REPORT OF THE
NATIONAL COMMISSION FOR GOVERNMENT REFORMS
ON
REFORMING THE GOVERNMENT OF PAKISTAN

Vol – II

(MAY 2008)

National Commission for Government Reforms
Prime Minister's Secretariat
Government of Pakistan
Islamabad

REPORT OF THE
NATIONAL COMMISSION FOR GOVERNMENT REFORMS
ON
REFORMING THE GOVERNMENT OF PAKISTAN

Vol - II

(MAY 2008)

National Commission for Government Reforms
Prime Minister's Secretariat
Government of Pakistan
Islamabad

TABLE OF CONTENTS

NOTIFICATIONS OF THE ESTABLISHMENT OF NCGR…….. i-xii

PART – 1 RECORD OF ACTIVITIES OF NCGR……..... 1

- Summary of Meeting …….…….. 3
- Meetings of the Commission…….. 4
- Meetings of Steering Committee…… 4
- Meetings of the Secretaries Committee……. 4
- Meetings with the Provincial Governments……..…. 5
- Briefing/ Presentation by the Federal Ministries…… 6
- Presentation made to the Chairman…… 7
- Presentation made to the Commission…… 8
- Syndicate and Group Discussions…….. 8
- Visits to the Districts…….. 9
- Visits to the Institutions…….. 10
- Public Consultations/ Seminars…….. 11
- Follow up Meetings…… 12

PART – 2 MINUTES OF THE MEETINGS OF NCGR…….…….. 13

- 1st Meeting …….……. 15-21
- 2nd Meeting…….……. 22-31
- 3rd Meeting…….……. 32-40
- 4th Meeting…….……. 41-49
- 5th Meeting…….……. 50-59
- 6th Meeting…….……. 60-69
- 7th Meeting…….……. 70-78
- 8th Meeting…….……. 79-89
- 9th Meeting…….……. 90-97
- 10th Meeting……. 98-107
- 11th Meeting……. 108-118
- 12th Meeting……. 119-127
- 13th Meeting……. 128-130

PART – 3 MINUTES OF THE MEETINGS OF STEERING COMMITTEE …….. 131

- 1st Meeting…….……. 133-137
- 2nd Meeting……. 138-142

PART-4 MISCELLANEOUS DOCUMENTS …….. 143

- FBR's Presentation …….…… 145-152
- Performance Appraisal Forms (Sample)……. 153-159

REGISTERED No.M-302
L-7646

The Gazette of Pakistan

EXTRAORDINARY
PUBLISHED BY AUTHORITY

ISLAMABAD, FRIDAY, APRIL 21, 2006

PART II

Statutory Notification (S.R.O)

GOVERNMENT OF PAKISTAN

CABINET SECRETARIAT

(Establishment Division)

NOTIFICATIONS

Islamabad, the 20th April, 2006

S.R.O 370(I)/2006.----WHEREAS it has been deemed necessary, in keeping with the ongoing process of reforms, to review the size and structure of government, the processes and procedures in use, the governing rules and regulations, the current level of institutional capacity and the state of the public services with the objective of providing a modern, efficient and accountable system of governance on a sustainable basis;

AND WHEREAS the government of Pakistan is satisfied that circumstances exist which render it necessary to take immediate steps to develop a comprehensive policy and strategy in this respect;

Now, THEREFORE, the government of Pakistan is pleased to set up a Commission to be called the National Commission for Government Reforms (NCGR) for carrying out the aforementioned purposes as follows:

1. **The Commission. -----**(1) the Commission shall comprise a Chairman, six full time independent members and three *ex-officio* members drawn from the different provinces.

(2) The Commission may co-opt such other persons as deemed necessary by it for the conduct of its business.

(3) The Government may, by notification in the official gazette, increase or decrease the number of members of the Commission.

(4) The Commission shall submit its reports and recommendations to the Steering Committee.

(5) The Commission shall be located in, and be a part of, the Prime Minister's Secretariat, Islamabad.

2. **Terms of Reference.**------(1) The Commission shall review and make a clear, precise and implementable set of recommendations in respect of:

(a) the division of functions, responsibilities and accountabilities among the federal, provincial and local governments, to avoid duplication, overlap and functional redundancy;

(b) the appropriate size of government organizations at each tier of government including attached departments, autonomous bodies, public sector corporations and other entities in the light of the responsibilities and functions assigned to each;

(c) improving existing institutional capacity through identification and meeting of skill gaps in the context of functions assigned to organizations of government at all levels;

(d) the redesigning of rules and core business processes at all levels of government to achieve functional efficiency, client orientation, cost reduction, transparency and a shift to focus from process compliance to output and outcomes.

(e) Inter-linkages between federal, provincial and local public services with a view to strengthening the federal through increased transaction efficiency and smoother conduct of business;

(f) Public service design for all tiers of government that would include:

(i) the structure of the public services at all levels in view of functional reassignments;
(ii) recruitment, training, placement, promotion and career planning for the public services;
(iii) the development of human capital through training and higher education;
(iv) indicators for qualitative and quantitative measurement of performance for diverse professions and services;

(v) compensation packages and performance based incentives;

(vi) measures to fill capacity gaps in the interim;

(g) legislative requirement to implement the plan;

(h) resource requirement to implement the plan:

(i) a strategy to manage the proposed changes & transformation: and

(j) a monitoring mechanism to monitor the implementation of the approved recommendations .

(2) The review and recommendations of the Commission shall be made remaining within the ambit of the provisions of the Constitution of the Islamic Republic of Pakistan.

3. **Powers of the Commission.___** (1) The Commission shall have the powers to:

(a) set up sub-committees with such membership as is deemed necessary;

(b) commission studies or research on issues relevant to the terms of reference;

(c) call for information relevant to its work;

(d) hold public hearings to seek views of stakeholders; and

(e) call for any government official, expert, advisory institution or consultant to assist the Commission.

4. **Chairman._**(1) There shall be a Chairman of the Commission who shall be appointed on such terms and conditions as may be determined by government.

(2) The Chairman shall exercise such management, administrative, and financial powers as may be delegated to him by the Government.

5. **Secretariat of the Commission.___** (1) There shall be a full time Secretary of the Commission who shall be responsible for:

(a) maintenance of all records, reports, accounts and audit of the Commission;

(b) arranging public hearings, interviews, liaison with public and private sector organizations, expert groups, advisory institutions and meetings of the Commission;

(c) carrying out instructions and decisions of the Commission to accomplish its tasks; and

(d) such other functions as may be assigned by the Government or the Commission.

(2) The Establishment Division shall provide secretariat support to the Commission.

6. **Steering Committee.___** (1) The Commission shall report to a Steering Committee co-chaired by the President and the Prime Minister of Pakistan with such members as the government may determine.

(2) the Steering Committee shall;

(a) provide general policy directions to the Commission;

(b) direct the Commission to undertake any additional task not enumerated in this notification.

(c) consider interim-reports of the commission from time to time and convey directions to the Commission on such matters as it deems necessary;

(d) give directions for the removal of difficulties to implement the approved recommendations: and

(e) oversee the implementation of the approved recommendations.

7. **Approval by Steering Committee. ____** Approval of the recommendations of the Commission by the Steering Committee shall be deemed to be approval by Government.

8. **Meetings. ___** (1) The meetings of the Steering Committee and the Commission shall be held at such time, place and in such manner as may be specified.

(2)the Steering Committee shall meet at least once in three months or as often as the Chairman desires.

(3) The Commission shall meet as often as is expedient to discharge its responsibilities and shall prescribe procedures for regulating its proceedings.

(4) The Chairman and five members shall constitute a quorum for a meeting of the Commission.

9. **Validity of Proceedings.___** No act or proceedings of the Commission or the Steering Committee shall be invalid by reason only of the existence of a vacancy, or defect in the constitution of the Commission or the Steering Committee.

10. **Appointment of officers, servants, etc. ___** (1) The Commission may hire experts or consultants on contract and may also requisition services of supporting staff from the government for the discharge of its responsibilities.

(2) The Commission may at any time terminate the services of any person hired by it after giving him a 30 day notice or pay in lieu thereof.

11. **Budget, Audit and Accounts. ___** (1) The budget of the Commission shall be approved by the Steering Committee.

(2) the Commission shall maintain complete and accurate books of accounts and shall prepare for the financial year a statement of accounts.

(3) The accounts of the Commission shall be audited by the Auditor General of Pakistan.

12. **Dissolution._____** (1) The Commission shall complete its mandate within a period of twelve months which may be extended by the Government.

(2) The Commission shall stand dissolved on the completion of its task.

(3) On dissolution, the services of the consultants, experts, advisers, study groups hired by the Commission on contract shall be dispensed with except for persons on deputation who shall revert back to their parent departments.

(4) On dissolution, the entire record of the Commission including its accounts and ancillary papers shall remain in the custody of the Prime Minister's Secretariat.

