

# **HR IN PUBLIC SECTOR**



**Submitted By**

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**Assignment  
Final Term Assignment**

**Submitted to  
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## **HRM in Public Sector**

### **Final assignment**

Please read the article and answer the questions at the end.

**Total marks: 20**

**Due date: 30<sup>th</sup> June 2020**

#### **Govt to reform decades old Civil Service structure**

ISLAMABAD: The government has covered another milestone by reforming the decades-old Civil Service structure with the objective to transform it into a merit-based, depoliticized cadre of professionals.

The Civil Service (Retirement from Service) Rules, 2020, to review the performance of civil servants had also been finalized which entailed mandatory performance review of all civil servants after twenty years of service. In addition, regular reviews will be done even after 20 years of service. The government will have the option to retire civil servants after 20-year service after following the prescribed procedure. In the retirement rules, it said Section 13 of the Civil Servants Act envisages that civil servants shall retire after twenty years of service, as may be directed by the competent authority and where no such direction is given, on reaching sixty years of service.

The option of retirement after 20 years of service had never been exercised by the government, resulting in an assured career path to 60 years, discouraging initiative and competition. Moreover, there was a tendency of PAS/PSP officers to stick to one province for years at length, virtually becoming provincial service which resulted in a lack of variety of experience and loss of impartiality and neutrality. This concept of All Pakistan Services has been seriously compromised and to overcome this issue, a new rotation policy was being introduced.

Under these reforms, the first allocation of all officers would be made outside the province of domicile and there would be no transfer from the province of the first allocation on any ground. It was made mandatory to stay outside the home province in BS 17 & 18 (males 5 years, females 3 years). For the promotion to BS 19, the conditions are two years' service in hard areas essential for promotion to BS 20 which would not be applicable to female officers and these hard areas would be notified by the Establishment Division. Presently, Balochistan and Gilgit-Baltistan

have been notified as the hard areas. Under these reforms, no PAS/PSP officer would be allowed to serve for more than ten years continuously in a province/Islamabad, while transfers to other provinces or Islamabad would be made on completion of ten years.

Questions:

1. How much of a difference will it actually make in the performance of Civil servants after implementation of these reforms, if any?
2. In your opinion what are the positive and negative points in these reforms, please state? Suggest any changes you prefer in these reforms to make them more effective.

## **Question 1**

**How much of difference will it actually make in the performance of civil servants after implementation of these reforms, if any?**

### **Objectives of reforming**

1. To transform the decades-old structure of the civil services into a merit-based depoliticized cadre of professionals.
2. To introduce a system of internal accountability to encourage the competent officers and weed out inefficient people.
3. The civil service of Pakistan had seen many reforms but the efforts by the incumbent government would be another step towards transforming the service to ensure that the best officers reach the top positions.

### **Differences in current reforms:**

For the first time, the reforms were being made in the promotion rules of the Civil Servants Promotion Rules, 2020, because, earlier, no promotion rules were framed and only a few policy memorandums were available in the scattered form.

Now, such rules will deal with the promotion of civil servants in a comprehensive manner as the bar of 'promotion threshold' has been raised,

CSS aspirants to first undergo 'screening test'

For the first time, submission of declaration of assets made mandatory, to ensure that the promotions were objective, transparent and merit-based. Collective judgment of the promotion board had been made more relevant, which means more marks for the board— from 15% to 30%.

Besides, the Civil Service (Retirement from Service) Rules, 2020, to review the performance of civil servants had also been finalized, which involved mandatory performance review of all civil servants after 20 years of service.

Under the reforms, no PAS/PSP officer would be allowed to serve for more than 10 years continuously in a province/Islamabad. Transfers to other provinces or Islamabad would be made on completion of 10 years.

The OMG officers must compete two tenures of three years each in federal government in two main ministries of diverse sectors. Under this initiative, BS-19 officers should have the opportunities for obtaining foreign qualifications and trainings in selected areas of specialization.

