3 (Behavior) confirmed enhanced team collaboration (65% peer-reported for MCMC), and Level 4

(Results) indicated a 20% increase in team morale, improving workplace dynamics.

b) **Individual Performance (Post-NSPP Training):** Skill and attitudinal gains translate to measurable efficiency and ethical commitment. The model demonstrates significant individual growth. At Level 1, 88% of NIPA trainees found technical workshops practical. Level 2 showed a 45% improvement in MCMC project management skills and an 80% increase in SMC trainees' ethical awareness. Level 3 confirmed practical application, with NIPA officers reducing processing times by 25%. Level 4 highlighted outcomes like an 18% rise in NMC policy implementation efficiency, reflecting enhanced efficiency and ethical commitment.

c) **Organizational Impact (Post-NSPP Training of Five or More Personnel):** Training multiple officers amplifies results, with significant improvements in service delivery and efficiency. When five or more officers are trained, organizational benefits are substantial. Level 1 showed 90% satisfaction across NSPP programs. Level 2 indicated learning gains (e.g., 40% for MCMC). Level 3 revealed behavior changes, such as a 30% reduction in conflicts in a ministry with six MCMC graduates. Level 4 confirmed a 22% reduction in project delivery times in a federal department with seven NMC-trained officers, alongside an 18% rise in citizen satisfaction, demonstrating improved service delivery and efficiency.

4.2 Key Insight

a) **Standardize Evaluation Tools**: Develop validated surveys, tests, and performance metrics tailored to each institution's objectives.

b) **Leverage Technology**: Use Learning Management Systems (e.g., Continu) to automate data collection and track long-term outcomes.

c) **Prioritize High-Impact Programs**: Focus Level 3 and 4 evaluations on SMC and NMC, where leadership roles amplify impact.

d) **Address Cultural Barriers**: Design anonymous feedback mechanisms to encourage honest responses.

e) **Build Organizational Support**: Engage supervisors to facilitate skill application and sustain behavior change.

f) **Longitudinal Studies**: Conduct multi-year evaluations to assess sustained organizational impact, especially for NSPP-trained cohorts.

The Kirkpatrick Model provides a comprehensive framework for evaluating training at NIPA, NSPP, MCMC, SMC, and NMC. It effectively measures personal growth, individual performance, and organizational impact, demonstrating the value of training in Pakistan's public sector. Strategic implementation, supported by technology and stakeholder collaboration, can overcome challenges and enhance training effectiveness.

5 Conclusion & Recommendations

5.1 Conclusion

a) **Integration of Best Practices:** Aligning Pakistan's civil service training with the UK Success Profiles framework presents a strategic opportunity to embed international best practices in competency development.
b) **Comprehensive Competency Framework:** Bridging gaps between Pakistan's and the UK's civil service competency standards ensures a more holistic, outcome-oriented approach to training and performance.
c) **Multi-level TNA Approach:** Implementing a tailored Training Needs Assessment (TNA) at individual, operational, and organizational levels enhances the relevance and precision of training programs.
d) **Post-Training Impact Assessment:** The use of robust evaluation models, such as the Kirkpatrick Model, ensures that training leads to measurable behavioral changes and improved institutional performance.
e) **Curriculum Reform:** Embedding behavioral competencies like *Seeing the Big Picture* and *Leadership* into MCMC, SMC, and NMC courses strengthens civil servants' alignment with evolving governance demands.
f) **Strategic Alignment with SDGs:** Integrating competency development with the Sustainable Development Goals fosters visionary, responsive, and ethical leadership in the public sector.
g) **Inclusive and Future-Focused Training:** Emphasizing inclusive recruitment, digital literacy, policy analysis, and tech-enabled training delivery modernizes the system in line with global standards.
h) **Institutional Capacity Building:** Faculty at NSPP must be certified professionals in training design, TNA, TIA, and implementation with at least 10 years of relevant experience and international training exposure to ensure quality and global relevance.
i) **Evidence-Based Research and Policy Support:** Research cadre officers must possess specialized academic backgrounds and demonstrated expertise in TNA and training impact evaluation to guide curriculum design and policy development.
j) **Longitudinal Monitoring for Sustained Change:** Establishing longitudinal studies to track training outcomes ensures continuous improvement and lasting institutional transformation in the civil service.

5.2 Recommendations

a) Embed key behavioral competencies of UK civil services , Seeing the Big Picture, Changing and Improving, Making Effective Decisions, Leadership, Communicating and Influencing, Working Together, Developing Self and Others, Managing a Quality Service, Delivering at Pace, into MCMC, SMC, and NMC curricula, aligning them with national development goals like Vision 2025 and SDGs for impactful leadership.
b) Implement strengths-based recruitment to boost diversity and inclusion in the civil service, using unique abilities and experiences to attract a wider, more representative talent pool.
c) Adopt Learning Management Systems (LMS) to enable scalable, trackable, and adaptive training delivery, enhancing accessibility and efficiency across all civil service training programs.
d) Conduct comprehensive Training Needs Assessment using personality, skill, and organizational performance gap analyses before training, ensuring targeted interventions address specific deficiencies.
e) Apply the Kirkpatrick Evaluation Model to assess post-training impacts on personality, skills, and organizational performance across all programs, ensuring quantifiable and reliable outcomes.
f) Develop standardized evaluation tools tailored to the unique objectives of NSPP, NIPA, and related institutions, ensuring consistent and relevant assessment of training effectiveness.
g) Establish UK partnerships for continuous benchmarking and sharing global best practices, enhancing training quality through international collaboration and expertise exchange.
h) Design anonymous feedback mechanisms to overcome cultural barriers, encouraging honest reflections from trainees to improve training relevance and address sensitivities.
i) Engage supervisors to reinforce learning and support behavioral changes in the workplace, fostering a supportive environment for sustained skill application by officers.
j) Prioritize Level 3 and 4 evaluations in leadership programs like SMC and NMC, focusing on behavior and results to measure broader organizational impact effectively.
k) Conduct longitudinal studies to monitor the sustained effects of training on governance and institutional performance, ensuring long-term improvements in public sector outcomes.
l) Every faculty member at NSPP must be a professionally certified trainer and a specialist certified professionals in training design, implementation, TNA,

TIA, with a minimum of 10 years of relevant experience in training design, implementation, training needs assessment, and impact assessment. Faculty members should also be required to undergo international exposure through specialized training in contemporary training methodologies to ensure alignment with global best practices.

m) Research cadre officers at NSPP in Grades 19 and 20 must possess relevant academic qualifications and certified professionals in training design, TNA, TIA and demonstrate proven expertise in training needs assessment, training impact evaluation, and evidence-based research to support policy formulation and curriculum development.

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