[No. 11/2/206-CP.II]

Sd/-
HAFIZ M. ZIAUDDIN
Deputy Secretary

TO BE PUBLISHED IN THE GAZETTE OF PAKISTAN, EXTRAORDINARY PART -I

GOVERNMENT OF PAKISTAN
ESTABLISHMENT DIVISION
MANAGEMENT SERVICES WING
*****

No.1/52/2006-E-6 Islamabad, the 20th May, 2006

NOTIFICATION

The Competent Authority has been pleased to make the following appointments in National Commission for Government Reforms (NCGR), with immediate effect and until further orders:

i)	Dr. A. Malik Kasi	Member
ii)	Mr. Shafqat Ali Shah Jamot	Member
iii)	Mr. Shahid Kardar	Member
iv)	Mr. Shams Qasim Lakha	Member
v)	Mr. Farooq Rahmatullah	Member
vi)	Mr. Asad Jehangir	Member
vii)	Secretary, Cabinet Division	Ex-officio Member
viii)	Secretary, Establishment Division	Ex-officio Member
ix)	Secretary Finance Division	Ex-officio Member
x)	Major General (Retd) Syed Asif Riaz Bokhari, Managing Director, CSRU	Member/ Secretary

2. Terms and conditions of the Members at Sr. No.(i) to (vi) will be issued separately.

Sd/-
(Mohsin S. Haqqani)
Deputy Secretary to the
Government of Pakistan

The Manager,
Printing Corporation of Pakistan Press,
Karachi

Copy to:-

- The Chief of Staff to the President, President's Secretariat, Islamabad.
- The Principal Secretary to the Prime Minister, P.M's Secretariat, Islamabad.
- The Military Secretary to the Prime Minister, Prime Minister's Secretariat, Islamabad
- The Chairman, National Commission for Government Reforms, Islamabad
- The Secretary, Cabinet Division, Islamabad.
- The Secretary, Establishment Division, Islamabad.
- The Chief Secretaries, Government of the Punjab/ NWFP/ Sindh/ Balochistan
- The Director General, Inter Services Intelligence, Islamabad
- The Principal Information Officer, PID, Islamabad
- The Additional Secretaries/ Joint Secretaries/ Director (PD)/ DCO & RO (PD Wing), Establishment Division, Islamabad
- The AGPR, Islamabad.
- The Estate Office, Islamabad.

Sd/-
(Safeer Husain Shah)
Section Officer (E-6)

TO BE PUBLISHED IN THE GAZETTE OF PAKISTAN EXTRAORDINARY PART-II

GOVERNMENT OF PAKISTAN
CABINET SECRETARIAT
ESTABLISHMENT DIVISION

Islamabad, the 5th August, 2006

NOTIFICATION

S.R.O The competent authority has been pleased to direct that following amendment shall be made in Notification NO.S.R.O. 370(1)/2006 dated 20th April, 2006, namely:-

In the aforesaid Notification, first line of the preamble may be substituted as under:-

"WHEREAS it is expedient to provide for an autonomous organization to carry out the ongoing process of reforms".

[File No.3(1)2006-MSW-II]

Sd/-
(Sh. Naseer-ul-Haq)
Additional Secretary

The Manager,
Printing Corporation of Pakistan Press,
Karachi

A copy is forwarded to:-

1. The Chief of Staff to the President, President's Secretariat, Islamabad.
2. The Secretary to the President, President's Secretariat, Islamabad
3. The Principal Secretary to the Prime Minister, P.M's Secretariat, Islamabad.
4. The Secretary, Cabinet Division, Islamabad.
5. The Secretary, Establishment Division, Islamabad.
6. The Secretary, Finance Division, Islamabad.
7. The Chairman and Members of NCGR, Islamabad.
8. The Chief Secretaries of the Punjab, Sindh, NWFP & Balochistan.

Sd/-
(Attiq Hussain Khokhar)
Director

TO BE PUBLISHED IN THE GAZETTE OF PAKISTAN, EXTRAORDINARY PART -III

GOVERNMENT OF PAKISTAN
ESTABLISHMENT DIVISION
MANAGEMENT SERVICES WING
*****

Islamabad, the 30th August, 2006

NOTIFICATION

No. 3(1)/2006-MSW-II: In terms of clause 6 of Establishment Division's Notification No. SRO 370(I)/2006 dated 20th April 2006, the Steering Committee of National Commission for Government Reforms (NCGR), comprising of the following, is constituted with immediate effect and until further orders:

1.	President and Prime Minister of Pakistan	-	Co-Chair
2.	Chief Minister, Punjab	-	Member
3.	Chief Minister, Sindh	-	Member
4.	Chief Minister, NWFP	-	Member
5.	Chief Minister, Balochistan	-	Member
6.	Chairman, NCGR	-	Member/ Secretary

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

The Manager,
Printing Corporation of Pakistan Press,
Karachi

Copy forwarded to:-

1. The Chief of Staff to the President, President's Secretariat, Islamabad.
2. The Principal Secretary to the Prime Minister, P.M's Secretariat, Islamabad.
3. The Secretary, Cabinet Division, Islamabad.
4. The Secretary, Establishment Division, Islamabad.
5. The Secretary, Finance Division, Islamabad.
6. The Chairman and Members of NCGR, Islamabad.
7. The Chief Secretaries of the Punjab, Sindh, NWFP & Balochistan.

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

TO BE PUBLISHED IN THE GAZETTE OF PAKISTAN, EXTRAORDINARY PART -II

GOVERNMENT OF PAKISTAN
ESTABLISHMENT DIVISION
MANAGEMENT SERVICES WING
*****

Islamabad, the 26th September, 2006

NOTIFICATION

SRO 96(KE)/2006:- The Federal Government is pleased to direct that the following amendment shall be made in its Notification No.SRO.370(I)12006 dated the 20th April, 2006, namely:-

In the aforesaid Notification in paragraph 12, for sub-paragraph (l) the following shall be substituted, namely:-

"(1) The Commission shall complete its mandate within such period as the Government may by notification in the official Gazette, determine."

[File No.3(1)2006-MSW-II]

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

The Manager,
Printing Corporation of Pakistan Press,
Karachi

Copy forwarded to:-

1. The Chief of Staff to the President, President's Secretariat, Islamabad.
2. The Principal Secretary to the Prime Minister, P.M's Secretariat, Islamabad.
3. The Secretary, Cabinet Division, Islamabad.
4. The Secretary, Establishment Division, Islamabad.
5. The Secretary, Finance Division, Islamabad.
6. The Chairman and Members of NCGR, Islamabad.
7. The Chief Secretaries of the Punjab, Sindh, NWFP & Balochistan.

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

TO BE PUBLISHED IN THE GAZETTE OF PAKISTAN, EXTRAORDINARY PART -II

GOVERNMENT OF PAKISTAN
ESTABLISHMENT DIVISION
MANAGEMENT SERVICES WING
*****

Islamabad, the 29th November, 2006

NOTIFICATION

SRO 1250(I)12006:- The Government of Pakistan is pleased to direct that following further amendment shall be made in its Notification No. SRO.370(I)/2006 dated the 20th April 2006, namely:-

In the aforesaid Notification in paragraph 1, after sub-paragraph (5), the following new sub-paragraph shall be added, namely:-

"(6) The Commission shall remain in place as a standing body but its Chairman and members, other than ex-officio members shall be appointed for a period of two years".

[File No.3(1)2006-MSW-II]

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

The Manager,
Printing Corporation of Pakistan Press,
Karachi

Copy forwarded to:-

1. The Chief of Staff to the President, President's Secretariat, Islamabad.
2. The Principal Secretary to the Prime Minister, P.M's Secretariat, Islamabad.
3. The Secretary, Cabinet Division, Islamabad.
4. The Secretary, Establishment Division, Islamabad.
5. The Secretary, Finance Division, Islamabad.
6. The Chairman and Members of NCGR, Islamabad.
7. The Chief Secretaries of the Punjab, Sindh, NWFP & Balochistan.

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

TO BE PUBLISHED IN THE GAZETTE OF PAKISTAN, EXTRAORDINARY PART -I

GOVERNMENT OF PAKISTAN
ESTABLISHMENT DIVISION
MANAGEMENT SERVICES WING
*****

Islamabad, the 12th March, 2007

NOTIFICATION

No. 3(1)2006-MSW-II: The competent authority has been pleased to accord approval of splitting up of the full-time position of the Member/Secretary of NCGR into a part-time Member and a full time Secretary and to direct that following amendment shall be made in the Notification No. 1/52/2006-E-6 dated 20th May, 2006, namely: -

In the aforesaid Notification, para 1 (x) may be substituted as under: -

"l (x) - Mr. Ejaz Rahim Member (Part-time)"
"l (xi) - Mrs. Nargis Sethi, DG(NCGR) Secretary (Full-time)"

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

The Manager,
Printing Corporation of Pakistan Press,
Karachi

Copy forwarded to:-

1. The Chief of Staff to the President, President's Secretariat, Islamabad.
2. The Principal Secretary to the Prime Minister, P.M's Secretariat, Islamabad.
3. The Secretary, Cabinet Division, Islamabad.
4. The Secretary, Establishment Division, Islamabad.
5. The Secretary, Finance Division, Islamabad.
6. Director General, Civil Services Reform Unit (CSRU), Islamabad
7. The Chairman and Members of NCGR, Islamabad.
8. The Chief Secretaries of the Punjab, Sindh, NWFP & Balochistan.

Sd/-
M. Ghayoor Khan Suri
Deputy Secretary to the
Government of Pakistan

TO BE PUBLISHED IN THE NEXT ISSUE
OF THE GAZETTE OF PAKISTAN PART-II

GOVERNMENT OF PAKISTAN
ESTABLISHMENT DIVISION
MANAGEMENT SERVICES WING
****

Islamabad, the 25th January, 2008

NOTIFICATION

S.R.O 136(1)/2008 - The Government of Pakistan is pleased to direct that following further amendment shall be made in Notification No. S.R.O. 370(1)/2006 dated 20th April, 2006 namely: -

In the aforesaid Notification, in paragraph 11 in sub-paragraph(1), for the words "Steering Committee" , the words "Finance Division" will be substituted.