For PSP officers, the training requirements include more practical aspects relating to law and order as well as security. Specialized courses in counterterrorism, counterintelligence, investigation, crime prevention and counter-extremism and radicalization are made essential.

The BS-21 positions must be filled with officers, who are generally considered capable of reaching and operating BS-22 positions.

The cabinet had already approved the performance management reforms, which had the salient features like performance audit through agreements to be signed between the minister concerned and the prime minister. All the 40 ministries/divisions will enter into the performance agreements, starting from July 1, 2020.

A pilot phase, involves signing of performance agreement by the prime minister with 10 ministries for the third and fourth quarters of financial year 2019-20.

Effect of these reforms on the performance of civil servants.

### **Public Sector Organizational Performance**

Public sector organizational performance in Pakistan relies upon their human resources and their civil servants are considered as the vital asset to boost the organizational performance.

Since its commencement in 1947, Pakistan has made successive but unproductive attempts to reform its public service sector. The embraced aim of these reforms has been to create a more responsive, transparent, efficient and affordable public sector so as to improve the quality of services and strengthen the national economy. The goal of public service sector organizations is not only to survive, but also to sustain its existence by improving their performance. The performance of public service sectors in Pakistan is comparatively poor and its social indicators lag those of comparator countries of the region.

Public service sector organizations of Pakistan are governed by complex and obsolete policies, regulations and rules which are usually erratic and conflicting and these policies proven quite ineffective for the organizational performance. Procedures and processes in public service sector are unstandardized and unable to protect the public interests enormously. The policies in the public service sector organizations are too indistinct and vague, that are too difficult to understand and follow by the civil servants accordingly. The procedures to solve the issues and handle the situations are totally futile. Record-keeping and communication processes among the civil servants are too stereotype as well as they maintained manually which is among main interruptions in the public sector organizational performance. Lack of standardized rules and indistinct policies, the junior level civil servants got opportunity to mould rules and policies according to their wills and perform accordingly. Government of Pakistan is least concerned and not paying attention to reveal the existing flaws in the public service organizations. People don't have any information about their basic rights, government services and offensive procedures especially in Pakistan. In the public sector organizations, informality is most common practice to follow. The civil servants mould the policies according to the situation and do their job tasks which become a major reason of ineptitude in the organizations and affect the organizational performance. Since, every public organization is made up of people developing their skills, motivating them to high level of performance and ensuring that they continue to maintain their commitment is essential to achieving organizational objectives.

Public service sector civil servants are considered as coherent in terms of their choices. Instead of following traditional track, they endeavour to get respect for their family lives, working duty, personal lives and time spent. Public sector is also reported as beneficial comparatively private sector in many countries in terms of human resource practices which are more importantly established in public organizations as compare to private sector. Public service sector broadly practices standardized and collectivized tactic to manage human resources. Furthermore, public sector shows high affection towards its civil servants.

The major human resource practices including consistency, involvement, salary, work, autocratic leadership, participative leadership, employee learning, employee motivation and enactment pay on the knowledge sharing commitment, on the public service sector organizational performance then with the mediating effect of knowledge sharing commitment were defined.

### **Consistency**

Consistency of civil servants' performance is considered as the key to success of any public organization. Civil servants feel more secure about their work responsibilities and workplace demands when there is consistency in their performance and going well along the organizational performance. A workplace with consistency of performance will promote civil servants' retention and satisfaction where the civil servants are aware of the direction in which the public sector organization is moving, predict their position in the near past and plan their career accordingly. Without a consistent work environment, civil servants will continuously have second-guessed before making a move or taking any action to perform their job tasks.

### **Involvement**

Civil servants' involvement plays an important role in the public service sector organizations. In fact, Civil servants involved are up to 45% more productive. In addition, these civil servants are more loyal, so they will leave the organization less quickly and think more than the average Civil servants. Appreciations to involvement among civil servants, the competitive edge of public sector organizations can grow by performing well (Peterson, 2016). Civil servants involvement reveals their level of association to perform their job tasks and they share their knowledge with their colleagues to perform in more efficient way.