[No. F.3(1) 2006-MSW-II]

Sd/-
(SIKANDER AQEEL ANSARI)
Deputy Secretary to the
Government of Pakistan

The Manager,
Printing Corporation of Pakistan Press,
University Road,
Karachi

PART – 1

RECORD OF ACTIVITIES OF NCGR

SUMMARY OF MEETINGS

S. NO.	TITLE OF MEETING/ PRESENTATION/ BRIEFING	NO. OF MEETINGS
1.	Meetings of the Commission	13
2.	Meetings of the Steering Committee	2
3.	Meetings of the Federal Secretaries Committee	5
4.	Meetings and consultations with the Provincial governments	22
5.	Briefings and presentations by the Federal Ministries	22
6.	Briefings and presentations made to the Chairman, NCGR	27
7.	Presentations made to the Commission	6
8.	Syndicates and discussions at National Management College	6
9.	Visits to the Districts	15
10.	Visits to the Institutions	18
11.	Public consultations, Seminars and Focus group Meetings	20
12.	Follow-up Meetings	9

MEETINGS OF THE COMMISSION

NO. OF MEETING	STATION	DATE
1st	Islamabad	7-8 June, 2006
2nd	Karachi	7-8 July, 2006
3rd	Lahore	8-9 August, 2006
4th	Peshawar	8-9 September, 2006
5th	Islamabad	27-28 November, 2006
6th	Karachi	8-9 January, 2007
7th	Islamabad	19-20 February, 2007
8th	Quetta	30-31 March, 2007
9th	Islamabad	2nd August, 2007
10th	Peshawar	8-9 September, 2007
11th	Islamabad	3rd December, 2007
12th	Islamabad	14th February, 2008
13th	Islamabad	22nd April, 2008

MEETINGS OF STEERING COMMITTEE

NO. OF MEETING	STATION	DATE
1st	Islamabad	5th September, 2006
2nd	Islamabad	4th August, 2007

MEETINGS OF THE SECRETARIES COMMITTEE

NO. OF MEETING	STATION	DATE
1st	Islamabad	23rd May, 2006
2nd	Islamabad	28th July, 2006
3rd	Islamabad	22nd December, 2006
4th	Islamabad	17th September, 2007
5th	Islamabad	17th December, 2007
6th	Islamabad	13th February, 2008

MEETINGS WITH THE PROVINCIAL GOVERNMENTS

S. NO	NAME OF THE DEPARTMENT	DATE
1.	Sindh Secretaries Committee at Karachi	15-5-2006
2.	Education Secretary, Punjab at Islamabad	24-6-2006
3.	District Coordination officers, Mirpurkhas, Mansehra, Quetta at Islamabad	30-6-2006
4.	Punjab Secretaries Committee at Lahore	15-7-2006
5.	NWFP Secretaries Committee at Peshawar	20-7-2006
6.	District Coordination Officers, Haripur, Mansehra, Abbottabad at Abbottabad	21-7-2006
7.	District Coordination Officer, Lahore, Faisalabad, Gujranwala, Sargodha, Jhang at Lahore	31-7-2006
8.	Sindh Secretaries Committee at Karachi.	8-8-2006 7-11-2007
9.	Provincial Chief Secretaries Representatives at Islamabad	5-1-2007
10.	Punjab Govt. Chief Secretary and Secretaries at Lahore	14-11-2007
11.	Chief Secretary Sindh at Karachi	16-4-2007
12.	Chief Secretary & Secretaries NWFP at Peshawar	20-7-2006 27-9-2007
13.	Balochistan Secretaries Committee at Quetta	15-6-2006
14.	Chief Minister Punjab, at Lahore	29-12-2006
15.	Governor Punjab at Lahore	
16.	Chief Minister Sindh at Karachi	8-8-2006 25-9-2007
17.	Governor Sindh and Provincial Ministers at Karachi	9-11-2006 9-1-2007 26-9-2007
18.	Chief Minister, NWFP at Peshawar	8-9-2006 19-7-2006 8-9-2007 19-12-2007
19.	Governor NWFP at Peshawar	20-7-2006 27-9-2007
20.	Chief Minister Balochistan at Islamabad & Quetta	4-8-2006 29-8-2006
21.	Governor Balochistan at Quetta	15-6-2006 31-3-2007

22.	Senior Minister, Sindh at Karachi	25-9-2007

BRIEFINGS AND PRESENTATIONS BY THE FEDERAL MINISTRIES

S. NO.	NAME OF THE MINISTRY	DATE
1.	Ministry for Education	23-6-2006 22-8-2006
2.	M/o Finance	26-8-2006 3-4-2007 5-7-2007
3.	Statistics Division	4-10-2006 14-12-2007
4.	M/o Science & Technology	6-10-2006 3-4-2007 14-12-2007
5.	M/o Women Development, attached departments, autonomous bodies	13-12-2006
6.	M/o Information Technology	9-7-2007 8-10-2007
7.	M/o Health, attached departments autonomous bodies	4-1-2007 25-1-2007
8.	M/o Railways	4-1-2007
9.	M/o Information & Broadcasting	6-1-2007
10.	M/o Foreign Affairs	
11.	M/o Petroleum & N.R., attached departments, autonomous bodies	27-2-2007
12.	M/o Industries, attached departments, autonomous bodies	3-2-2007
13.	M/o Social Welfare, attached departments, autonomous bodies	3-5-2007
14.	M/o Food & Agriculture, attached departments, autonomous bodies	10-5-2007
15.	M/o Labour. attached departments, autonomous bodies	1-6-2007
16.	Minister for Education	1-2-2007
17.	Ministry for Education (Attached Deptts.) and autonomous bodies	15-9-2007
18.	M/o Communication	9-3-2007 26-10-2007
19.	Ministry of Water & Power	30-10-2007
20.	Ministry of Housing & Works, attached departments, autonomous bodies	12-7-2007
21.	Minister of Commerce	9-3-2007
22.	Planning Commission, Monitoring & Evaluation	30-6-2007

PRESENTATIONS MADE TO THE CHAIRMAN NCGR

S. NO.	TITLE OF THE PRESENTATION	DATE
1.	Access to Justice Programme, Islamabad	13-6-2006
2.	Motorways & Highways Police	29-7-2006
3.	Islamabad Traffic Police	
4.	National Bureau for Reconstruction	26-6-2006
5.	I.G. Police Punjab at Lahore	1-8-2006
6.	National Commission for Human Development at Islamabad	2-8-2006
7.	Punjab Irrigation Dev. Policy	8-8-2006
8.	National Police Bureau at Islamabad	23-8-2006
9.	WAPDA, Lahore	10-10-2006
10.	C.B.R, Islamabad	11-10-2006
11.	M.S Wing on Training Strategy, Islamabad	12-10-2006
12.	Pakistan Telecommunications Authority, Islamabad	19-10-2006
13.	Pakistan Atomic Energy Commission (PAEC)	24-1-2007
14.	Federal Public Service Commission (FPSC) Islamabad	17-2-2007
15.	National Vocational and Technical Education Commission (NAVTEC)	17-2-2007
16.	National Tariff Commission (NTC) Islamabad	16-3-2007
17.	Punjab Education Foundation	4-4-2007
18.	CARE School, Lahore	4-4-2007
19.	Pakistan Ombudsmen Conference, Islamabad	14-4-2007
20.	Pakistan Agriculture Research Council, Islamabad	31-5-2007
21.	Sindh Ombudsman, Karachi	22-6-2007
22.	E-Government Directorate, Islamabad	9-7-2007
23.	Civil Aviation Authority(CAA), Karachi	5-9-2007
24.	Pakistan Software Export Board, Islamabad	1-11-2007
25.	Jinnah Postgraduate Medical Centre (JPMC) Karachi	8-11-2007
26.	National Highways Authority (NHA) Islamabad	12-11-2007
27.	National Database and Registration Authority (NADRA)	13-11-2007
28.	Pakistan Audit Conference, Islamabad	24-11-2007

PRESENTATIONS MADE TO THE COMMISSION

S. NO.	NAME OF THE MINISTRY/ DEPARTMENT
1.	Ministry of Finance
2.	Auditor General of Pakistan
3.	Ministry of Information Technology
4.	Planning Commission
5.	Federal Board of Revenue
6.	National Commission for Human Development

SYNDICATES AND GROUP DISCUSSIONS ON NCGR PROPOSALS AT NATIONAL MANAGEMENT COLLEGE, LAHORE

S. NO.	DATE
1.	27-4-2007
2.	8-5-2007
3.	28-6-2007
4.	13-9-007
5.	23-10-2007
6.	5-12-2007

VISITS TO THE DISTRICTS

S. NO.	NAME OF DISTRICT	DATE
1.	Abbottabad	21-7-2006
2.	Gujrat	21-8-2006
3.	Jand Tehsil Distt. Attock	26-10-2006
4.	Gujranwala	18-1-2007
5.	Kohat	20-1-2007
6.	Tando Allahyar	2-3-2007
7.	Hyderabad	3-3-2007
8.	Sialkot	15-3-2007
9.	Quetta	31-3-2007
10.	Lasbela	20-6-2007
11.	Karachi	21-6-2007
12.	Mansehra	3-7-2007
13.	Rawalpindi	23-11-2007
14.	Peshawar	13-3-2007
15.	Lahore	6-4-2007

VISITS TO THE INSTITUTIONS

S. NO.	NAME OF INSTITUTION	DATE
1.	Large Tax Payers Unit, Lahore	4-9-2006
2.	Directorate of Training, Income Tax, Lahore	4-9-2006
3.	Information Service Academy	6-9-2006
4.	National School of Public Policy, Lahore	18-10-2006
5.	Postal Staff College, Islamabad	17-8-2006
6.	Foreign Service Academy, Islamabad	24-8-2006
7.	Police Academy, Islamabad	28-8-2006
8.	Audit and Account Academy, Lahore	29-8-2006
9.	Civil Service Academy, Lahore	29-8-2006
10.	Foreign Training Institute, Islamabad	2-9-2006
11.	Secretariat Training Institute, Islamabad	14-10-2006
12.	DMG Campus, Lahore	6-4-2007
13.	Pakistan Public Administration Research Center, Islamabad	9-4-2007
14.	Pakistan Council for Scientific and Industrial Research, Islamabad	17-1-2007
15.	National Institute of Electronics, Islamabad	17-1-2007
16.	National Physical and Quality Standards, Islamabad	17-1-2007
17.	Council for Water Research, Islamabad	17-1-2007
18.	Pakistan Atomic Energy Commission Labs, Islamabad	17-1-2007

PUBLIC CONSULTATIONS, SEMINARS AND FOCUS GROUP MEETINGS

S. NO.	NAME OF THE GROUP	DATE
1.	Focus Groups Senior retired officers at Lahore	15-7-2006
2	Senior retired Officers Focus Groups at Islamabad	3-8-2006
3	Young Officers Focus Group at Islamabad	19-8-2006
4	Senior retired Officer Focus Group at Karachi	31-8-2006
5	Senator Ilyas Bilour ANP	7-9-2006
6	Focus Group of Senior retired officers at Peshawar	20-7-2006 9-9-2006
7	Postal Officer Group	23-1-2007
8	Executive Development program (EDP) participants	9-2-2007
9	Focus Group of Middle level officers at Lahore	10-2-2007
10	DMG Association representatives	22-3-2007 30-10-2007
11	American Business Council, Karachi	16-4-2007
12	Lahore School of Economics, Lahore	2-5-2007
13	Military Land & Cantonment Services	8-6-2007
14	Public Seminar organized by LUMS, Lahore	9-6-2007
15	Public Seminar organized by SPDC, Karachi	19-6-2007
16	Pakistan Economic Forum, Islamabad	29-6-2007 3-8-2007
17	Sustainable Development Policy Institute (SDPI), Islamabad	5-7-2007
18	Public Seminar organized by PIDE, Islamabad	21-7-2007
19	English Speaking Union, Lahore	31-10-2007
20	Chief Finance and Accounts Officers, Islamabad	4-12-2007

FOLLOW UP MEETINGS

S. NO.	MEETING HELD WITH	DATE
1.	Rector, NSPP, Secretary Establishment on Training Strategy	26-11-2007
2.	Chairman, FPSC	28-9-2007
3.	Addl. Secretary Establishment on job descriptions	20-11-2007
4.	Minister/ Secretary Education	23-11-2007
5.	Secretary Health	17-11-2007
6.	Public Service Commission, NWFP	27-10-2007
7.	Chief Secretary, NWFP & Secretary Establishment	27-10-2007
8.	Senior Health Minister Sindh	25-10-2007
9.	Governor, Sindh	26-10-2007

PART – 2

MINUTES OF THE MEETINGS OF NCGR

MINUTES OF THE 1ST MEETING
OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS
JUNE 07-08, 2006

The first meeting of the National Commission for Government Reforms (NCGR) was held under the Chairmanship of Dr. Ishrat Husain on June 07-08, 2006 at the Prime Minister Secretariat. List of the participants is attached.

2. After the recitation from the Holy Quran, the Chairman in his welcome address to the participants briefed them about the purpose for which the NCGR has been established. He said that the Commission would identify ways and means and make recommendations to the Steering Committee co-chaired by the President and the Prime Minister to improve upon the working of the government machinery with the focus on good governance and efficient delivery of service to the common man. The Chairman pointed out that the agenda before the Commission was ambitious and vast but some work has already been done in the following areas of reforms:-

a) Rationalization of the functions and role of the government.

b) Addressing the concurrent matters and delegation of powers to the provinces.

c) Empowering the ministries and giving them financial autonomy once the budget is allocated to them so that the secretaries could carry out the business efficiently and effectively.

d) Reforms in the areas of the basic public services such as health, education, police etc.

e) Addressing the problems of the terms and conditions of the civil services including pay and pension issues, performance management issues, empowerment etc.

3. The Chairman further emphasized that the reform process (in decision making) should start from the federal level and go down to the district level. However, in service delivery it must be a bottom up approach. He stressed the need for setting up priorities for the Commission and identification of those **"Low Hanging Fruits"** that are comparatively easy to implement and bring immediate change. He informed the

members that he has already taken the provinces into confidence and the Commission shall work in close liaison with the provinces before making recommendations to the Steering Committee. The Provincial Chief Secretaries' Committee and the Federal Secretaries Committee will be involved in consultation process on a regular basis to build up ownership and consensus about reforms.

4. Sharing his views on the functioning of the Commission the Chairman said that the Sub-Committees may be formed with clear tasks and timelines. To facilitate the Sub-Committees relevant expertise may be inducted from outside, with the approval of the Chairman. The Commission has been authorized to co-opt other members from time to time to help and facilitate its deliberations and those of the Sub-Committees.

5. After the opening remarks the Chairman invited all the members and other participants for open discussion.

Mr. Shahid Kardar specified the following reform areas:

a) The need for specifying the role of the government before determining the size of the government i.e. "what the government should do and pay for such as Law & Order etc." and "what the government should not do and not pay for such as running businesses" and "what the government should not do and pay for such as education"

b) Training and development of the lower grade employees i.e BS 1-16 to develop the required skill mix to deliver the service since they are the one who are the actual service provides to the public.

c) Review recruitment of BPS 1-22:
   i) The lower grade staff should not be included in the category of the civil servants.
   ii) There is also a need for identifying the contractual positions.
   iii) There is a need for remuneration reforms.

d) Clarification of role of National Reconstruction Bureau (NRB).

The Chairman said that the reforms proposals prepared by NRB and the E. Government Directorate under Information Technology Division shall now be reviewed by the Commission before the presentation to the Steering Committee.

Dr. Shafqat Ali Shah Jamot stressed the need for reorganizing the bureaucracy. Dr. Jamot said that for years the lust of personal gain has

compromised the state institutions. The concept of inferior and superior services should be examined. He also mentioned that frequent transfers and postings of officers in Sindh Government is causing immense difficulties in the development of the Province.

Mr. Asad Jahangir spoke about the need for customer service in the public service areas. He also felt that financial and administrative autonomy should be given to the implementing agencies.

Dr. A. Malik Kasi spoke about the poor service standards in the province of Balochistan with particular reference to Patwaris, Issuance of National Identity Cards, poor standards of education, mismanagement of funds etc. He said that immediate attention should be given to improve the educational standards in Balochistan and the remuneration packages to the teachers.

Mr. Shams Qasim Lakha stressed the need for prioritizing the reform process. Giving his views on the inefficiency of the officers he said that there is an immediate need for the rational performance management system and its early implementation. He also felt that the Commission should consult the international models of Iran, UK, Canada etc. through an international advisory committee.

Secretary Establishment said that the Commission should avoid the risk of repetition keeping in view the time constraint under which the Commission has been entrusted with the responsibility of reforms initiative and implementation. He said that Commission should consider fine tuning of the existing structures and that the reforms process should be a continuous phenomenon. He stressed the need for clear vision with the focus on customer service. Commenting on the proposal of the Chairman on the formation of the Sub-Committees, he emphasized that such formation shall be a constraint on members. Members should be able to give directions for the reforms.

Secretary, National Commission for Govt. Reforms (NCGR) emphasized the need of clarifying the role of the government followed by the structural reforms, systemic reforms and the attitudinal reforms.

Mr. Farooq Rahmatullah, identified two major areas of reforms. He said that there should be simple model for Public Service and accordingly the Human Resource Management.

Additional Secretary Finance said that explicit instructions should be given to the ministries about the reforms initiatives that are being undertaken by the NCGR.

Additional Secretary, Cabinet Division said that the reforms process should have the legal cover. He also raised the concern that far too many government organizations are working without legal cover. He also felt that health and education should be given top priority in the reforms process.

6. After listening to the opening comments of the members Chairman said that the reforms priorities should be set immediately. The Commission is required to give recommendations to the Steering Committee once every three months as such the frequency of the NCGR meetings should be once a month so that the work could be carried out on swift pace. With regard to the issue of media contact, Chairman said that he will himself act as the Spokesperson for the Commission.

Agenda # 1

7. Once the open discussion was over the Secretary NCGR gave presentation on the "Federal and Provincial Government Structures".

8. After listening to the presentation the Chairman affirmed the concept that the government functions should be divided into three areas i.e. policy formulation, Regulation and the Operational. Policy formulation should be the role of the ministries / divisions; Operations and executive functions should be with the departments and regulations with the regulatory bodies.

9. After discussing various facets of the presentation the members agreed on the devolution of powers on concurrent matters from federal government to the provincial governments and to the districts. The issue of equality in the federal, provincial and the district services was also discussed at length. The members also

agreed on the need for reducing the number of government employees in light of the functions of the government.

Agenda # 2

10. The second presentation was on the "Road map of the civil service reforms" given by the Secretary NCGR. After the presentation the members agreed that immediate attention is required on the HRM areas such as Job Analysis, Performance Management System and Remuneration. Mr. Kardar also felt that BPS 1-16 should not be left out in the remuneration reforms. The members stressed the need for the revamping of the Rules of Business and the re-organization of the Federal Divisions.

Agenda # 3

11. The day -2 started with the presentation on the "Restructuring of the Civil Service" by the Secretary, NCGR

12. The presentation invited discussion on the current status of All Pakistan Unified Grades (APUG) and its role in the future civil service structures. The proposal of National Executive Service (NES) was also discussed at length.

13. The Chairman stressed the need for strengthening and re-orienting BPS 1-16 at the district level and the formation of new rules to facilitate the provision of efficient services to the common citizens.

14. After discussing various areas of reforms the following was agreed upon;

i. The priority of reforms process should be guided by improved service delivery by Government institutions to Common Citizens.

ii. Immediate reforms priority should be given to Health, Education, Police, Land Revenue and Rules of Business.

iii. The reforms should centre on promoting federal-provincial harmony so that the sense of deprivation could be removed. Merit with regional representation would achieve this objective.

iv. Service superiority / inferiority should be removed.

v. The reforms should promote service equality amongst federal, provincial and district services.

vi. HRM approach should be applied to the reforms in the civil services including the reorientation of the civil service.

DECISION

15. After listening to all the three presentations the Commission decided to constitute five Sub-Committees that will prepare recommendations for the discussion in the areas of reforms that have been given the top priority i.e. Rules of Business, Health, Education, Land Revenue and Police. The following Sub-Committees were approved;

1. Sub-Committee on Rules of Business

i. Mr. Farooque Rahmatullah
ii. Mr. Shahid Kardar
iii. Secretary Establishment

2. **Sub-Committee on Health**

i. Dr. A. Malik Kasi
ii. Mr. Shams Qasim Lakha
iii. Secretary Cabinet

3. **Sub-Committee on Education**

i. Mr. Shahid Kardar
ii. Mr. Shafqat Ali Shah Jamot
iii. Mr. Shams Qasim Lakha

4. **Sub-Committee on Land Revenue**

i. Mr. Shafqat Ali Shah Jamot
ii. Mr. Humayun Farshori
iii. Secretary Finance

5. **Sub-Committee on Police**

i. Mr. Asad Jahangir
ii. Mr. Shafqat Ali Shah Jamot
iii. Secretary Cabinet

16. It was decided that the next meeting of NCGR will be held on July 7 & 8, 2006 where all the Sub-Committees shall present their recommendations for discussion.