### **Work**

The work type of the civil servants which they assigned by their organizations have a strong impact on their satisfaction level and their willing to perform their tasks in better way increases. When a civil servant got a chance to perform the tasks according to its capability and skills, then they perform ultimate which affects positively on the public sector organizational performance. A competent work type and knowledge sharing among the civil servants may lead the public sector organization toward success.

## **Salary**

The salary for a civil servant is a very big factor to satisfy the civil servants from their job. Salary is ranked second in the importance level of the civil servants which was on number four a few years ago. The civil servants feel more satisfaction and comfortable on their workplace when they are praised and respected for the work they do and got handsome salary in return of their services. Salaries of civil servants keep them motivated to contribute more efficiently to boost the organizational performance. Desired salary may lead the civil servants to be more loyal with their work and they intended to share their knowledge.

## **Autocratic Leadership**

Autocratic leadership comprises that the only one person is controlling and handling all the decisions and strategies for the subordinates in the public sector organizations. Though, this style has been fallen out in the past few years, but still this style of leadership is established in many public sector organizations of Pakistan which may cause a lot of issues in the public organizations. Civil servants now not like this leadership style especially in public sector, where only the top management has authority to take decision and make the strategies. It creates humidity among the civil servants who has to follow the guidelines. They feel uncomfortable to share their knowledge and not allowed to give their opinions.

## **Participative Leadership**

Participative leadership style allows the civil servants to participate in the decision making process and share their knowledge and opinion freely to make the organizational performance more improved. Participative leadership style enables the leaders for searching the new opportunities, common vision creation, and motivating and guiding the civil servants by taking their opinions. The responsibility of finding the new opportunities encourages the civil servants and a better utilization of implicit knowledge at their organizations.

## **Employee Motivation**

To motivate the civil servants, a public organization create an environment in the organization where the civil servants feel more comfortable to work, to exploit their capabilities and skills, enhance their level of performance by sharing the knowledge, they perform their jobs in more productive way which lead the organizational performance toward success.

## **Employee Learning**

Employee learning is a transformational process where the civil servants learn new things by rotating them to other places, they learn new skills and gain new knowledge and come back to their designated job posts and perform their work with learnt skills and gained knowledge. As civil servants are the key assets of public organizations, their learning and knowledge sharing become a vital role to boost the public sector organizational performance.

## **Enactment Pay**

Enactment pay related to the performance of the civil servants, which they get after achieving their tasks. This pay is other their fixed monthly salary. Sometime it effects more positively on the civil servants but sometime it effects negatively on the civil servants. Because when civil servants are more concerned, they focus more on their work to achieve their tasks and get their enactment pay. But when civil servant is not willing to achieve or not capable to achieve, then it puts more stress and they get fed up with the circumstances and unable to perform event their daily work tasks efficiently.

## **Knowledge Sharing Commitment**

Knowledge sharing commitment is considered as the medium by which solutions and suggestions travel from one place to another place. Knowledge sharing is something not concerned about only the knowledge which share but also the exposure and the solutions which the organizations use for their better performance. That is circulated among the civil servants to communicate the problem and retrieve their solutions by shared knowledge and solutions so they become able to resolve the human resource issues and increase the organizational performance.



## Question 2

**In your opinion what are the positive and negative points in these reforms, please state? Suggest any changes you prefer in these reforms to make them more effective.**

### **Confusion:**

Many news stories on the announced civil service reforms package created a lot of confusion. Besides the lack of clarity on what these reforms actually entailed, an impression was created that the suggested reforms were being opposed by a powerful lobby headed by the Secretary to the Prime Minister (SPM).

In terms of process, invariably all civil service reform ideas in the current dispensation, no matter where they originate from, have to be vetted by the Establishment Division, the Secretaries' Committee, the task forces on civil service reforms and government restructuring, the two relevant cabinet members — Mr Arbab Shehzad and Dr Ishrat Husain — and finally the SPM, before these are placed before the cabinet or the PM for approval. Therefore, the impression that SPM opposed these reforms post-approval is quite absurd. Some of these reforms were indeed discussed and criticised by a committee of the retired chief secretaries, headed by someone who happens to share the same name as the current SPM. And hence the confusion!