17. The meeting ended with a vote of thanks to the Chairman.

Dr. Ishrat Husain
Chairman NCGR

LIST OF PARTICIPANTS

1.	Dr. Ishrat Husain	Chairman
2.	Dr. A. Malik Kasi,	Member
3.	Mr. Shafqat Ali Shah Jamot	Member
4.	Mr. Shahid Kardar	Member
5.	Mr. Shamsh Kasim Lakha	Member
6.	Mr. Farooq Rahmatullah	Member
7.	Mr. Asad Jahangir	Member
8.	Syed Tariq Ali Bokhari, Secretary Establishment	Ex-Officio Member
9.	Mr. M. Azam Rathore, Acting Secretary, Cabinet Division	Ex-Officio Member
10.	Maj Gen (R) Syed Asif Riaz Bukhari	Member/ Secretary

In Attendance

1. Mr. Asif Bajwa, Additional Secretary, Finance Division
2. Mrs. Nargis Sethi, NCGR
3. Syed Najam Saeed, General Manager, CSRU
4. Syed Anwar-ul-Hassan Bukhari, General Mangager, CSRU
5. Mr. Saeed Ahmed Memon, General Manger, CSRU

MINUTES OF THE 2ND MEETING
OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS
JULY 7-8, 2006

The second meeting of the National Commission for Government Reforms was held under the Chairmanship of Dr. Ishrat Husain, Chairman NCGR on July 7-8, 2006 at the State Bank of Pakistan building, Karachi.

Day -1

2. The Chairman in his opening address welcomed the participants. Since the provinces were participating in the Commission's meeting for the first time the Chair apprised the Chief Secretaries, Secretaries and the other representatives of the goals and objectives that the Commission has set for it self. The other areas that the Chairman highlighted are as follows:

a) The need for the provinces to exchange information regarding the reforms initiatives that they have under taken for mutual benefit.

b) Finding ways and means to improve the moral and the productivity of the civil servants.

c) The role of NCGR as a service provider to facilitate the implementation of policy initiatives undertaken by the provinces.

Summing up the opening remarks Dr. Husain said that the Commission shall welcome any suggestions / inputs from the provinces that can contribute in improving the systems and the functioning of the governments.

3. On the invitation of the Chairman, Mr. Fazal ur Rahman, Chief Secretary Sind, presented the following over view of the problems of governance in Sind and the areas that need immediate consideration of the Commission:

a) The continuous interference of the federal government in the provincial business is affecting the efficiency and effectiveness.

b) There is an immediate need for addressing the clarity of roles and responsibilities of the Federal, Provincial and District governments down to the Union Council level. The local government ordinance has failed to define the linkage between the district and the provincial governments.

c) Capacity building at the District and the Tehsil level.

d) Improper use of the funding for the social sector development. Interestingly the Law & Order budget has also exceeded the Social Sector Budget.

e) Political interference is making it difficult for the government institutions to work effectively.

f) Roles of the Nazims and the DCOs needs clarification. DCO should be delegated some level of authority, particularly with reference to financial powers.

g) The security of tenure for the government officers in the province must be taken up immediately as guaranteed under the rules of business. Since frequent transfer are adversely affecting the productivity.

4. The Cabinet Secretary in his comments after listening to the overview of the Chief Secretary Sind stressed the need for:

a) Formulation of the methodology for promoting coordination between the Federal, Provincial and the District Governments.

b) Constitution of the Participatory Committee to look into the Rules of Business and the level of interference from the federal government.

c) Impact Analysis of the Devolution Plan.

5. Balochistan in its presentation gave a detailed account of the current functioning of the government particularly with reference to the local governments, its priorities, the future planning and the issues. Following are the salient features of the presentation:

a) Prioritization of devolution and decentralization through a well knit coordinated effort between District Nazims, Administrative Secretaries and the DCOs.

b) Development of the policy for the improvement in the Social Services Sector focusing literacy, educational standards and health. Identification of non-functional facilities in the health and educational sector and finding ways and means to make them functional.

c) Focus on increasing the efficiency and the productivity of the civil servants through capacity building, merit based recruitment and the promotion policies. priority

d) Precedence to the functioning of police; awareness programs for the people to understand their rights as well as the capacity building of the judiciary.

e) Development of the monitoring mechanism to ensure prompt implementation of important directives/matters.

f) To improve the financial administration the Government of Balochistan has taken the following steps:

   i. Delegation of Powers and Re-appropriation of Rules 2006.
   ii. Separate Inspectorate of Treasuries
   iii. Development of the separate website of the Finance Department.
   iv. Performance Grant Rules of the Local Government.
   v. Inception of Public Expenditure Tracking Survey.
   vi. Revision of Manuals and Handbooks.
   vii. Financial Management Instructions have been issued issued for Local Governments.

6. The issues related to regularizing IPC meetings, resolution of claims with the Sind and the Federal Government, financial gaps, inadequate allocation in current PSDP, proportionate share in the provincial resources were also presented.

7. The Secretary Education, Balochistan also stressed the need for the training of Nazims and the development of procedures for their accountability.

8. Commenting on the presentation the Chairman NCGR and the Finance Secretary said that the provinces instead of only highlighting the problems must also come up with the solutions.

9. The Project Director of the Decentralization Project, NWFP in his presentation gave an account of the devolution and its affects on the functioning of the governments. The following issues were specifically highlighted:

a) The local government ordinance despite its benefits of public participation, nurturing grass root democracy and grooming of the future leadership has created problems related to rational distribution of authority and responsibility amongst the various tears of the government. As a result the Home Secretaries and the Chief Secretaries are doing the job of DMs and SDMs, the coordination is non-existence at the regional level and the provincial government at the district and sub-divisional level has become non-functioning

entity. The Government of NWFP suggested the amendment in the local government ordinance to empower the DCO for maintaining law and order in the district.

b) The political interference in the district affairs is also making life difficult for the District Nazim on top of that the Chairman Union Council is also not willing to cooperate with the Zila Nazim. The situation has resulted in the decay of infrastructure and misuse of funds.

c) It was also mentioned that NRB recommendations have only been partially recommended.

d) The issue of the clarity of roles between the Federal, Provincial and the District Governments were also presented.

e) Civil service matters on career progression, horizontal mobility and uneven chances for district service were also raised. The NWFP government also highlighted the scarcity of the skilled human resources at the district level.

10. The Cabinet Secretary in his remarks stressed the need for consensus building amongst the stake holders and the national coordination on the issues related to governance.

11. The Additional Chief Secretary, Punjab gave a detailed presentation on the governance reforms that are being initiated by the Government of Punjab:

a) Formulation of a strategic vision.

b) Social Sector Strategy focusing on enhanced outlays for Education, Health, Water Supply and Sanitation.

c) Performance based governance focusing on service delivery, outcomes, achievements and results.

d) Reform of business processes including planning processes coupled with financial management reforms, civil service reforms and reform of procurement procedures.

e) Improved implementation through better monitoring and evaluation techniques.

f) Focusing on alternate service delivery mechanisms – public private partnerships.

g) Supporting and strengthening devolution process through capacity building, improved resource flows to local governments and a better regulatory and monitoring framework for them.

h) Supporting macro economic stabilization policies of GOP and devolution.

12. The Additional Chief Secretary, Punjab also informed the Commission about the initiatives involving the use of Information Technology. He particularly highlighted the pilot project on Land Revenue Records in the districts of Gujrat and Rahim Yar Khan in addition to the digitization of the Motor Vehicle Registration and the Arms Licenses.

13. Secretary, Change Management Unit briefed the Commission about the Civil Service Reforms Processes that are being initiated by the Government of Punjab. She also asked the Commission to facilitate the provincial government in developing the job analysis so that recruitment and the remuneration packages could be rationalized.

14. The Additional Chief Secretary, Punjab also presented an overview of the challenges that the government has to deal with in the wake of new paradigm of the public / private partnership:

a) Providing a legislative framework that provides for efficient public private partnership agreements.

b) Building public sector capacity for structuring public private partnerships and managing their risks.

c) Regulatory oversight to ensure fiscal discipline and proper risk allocation in public private partnership transactions.

15. Punjab concluded its presentation by giving examples of the successful reforms initiatives that included Punjab Education Sector Reform Programme, Market Based Rates System for Civil Works and Farmer organizations in Lower Chenab.

16. The session was concluded on Day-1 was concluded by the Chairman after the presentation from the Additional Chief Secretary, Punjab. The Chairman asked all the provincial representatives to have a joint discussion on the various issues that are common, prioritize them and present their recommendations to the Commission next day.

Day-2

17. The Chairman circulated the concept paper authored by him on Reforming the Government, Security of Tenure, Placement Policy for the Civil Servants (already approved by the Prime Minister) and the paper on the Post of the Cabinet Secretary as the Focal person amongst the ministries / divisions of the federal government.

18. The Commission Members after reviewing the papers unanimously approved the subjects highlighted in these papers and also agreed to put up the papers as the agenda item for the meeting of the steering committee.

19. The Commission reviewed the nine (9) recommendations of the sub-committee representing all the provincial governments chaired by the representative of the Government of Punjab. The Commission immediately approved two (2) recommendations out of the nine for the presentation before the steering committee as a part of the overall agenda. The items covered the following:

i. ILAQA Magistracy System.
ii. District Monitoring Mechanism on the pattern that is being prepared and implemented by the government of Punjab.

20. The working paper for the meeting of the steering committee is to be prepared by the Additional Chief Secretary, Punjab before the next meeting of the Commission scheduled for the 9th-10th of August 2006 in Lahore.

21. The sub-committees of the Commission on Police Reforms, Education, Health and the Rules of Business presented their initial reports.

22. The Recommendations of the Sub-Committee on Police Reforms:

Mr. Asad Jahangir, Chairman Sub-Committee on Police Reforms in his presentation discussed the various structures of the Police organization and gave the following recommendations:

i. The re-organization of the Police on functional lines to bring about specialization and the creation of experts.
ii. Designing the merit based recruitment system.
iii. Strengthening the investigation branch.
iv. Re-designing of the system of accountability.

v. Establishment of an independent prosecution service and kick start the District and Provincial Safety Commissions.

vi. The 87 amendments carried out in the Police Order may be reviewed since they override the operational autonomy of the police.

vii. Establishment of the special commission to oversee the implementation of the Police Order.

23. The Recommendations of the Sub-Committee on Health Service Reforms:

a) Dr. Abdul Malik Kasi, Chairman Sub-Committee on Health Services Reforms gave an overview of the current problems in the health sector and the remedies. This was followed by the following recommendations:

   i. Empowerment of EDO at the district level including the delegation of fiscal controls & authority and the capacity building of the EDOs.

   ii. Induction of Specialists for Policy Formulation (Federal, Provincial and District Government Level)

   iii. Mobilization of the BHUs through open bidding. (Rahim Yar Khan Model)

   iv. Separating Hospital Administration from the Medical Services.

b) The Chairman NCGR advised the sub-committee to examine the current functioning of the BHUs and identify those areas that can be addressed immediately for the benefit of the common man. He also said that the sub-committee should meet again to review the Rahim Yar Khan Model for BHUs and suggest improvements.

c) Commenting on the Medical Staff organization the Chairman said that it is too complicated and may be simplified.

d) The Chairman advised the Member / Secretary of the Commission to prepare the TORs on behalf of the Commission and to approach the Secretary Health, Punjab to coordinate with all the other provinces on the delivery of the Health Services at an optimized level.

24. Recommendations of the Sub-Committee on the Rules of Business were discussed and the Chairman NCGR advised the Secretary Establishment to write to all the Secretaries of federal government and the Chief Secretaries of the Provinces to highlight the problems faced by them in running the day to day affairs of their Ministries / Divisions in the light of the existing rules of business and propose changes in the same.

25. Mr. Shahid Kardar, Chairman Sub-Committee on Education sought the advice of the Commission on the clarity of business area of the sub-committee. The Chairman NCGR advised that the district is to be based as basic unit for the preparation of the recommendations of the sub-committee on education. The Chairman further advised Mr. Kardar to expand the current model of private / public partnership for the primary level education and explore the possibility of the utilization of the government schools buildings by the private school management to conduct the evening classes.

During the follow up meeting held in the Committee room of CSRU on July 10, 2006 the Chairman directed the Secretary to the sub-committee on education to convey his advice to consult the Ministry of Education / HEC / Provincial education departments before preparing any recommendations.

26. The other matters that were discussed during the meeting of the Commission are as follows:

a) The criteria for the appointment of the professionals in the MP/M scales must be adhered to and it should not be allowed to oblige the retired military / civil bureaucrats who do not meet the eligibility criteria. The Chairman advised the Finance Secretary to reinforce the laid down criteria for the appointments in the MP/M scales and any deviation may be brought to the notice of the Commission.

b) The agenda items for the up-coming meeting of the Steering Committee was also discussed and finalized as follows:

   i. Concept paper on reforming the government.
   ii. Security of the Postings Tenure.
   iii. Empowerment of the Secretaries Committee.
   iv. Implementation of the already approved Placement Policy.
   v. ILAQA Magistracy.
   vi. Monitoring Mechanism.

c) Induction in APUG from BS-20 with separate examination / syllabus for respective occupational groups was also discussed. The Chairman

advised the Member / Secretary NCGR to send the reference to Secretary Law for comments on the proposal.

d) Commenting on the current system of the combined competitive examination Dr. Husain said that it needs a review. He proposed that separate examination should be held to recruit officers for separate cadres keeping in view the professional skills requirements.

27. The Chairman specially thanked the representatives of the Provincial Governments for their valuable contribution to the Commission.

27. The Commission agreed to hold its next meeting on August 9-10, 2006 at Lahore. The venue will be arranged by the D.G. NCGR.

28. The meeting ended with the vote of thanks for the Chair.

LIST OF PARTICIPANTS

1.	Dr. Ishrat Husain	Chairman
2.	Mr. Farooq Rahmatullah	Member
3.	Dr. A. Malik Kasi	Member
4.	Mr. Shafqat Ali Shah Jamot	Member
5.	Mr. Shahid Kardar	Member
6.	Mr. Asad Jahangir	Member
7.	Mr. Ejaz Rahim, Secretary, Cabinet Division	Ex-Officio Member
8.	Syed Tariq Ali Bokhari, Secretary Establishment	Ex-Officio Member
9.	Mr. Tanwir Ali Agha, Secretary Finance,	Ex-officio Member
10.	Maj Gen (R) Syed Asif Riaz Bukhari	Member/ Secretary

In Attendance

11. Ms. Nargis Sethi, Director General, NCGR
12. Mr. Saeed Ahmad Memon, General Manager, NCGR
13. Mr. Najam Saeed, General Manager, NCGR

Participants of Provincial Governments

14. Mr. Fazal-ur-Rehman, Chief Secretary, Government of Sind.
15. Mr. Naguibullah Malik, Additional Chief Secretary, Govt. of Punjab
16. Mr. Ghulam Ali Shah Pasha, Secretary Education, Govt. of Sind.
17. Mr. Munir Ahmad, Chairman, Chief Minister's Team, Govt. of Balochistan
18. Mr. Badshah Gul Wazir, Home Secretary, Govt. of NWFP
19. Mr. Muhammad Mushtaq Jadoon, Managing Director, Education Dept, NWFP
20. Mian Sahib Jan, Secretary Establishment, Govt. of NWFP
21. Ms. Farkhanda Wasim AfzaI, Secretary Services, Govt. of the Punjab.
22. Ms. Rashida Hayat Malik, Secretary CSR, CMU, Govt. of the Punjab
23. Mr. Nazar Hussain Mahar, Secretary Implementation, Govt. of Sind.
24. Rana Naseer Ahmed, Secretary, Govt. of Sind.
25. Mr. Sabhago Khan Jatoi, Director General, Culture & Tourism, Govt. of Sind.
26. Mr. Mehtab Ahmed, Additional Secretary (Regulations), Govt. of Sind.
27. Mr. Rasheed Alam, Special Secretary, Home Department, Govt. of Sind.

MINUTES OF THE 3RD MEETING
OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS
AUGUST 9TH & 10TH, 2006

The 3rd meeting of the NCGR was held at the Darbar Hall, Punjab Secretariat Lahore on August 9 & 120, 2006. The meeting was chaired by Dr. Ishrat Husain, Chairman, NCGR.

August 9,2006

2. In his opening remarks the Chairman thanked the Punjab Government for making it possible for the Commission to hold its meeting in a befitting and cordial manner. He informed the participants that NCGR is not there to reinvent the wheel rather it is capitalizing on the various reforms initiatives that the Provincial governments have already undertaken. He said that it is the part of NCGR's strategy to work in consultation with all the stake holders including the political leaders as the sustainability of the reforms process can only be achieved through the collective efforts and by developing consensus. The Chairman in particular thanked the Chairman of the Pay & Pension Committee and his team members for taking out time for sharing its findings and recommendations with the Commission and the provincial representatives.

Presentation of the Pay & Pension Committee

3. Mr. Mueen Afzal in his presentation to the Commission gave an account of the goals that the committee had set for it self keeping in view the negative impact that the current situation is inflicting upon the civil service as a whole, the methodology and the road map. He told the Commission that the two broad underlying goals for the Pay & Pension Committee were:

a. To attract qualified and talented individuals to civil service and
b. To Retain the existing talent

4. In addition to the above the committee also focused on certain other aspects such as rewarding the civil servants according to the job, bringing in the concept of pay for performance, removing inequalities of emoluments with in the civil service, rationalization of the salary structure on the basis of the scientifically laid down Job Analysis etc. He further informed the participants of the meeting that the

recommendations of the Pay & Pension Committee are based on the information gathered through a salary and the employee benefits survey that kept itself confined to the local business houses. One of the important findings of the survey was that the difference of pay package at the staff level between the public and the private sector is not that wide; however, the same in some cases widens up to 200% at the officer level.

5. On increasing pension liability the Chairman of the Pay & Pension Committee said that with the civil work force of 4.0 million and the military personnel it is impossible for the government to sustain the pension in its current form. He said that the contributory pension system is the only remedy to bring down the ever ballooning pension liability for the government.

6. After the presentation the Chairman NCGR said that an HRM sub-co9mmittee will be formed to review and work on the recommendations of the Pay & Pension Committee.

Presentation by the Chief Secretary (Punjab)

7. The Chief Secretary, Punjab briefed the Commission about the governance reforms undertaken by the Government of Punjab to foster excellence in public service management with a focus on out come. He said that the reforms initiative has the following two dimensions:

- Internal reforms- Impacting government servants and internal work processes and
- External reforms- Impacting people and focusing on improvement in delivery of public services

8. Talking about the primary goals of the reforms in the area of Education and Literacy the Chief Secretary said that enhancement in the enrollment rate at the primary and secondary level, improvement in the quality of teachers and the learning outcome through public participation and accountability are the end targets. He further added that the implementation of these reforms is supported by the state of the art monitoring and evaluation system.

9. On the health sector reforms the Chief Secretary said that the program covers all levels of health care ensuring fixed standards, providing missing facilities in BHUs and RHUs by benchmarking and improving sub-optimal level of resource

utilization. Autonomy of mega hospitals/ medical institutions through Boards of Management, Human Resource management, developing public private partnerships are also a part of reforms initiative in the health sector duly aided by monitoring and evaluation system.