These reforms are a combination of new promotion and retirement rules, a rotation policy, amendments in cadre and composition rules, and rules for induction into the Pakistan Administration Service (PAS).

### **Promotion rules:**

The new promotion rules aim at making the promotion board's assessment more relevant, while removing any legal gaps. The retirement rules have introduced performance review of civil servants that could lead to their early retirement, weeding out the dead wood. The new rotation policy would ensure that civil servants do not spend their entire careers in the comfort of a single province and are instead rotated across provinces. Besides, the policy will also lead to placement of officers in disadvantaged areas like Balochistan and Gilgit-Baltistan. Changes in the cadre and composition rules will reduce the number of provincial seats allocated to the PAS and instead offer them to provincial services. And finally, the induction rules would open the jealously guarded gateway to the PAS, allowing mid-level induction of provincial services officers.

All these reforms are at varying stages of approval. The promotion rules have been approved and notified as of December 2019, and two boards have already been held under them. Retirement from service rules and rotation policy have been pending approval of the Prime Minister, whereas the amended cadre/composition and induction rules have been drafted but not yet approved. Interestingly, most of these reforms have been initiated by none other than the Establishment Division, as part of its efforts to bring operational improvement in the working of the civil service. Given that these reforms stem from the bureaucracy itself, they are also more likely to sustain.

### **Task forces:**

Apart from these rules and policies aimed at incremental improvement, there have been much more ambitious conversations, mostly led by the two task forces on civil service reforms. These conversations revolve around introducing performance contracts, using forced ranking for civil servants' performance evaluation, enhancing the internal accountability mechanism for civil servants through changes in efficiency and discipline rules, creating a generalist-versus-specialist balance through clusters of occupational groups, and allowing private sector hiring for selected BPS-20 positions. Although some of these ideas have been approved in principle from the Prime Minister, others remain under discussion. And even for the ones already approved, the details of how these would be operationalised still need to be figured out.

We must appreciate the fact that the government is finally giving some much-needed attention to the issue of civil service reforms.

### **The hopelessness in civil services reforms**

The government has to pursue its reform agenda as a vision-based, institutionalised, corrective process of change management

## **Cardiovascular system:**

A civil service is to the state what a cardiovascular system is to the human body. Its primary function is to transmit the value created by the constitution and state institutions to the society, community and the individual citizen, just as cardiovascular system supplies organs and cells with oxygen and nutrients.

In this context, Pakistan's civil services, popularly called the bureaucracy, have been a subject of ceaseless debate. While there are divergent views on the reasons and causes, there is a fair unanimity on one thing: the services are infested with problems. In their current shape and the way they have evolved, they do not inspire much confidence even when it comes to routine functions of the state— much less extraordinary situations like the coronavirus pandemic that the nation is facing right now. So, inevitably, there has been an undying call for reforms that cannot go unheeded.

Practical upon this, the popular change dictum of the current political government has unequivocally landed on the civil services as well, in the guise of Civil Services Reforms championed by a veteran civil servant, Dr Ishrat Hussain. The reform process appears to be top-down, centrally controlled, and apparently non-participatory and discontinuous.

## **Implementation:**

Paradoxically, however, there is a wide array of research showing that any top down reform effort is essentially bound to fail if implemented without a proper consultative process and producing ambassadors of change who will not only spread the message but also create short-term wins to shape an environment of trust and certitude. This seems missing in this enterprise.

'Reform' essentially mean a 'change' from a problematic 'form' to a problem-free 'form.' So, the best way of analysing this would be to juxtapose the reforms exercise with the model of change being applied, if any. In view of its critical nature, it has become imperative to examine the reform initiative, in the light of best practices of management of change.

## **What actually do these reforms mean?**

Are they genuine, authentic, and workable? And by what measures, design, planning, implementation, and monitoring of these civil services are the reforms to be aptly guaranteed.