Presentation by the Secretary Education(Punjab)

10. The Secretary Education in his presentation gave an account of the strategic framework that the Government of Punjab has undertaken in line with the National Education Policy entitled **Punjab Education Sector Reform Program.** He said that these reforms are focused to improve quality, access and governance of the education system. The Secretary Education informed the Commission that the reforms program has been distributed in several activities including stipend to the girl students, distribution of free text books, improvement of teaching quality, reactivation of School Councils, infrastructure etc. backed up by a well organized Monitoring and Evaluation System. He also gave a demonstration of the soft ware system that is being used for monitoring and evaluation of the Punjab Education Sector Reform Program.

Presentation by the Secretary Health (Sindh)

11. The presentation of the Secretary Health revolved around the objectives that the provincial department has set for it self, targets as per the Millennium Development Goals and the constraints that the department is facing. He briefed the Commission about eh targets as per the MDGs that included the control of communicable and non-communicable diseases, improvement in the maternal child health, countering malnutrition, development of the district health system, regulation of private health sector reforming medical education etc. The presentation also highlighted the resource constraint including both the budgetary and the human resource. One important resource constraint that was discussed was the acute shortage of the nursing staff. Presently the province is short of approximately 25000 nurses and there is no plan on the ground to address this serious issue. The Chairman NCGR advised Secretary Heal to expand training facilities for nurses and paramedics by involving both the private and public sector.

Presentation by the Secretary Health (Punjab)

12. Mr. Javed Malik, Secretary Health briefed the Commission about the health sector reforms of the Punjab Government. The presentation covered the wide

range of reforms that are being taken up by the provincial health department that focuses improvement in health service delivery at all levels through research & evidence based planning, human resource management, community & private sector partnership, new programs and facilities etc. The Secretary Health particularly highlighted the efforts that have gone in to make all the BHUs functional including the incentive program for the doctors to serve at the Basic Health Units. He also highlighted the importance the Punjab Government is giving to the quality health support services through better training for the nurses and the paramedics. The Chairman summed up by saying that the reform program was at an early stage but should be monitored carefully for assessing results.

Presentation by the Additional Chief Secretary (NWFP)

13. The Additional Chief Secretary (ACS) NWFP gave an overview of the reforms initiatives of the provincial government in the areas of Education and Health. The specialized training of the District managers has also been a feature of reforms. Speaking on the reforms process in the educational sector the ACS in particular highlighted initiatives such as Separation of Management and Teaching Cadres, Introduction of School Based and Performance based Budget, Development of the teacher Guide Books, Localized Recruitment of Teachers, Private Public Partnership etc. for improving the quality of education and better governance. He also said that number of steps have been taken to improve the gender imbalance at the school level such as special allowance of Rs.1,000 per month to encourage the female teachers to teach in the schools located in the rural areas as well as giving an incentive of Rs.200 per month to the girls students for all grades to enhance the enrollment. The government is also giving free text books to all the students at both the primary and the secondary level. The ACS informed the Commission that a strong Monitoring and Evaluation System is being enforced. This includes the establishment of the High Education Regulatory Authority, Establishment of new universities, Establishment of the Education Testing and Evaluation Agency and the Introduction of the in-service training for the college teachers through Frontier Education Foundation Academy etc.

14. In his overview on the health sector reforms the ACS informed the Commission that special attention has been given to Human Resource Management focusing on initiatives like special pay packages for the marginalized districts. Other strategic steps that have been taken to improve the healthcare delivery includes Up-Gradation of the

DHQ Hospitals, Hospital Autonomy, Separation of the Management Cadre, Public Private partnership, Establishment of the Health Regulatory Authority, Social Health Insurance etc. backed up by strong Monitoring and evaluation System.

15. The Chairman was of the view that the experiment of separating management cadre in health and education by NWFP was great interest.

August 10,2006

Presentation by the Secretary Education (Sindh)

16. The Presentation by the Secretary Education focused on the Institutional, Structural and the Administrative reforms aimed at enhancing access to the primary and the secondary education and improving quality of education. He said that the premise of the reform program is output based though Monitoring and Evaluation System. The Secretary Education also gave an account of the government initiatives such as establishment of the Reform Support Unit to allow for the management, coordination and streamlining of various activities within the Education Sector, widening of the education delivery base by institutionalizing the role of the private sector etc. The other initiatives include the distribution of free text books and the stipend for the female students as an incentive to attend the school.

Presentation by the Chairman NCHD

17. The Chairman of the National Commission for Human Development in his presentation described the background and the purpose that led to the establishment of the Commission in January 2002. Giving details he said that Lack of capacity, competency and the managerial inefficiency amongst the line departments, newly elected representatives, Lack of Community Participation, Gaps of delivery, quality, financing and coverage in government programs etc. needed an organization devoted to fill these gaps and help Pakistan achieve Millennium Development Goals. Dr. Nasim Ashraf further highlighted the Commission's core guiding principles/strategy that focus Community Participation, outcomes by improving social sector delivery at grass roots, strengthening of the public sector by incorporating the international best practices, capacity building of al stake holders etc. The Chairman NCHD said that the Commission gives attentions to the educational and health sector development. He further gave an account of the mandatory social service for every citizen of Pakistan.

18. The Chairman NCGR advised the provincial governments to integrate the work NCHD is doing in their provinces in their presentations on Education and Health reforms to provide a total picture.

Presentation by the Chief Secretary (Balochistan)

19. The thrust of the Chief Secretary's presentation was on the current state of affairs in the Education and the Health Sectors of the province. He said that although

they have a clear vision of what to do, however, the lack of resources, mission linkages in the governance and the peculiar geographical and the demographical factors has made it virtually impossible for the Government of Balochistan to achieve the targets and the Millennium Development Goals (MDGs)

20. Briefing the Commission on the issue of education he said that absence of basic infrastructure, non-availability of residential facilities in the far flung areas, cultural taboos, security and poor means of communication are the hard core problems that the government is facing in addition to the financial resources up to the tune of Rs.7.5 billion to make the existing infrastructure operational. On the governance side he said that lack of the clarity of roles and responsibilities amongst the provincial and the District Governments are also a hindrance in the implementation of the already defined targets. However, the government still has been able to take few initiatives including the establishment of 4 new universities including the women university, imparting free education at the primary and the secondary level and free text books up to primary level.

21. On the Health Sector the Chief Secretary said that the situation is not very different from the Education. He informed the Commission that the lack of infrastructure and the Human Resources are the major problems on the operational side whereas political interference and the weak linkage between the province and the districts is an area of concern on the governance. Mr. Rind said that even with these constraints they have still been able to take certain initiatives such as cost sharing for the establishment of private clinics, laboratories etc. through Balochistan Health Foundation loans, capacity building of doctors in health planning and management, mother and child health through federal and foreign funded projects and regulation of the private sector health services.

22. A few members of the Commission asked about the priorities of the Balochistan Government as they were investing in 4 new Universities, Cadet Colleges etc. while the primary enrolment rates were the lowest in the country.

23. The Chairman advised the Chief Secretary to consider the Punjab and Sindh models of Education Sector reforms and adapt them to suit the conditions of Balochistan. He opined that the external donors would be more than willing to help in

the promotion of primary education particularly in the rural areas and backward districts.

24. After listening to all the presentations the Chairman NCGR emphasized that one of the purposes for inviting the provinces to participate in the Commissions meetings is to disseminate best practices and to provide opportunity for them to learn from each others initiatives and experiences

Presentation by the Head of Project Management Unit (Punjab)

25. Mr. Khalid Ahmed Khan, PE (PMP) and Head of the Project Management Unit presented the Earned Value Monitoring System for the Public Sector Development. The presentation highlighted the logic behind the introduction of this system.

26. The Chairman NCGR and the Members appreciated the formation of the Project Management Unit by the Provincial Planning and Development Department. The Chairn1an further said that there is a strong need for institutionalizing the system with a future perspective.

Internal Meeting of the Commission

27. During the last session of the NCGR meeting the agenda for the forthcoming meeting of the Steering Committee scheduled for August 15, 2006 was discussed. The Chairman invited all the Members to give there views on the five points agenda for the Steering Committee. Mr. Shahid Kardar and the Secretary Establishment were of the view that during the first meeting of the Steering Committee only the Concept Paper be presented. The Secretary/Member of the Commission Maj. Gen (R) Asif Riaz Bokhari said that Working Papers require more discussion before being considered in the Steering Committee. Secretary Cabinet desired that All Pakistan Service needs to be mentioned in the Concept Paper as limiting All Pakistan Service to BS-20/22 in future dispensation will have serious implications for the Federation. In the end the majority view was that all the five working papers should be placed before the Steering Committee.

28. The meeting ended with a vote of thanks for the Chair. It was also announced that the next meeting of the Commission shall be held in Peshawar on 8th and 9th of September, 2006.