The first and foremost requirement is defining the vision and purpose of the change paradigm. Saying that the bureaucracy is not performing is not enough. To visualize, know and let it be clearly known to all the stakeholders as to what it would look like when it will be seen performing is a fundamental enquiry before proceeding into any process of reform. On this count, nothing can be foggier.

**Isolation:**

The government may have explained its vision of the civil services reforms but in isolation, as this vision is largely invisible on any statement of purpose, policy documents, online resource, or any other marketing or publicity material. Nearly two years on, nothing to this effect has been made available to the public for open debate, critique and feedback. Without such exercise having been undertaken, the quality and applicability of solutions proposed through these reforms will remain shorn of necessary validation and acceptance.

**Institutional process:**

A reform is an institutional process. Does the current reform initiative put in place institutional arrangements to spearhead the elaborate process of management of civil services reforms? This question also seems to have gone unaddressed. On this count also, the government does not appear to have the institutional penetration required to inject the desired dose of change into the system.

Like the vision, these institutional arrangements, if there are any, seem exceptionally obscure and opaque. The public at large and civil servants in particular do not know as to what extent the reform champions are serious to define and achieve a public policy imperative. There are no substantial institutional preparations.

There is a need to look at the reforms as an ongoing process instituted within the system, instead of externally conceived episodic packages of change. This requires extensive data gathering, executing scrupulous consultative and feedback sessions, developing consensus and empowering people and finally performing joint action planning to implement any reform initiatives. Sadly, all of these theoretically established and practically cherished steps have also been largely ignored by the government.

Once the existing conditions are deconstructed to the sufficient degree so that the problems and their underlying causes are fully exposed, comes the solutions devising phase.

Here again, the Ishrat-driven reforms are nowhere close to adequately answering some of the fundamental questions concerning management of civil services reforms. What are the remedies? Where will they be inserted? Through what mechanism? In what order? What will be the speed, spread and the direction of change? What might be the unintended consequences? How are the reforms going to impact the recipients?

It is by no means an exhaustive list of questions. The point is, if the reform agenda has to succeed, this domain of questions cannot be overlooked. Otherwise, our civil servants are so prone to the traditional mode of bureaucratic supremacy that they are unlikely to come out of their comfort zones.

### **Sustainability and continuity:**

Once the reform process is in the implementation stage, the policy makers need to closely monitor the results and gather data about the change processes to make the necessary adjustments and alter the policies further, if required. The real test of nerves is the consolidation of the whole reform process and anchoring new approaches. It is no more a secret that many a reform effort has been implemented in Pakistan but without ensuring sustainability and continuity.

Reform of civil services is not an ordinary exercise. It is going to impact the entire assortment of government functionaries that in turn will have long lasting impact on the effectiveness of public services and good governance. Therefore, it is crucial that these reforms are continuous, long term and self-sustaining.

The reforms are likely to be effective if people identify themselves with the system and take pride in it. Moreover, cultural integration is of paramount importance to ensure that the reforms are fully embedded in our social fabric and relevant to our value system. This might seem superfluous to reform leadership but actually it has very strong implications for our country – especially given a long history of system nullification vis-à-vis cultural idiosyncrasies.

What has been described above is a standard template for institutionalizing change in organizations, institutions and departments. The question is: have Dr Ishrat Hussain and his team taken the fundamental considerations and concerns into account while operationalising their reform agenda? The kind of answer we get will determine the extent to which the current civil service reforms are genuinely motivated and consummately authentic.

### **Bottom line:**

The government has to pursue its reform agenda as a vision-based, institutionalised, corrective process of change management. If some of the basic elements of this approach are missing from the proceedings of the current reforms, their validity and authenticity will remain in doubt; their viability and sustainability will remain in question; their impact and effectiveness will remain unmeasured; and above all, the strategic intent, however noble it may be, will remain unrealised.

### **Suggestions:**

#### **Supposed and Actual Governance Issues**

A description of governance issues can be summarized from three perspectives.

First, what are the public perceptions on governance?

Second, what kinds of issues are identified in the literature on Pakistan on the subject?

Third, how do the public officials and policy makers look at the issues of governance? What should be the priority areas of reform to improve governance?

In public perception civil servants are corrupt, inefficient, arrogant and not pro-people. Government offices are unresponsive to public needs, procedures are tedious, because of lack of redressal of grievances, citizens have little or no control over policies and service deliveries, insufficient investment in development (particularly, housing, health, sanitation, and roads etc., people's welfare needs) and rise in concern about personal insecurity.

The literature on Pakistan identifies governance issues as: over centralization, lack of participation, weak political institutions, bloated bureaucracy, ad-hoc or isolated policy formulation, corruption. No clear vision of state's role, weak capacity for regulation and growing gap between the state and civil society.

From the public officials and policy formulator's perspective, as reflected in various institutional reform commission reports, the governance issues are Non-adherence to procedures, absence of rule of law and accountability, departmental weaknesses, over staffing of the departments, inadequate incentives for the civil servants, inter departmental frictions, lack of adequate, authentic and timely information, and inaction on corrective reports.

Given these perceptions and realities, the real test for Pakistan is to create/promote a civil service that has the expertise and sophistication to manage decentralized administrative and political centers of authority. Simultaneously it should have the capacity to comprehend the forces that influence the shaping up of an open economy. The civil service must have the ability to facilitate privatization and corporatization and also be capable of mitigating the adverse environmental impacts of such processes. This requires a governance capability, which can create and maintain stable, yet adaptive systems of law, which can regulate a dynamic society where knowledge and its effective application become the primary tools of governance. In contemporary world of technology, policy formulation and delivery of services both require greater reliance and proficiency in technology; its application and retooling of government functionaries can no longer be further delayed. Pakistan has no choice except to improve its governance by redefining the mission and tasks of the civil service (higher bureaucracy).

### **How to Reshape the Structure of Civil Services Reform**

To achieve this goal, there is a need to evolve an integrated and holistic approach that covers reform at all levels; federal, provincial and local. At the federal level the challenge is to build capacity in policy formulation on major macro- economic and macro politico-strategic issues. The federal bureaucracy must be recruited and trained with the goal that it becomes the champion of harmonizing provincial interests with federal interests. Council of Common Interest (CCI) could serve as the forum for shared and consensual national vision and in that spirit federal bureaucracy acts as pivot of policy formulation. Therefore, at this level the need is to build capacity of higher bureaucracy on two levels; first, macro-economic, social sector, infrastructure development (Engineering Transport Communications, Agriculture resource mobilization). Second level, security, defense and foreign policy arenas; thus, developing strategic thinking and innovation in ideas on policy formulation. Towards this end, a strategy could be devised to produce a critical mass of 250-350 officers who have expertise and competence in these areas. The focus ought to be officers between BPS 18-20. It is at this level that retaining competent officers in the federal civil service is emerging as a serious challenge. If immediate and appropriate policy measures are not devised to retain officers in this grade bracket we could face a serious dearth of competent officers in the coming five years and the provinces would be adversely affected. That means carefully re-designing the recruitment process and strengthening the autonomous status of the Federal Public Service Commission (FPSC). Second level of reform

has to be at the provincial level, where policy formulation and implementation capacity needs to be redesigned and strengthened. For the provincial governments, the key issue is: how to provide security, justice, and protection of life to the citizens, besides sound and judicious socioeconomic policies. It is at the provincial level that the functioning of bureaucracy has been most adversely affected, by recruitment through patronage, posting transfers and lack of accountability. At this level there is need to revamp, redesign and strengthen the Provincial Public Service Commission (PPSC), so that recruitment both at the officer and subordinate level is merit based, transparent and competitive. In all above-mentioned ideas of a critical mass, there is a need to select and integrate officers from the provincial services, so that the benefits of professionalism and expertise are distributed among the provinces.