LIST OF PARTICIPANTS

1.	Dr. Ishrat Husain	Chairman
2.	Mr. Shafqat Ali Shah Jamot	Member
3.	Mr. Shahid Kardar	Member
4.	Mr. Farooq Rahmatullah	Member
5.	Mr. Asad Jahangir	Member
6.	Syed Tariq Ali Bokhari, Secretary Establishment	Ex-Officio Member
7.	Mr. Ejaz Rahim, Secretary, Cabinet Division	Ex-Officio Member
8.	Maj Gen (R) Syed Asif Riaz Bukhari	Member/ Secretary
9.	Ms. Nargis Sethi,	Secretary

In Attendance

10. Syed Najam Saeed, General Manager (CSR)
11. Mr. Saeed Ahmed Memon, General Manger (A & F)
12. Syed Anwar-ul-Hassan Bukhari, General Manager (M & E)
13. Ch. Mueen Afzal, Chairman, Pay & Pension Committee
14. S. Zakir Mahmood, President Habib Bank Ltd. Karachi
15. Mr. Zafar Taji, Director (HR), Interloop Private Ltd. Faisalabad
16. Mr. Muhammad Raziq, Senior Joint Secretary (Regs), Member/Secretary (P & P Committee), Ministry of Finance, Islamabad
17. Mr. Salman Siddique, Chief Secretary, Punjab, Lahore
18. Mr. Najib Ullah Malik, Additional Chief Secretary, Punjab, Lahore
19. Mrs. Farkhanda Wasim Afzal, Secretary Services, S & GAD, Punjab, Lahore
20. Mr. Muhammad Javed Malik, Secretary Health, Punjab, Lahore
21. Mr. Azmat Ali Ranjah, Secretary Finance, Punjab, Lahore
22. Syed Khalid Akhlaq Gillani, Secretary Education, Punjab, Lahore
23. Mr. RAshida Malik, Secretary Civil Reforms/ DG Change Management Unit (CMU), Lahore
24. Mr. Ghulam Ali Pasha, Secretary Education, Sindh, Karachi
25. Dr. Naushad A. Shaikh, Secretary Health, Sindh, Karachi
26. Mr. Iqbal Durrani, Head of Reforms Support Unit, Education Department, Sindh, Karachi
27. Mr. Ghulam Dastgir, Addl. Chief Secretary, NWFP, Peshawar
28. Mr. Mohammad Humayun, Special Secretary (Regulation), S & GAD, Peshawar
29. Mr. Shafiullah Khan, Special Secretary Schools & Literacy Department, NWFP, Peshawar
30. Dr. Nasir Idrees, Deputy Chief (Health Sector Reforms Unit), Health Department, NWFP, Peshawar
31. Mr. Rashid Ahmad, Provincial Director, Decentralization Sport Programme (DSP), Finance Department, NWFP Civil Secretariat, Peshawar
32. Mr. Muhammad Mukhtar, Managing Director, Education Foundation, NWFP Civil Secretariat, Peshawar
33. Mr. Hifz-ur-Rehman, Deputy Director, Decentralization Sport Programme (DSP), Finance Depatment, NWFP Civil Secretariat, Peshawar
34. Mr. Gul Zeb Khan, Addl. Secretary Higher Education, NWFP Civil Secretariat, Peshawar.
35. Mr. K.B.Rind, Chief Secretary, Balochistan, Quetta

36. Mr. Tariq Ayub, Secretary Education, Civil Secretariat, Quetta
37. Dr. Manzoor Hussain, Addl. Secretary Health, Civil Secretariat, Quetta
38. Dr. Naseem Ashraf, Chairman, National Commission for Human Development (NCHD)
39. Senior Director Operation, National Commission for Human Development (NCHD), P.M. Sectt. Islamabad
40. Director Education, National Commission for Human Development (NCHD), P.M. Sectt. Islamabad
41. Director IT, National Commission for Human Development (NCHD), P.M. Sectt. Islamabad
42. Director (CDP), National Commission for Human Development (NCHD), P.M. Sectt. Islamabad

MINUTES OF THE 4TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS SEPTEMBER 8TH & 9TH,2006

The 4th meeting of the National Commission for Government Reforms (NCGR) was held in Peshawar on September 8-9, 2006 under the Chairmanship of Dr. Ishrat Husain, Chairman NCGR.

Day-I September 8

2. In his opening remarks the Chairman said that the regular participation of all the provinces in the NCGR's meeting has enabled the commission become familiar and develop a better understanding of the reform initiatives undertaken by the provinces at various levels. Moreover it has also given provinces the opportunity to learn from each other experiences. He also thanked all the officials for their active participation in the meeting despite other pressing engagements. Keeping in view the sizeable number of presentations for the meeting, the Chairman requested the presenters to keep the duration of their presentation to 20 minutes.

NWFP

3. Mr. Zia-ur-Rehman, Secretary Finance, NWFP gave the review on the over all financial management of the province, the resource generation, expenditure management, debt management, initiatives for strengthening revenue collection and other relevant reforms. He said that since NWFP is a deficit province the government has taken bold steps to reduce administrative expenditures. However, on the other hand activities have been stepped up on the developmental side. The detail was also presented regarding the improvement in revenue collection and finding new sources of funds generation to reduce financial deficit.

4. In his closing remarks on the Finance Division's presentation the Chairman appreciated the efforts of the province in efficiently managing the limited resources that it has on its disposal. He also said that the institutional reforms aimed at Improving revenue collection, resource generation etc. have been tackled very effectively. He particularly commended the NWFP Government's initiative in setting up separate funds for pension, GPF, Hydel, others and emphasized the need for their professional management.

5. Mr. Aftab Shahrukh, Secretary Agriculture, NWFP in his presentation highlighted the three pronged policy strategy that the government of NWFP is currently pursuing to pace up the development of the agricultural sector. The reforms process is concentrating more on the development of the horticulture and the live stock since the province has limited land that could be put to use for growing crops. The streamlining of easy and affordable credit facility to the small farmers is also one of the major priority areas of the government. The Secretary Agriculture also gave an account of the procedures that the government has adopted for the milk collection and the management of the cold storage facility. One of the eye catching features of the Agriculture Policy that was highly appreciated by the Chairman, NCGR was the gender mainstreaming.

6. In his summing up, after the general discussion, the Chairman, NCGR advised that the government should not involve itself in the milk collection and the cold storage business rather it should be outsourced to the private sector. He quoted the experience of Punjab where the participation of the private sector has made the market competitive and the farmers are getting better price for their milk.

7. The 3rd presentation was from the Department of industries. The Secretary Industries briefed the Commission on the initiatives that the NWFP has taken to attract and promote the investment in the Minerals, Hydro Power and the Tourism sector in addition to the opportunities for trade and re-construction in Afghanistan. He said that the Chamber of Commerce and Industry was consulted before the announcement of the Industrial Policy. He informed the Commission that the incentives given in the current Industrial Policy such as exemption on taxes, rebate comparative results. However, the government is making efforts to overcome problems for the investors that include the insufficient availability of skilled human resources, lack of infrastructure and the reluctance of the financial institutions etc.

8. The Chairman in his final remarks after the questions and discussion by the members of the Commission said that the exemptions and the concessions should be tailored in accordance with the comparative advantage that the province enjoys in

certain industries. Adding to his remarks he said that NWFP cannot compete with Pun jab and Sindh in the areas where they have the strength.

9. The presentation of the Revenue and Estate Department, NWFP gave a detailed account of the land utilization and Crops, Revenue Receipts, the difficulties in efficiently handling the revenue receipts and the impact of devolution on the overall system of land revenue management. The Senior Member Board of Revenue briefed the Commission about the specific problem areas such as inaccessibility of Patwaris to the general public, mishandling and unavailability of records, inadequate inspection by the revenue officers, and the shortage of Patwaris. He also informed the NCGR about the remedial actions that the government has undertaken to improve upon the current situation. Some of the actions include constructions of Patwar Khanas in each Patwar Halqa, upgradation and the enhancement of qualification for the post of Patwari, computerization of Land Record by adopting modern management techniques, in-service training for all the revenue officers etc.

10. The Chairman, NCGR in his closing comments after the discussion mentioned about the computerization process that the government of Punjab has undertaken to bring transparency and efficiency in the land revenue system. He also advised other provinces to consider separation of land record management from the land adjudication and land revenue collection functions and retain a central land records management system at the Provincial level while decentralize other two functions to the district governments.

11. The presentation on the Police department of the NWFP was given by Mr. Riffat Pasha, Inspector General, NWFP. His presentation covered the overall law and order situation in the province, the problems of the police order 2002, the composition of the police force, the quality of the police service, recruitment, the problem of politicization of the Public Safety Commissions, the reward packages for the families of shuhudas etc. Mr. Pasha informed the Commission that barring few exceptions (due to fall out of the Waziristan and the Hangu incident) the overall law & order situation in NWFP is completely under control. On the composition of the Police Force he said that 91.7% constitutes Constables and Head Constable. At this point the Chairman NCGR immediately observed that the ratio between senior posts and the Constables and the Head Constables is too lop-sided. Since it's the officers can actually provide more courteous and efficient service to the citizens there should be more officers in the office. On the Police Order the I.G. NWFP said that the true spirit of the order was compromised by virtue of 118 amendments even before its

implementation. He further said that the separation of operations from investigation, interference of the Nazims in positings & transfers and crime investigations is also hampering the quality of service. The root cause of inefficient implementation of the Police order 2002 that he pointed out to the Commission was the inability of the NRB in developing the Police Rules in accordance with the Police Order 2002.

12. Mr. Humayun Farshori in his comments said that no matter what may be the police system at the end of the day it's day it's the public perception that matters.

13. Mr. Naguib Ullah Malik, Additional Chief Secretary, Punjab provided a brief overview and background of the reforms initiated by Punjab Government to improve law and order. This was followed by a more detailed presentation by Mr. Javed Noor on the recent pressures taken by Punjab Police. These included the reorganization of the police offices in line with the article-8 of the Police Order 2002. The actins that have been undertaken include the improvement in the Thana environment by posting a supervisory officer of the rank of DSP/ASP, strengthening of the investigation branch, providing additional avenues for registering FIR, introduction of the FIR tracking system, creation of inspection and vigilance branch, setting up of the committee for performance monitoring, establishment of the Forensic Science Academy, community policing, police posts, etc. He also informed the Commission that under the new initiatives the registration of FIR has been made mandatory. On the training side the DIG(Elite) said that a compulsory Junior Command Course covering finance, media management, ethics, human rights, public relations and man management with incentives has been initiated. In a major technological move not only the Punjab Police web site shall be launched but also the thanas will be computerized by June 2007.

SINDH

14. The Home Secretary, Sindh reflected on the general law & order situation in the province and the limitation of the existing policing system in curbing the deteriorating situation. He informed the commission that the devolution has reinforced the tribal affinities in the rural Sindh. There is no reduction in customary crimes against women and the situation of human rights is not encouraging. Although the creation of police regions has streamlined police administration, administrative weaknesses are making them ineffective. Talking on the performance and

administration of police he said that the investigation branch has continued to receive step motherly treatment that in turn is directly affecting its performance. In addition shortage of manpower, absence of HRM, poor training and examination system, lack of funds, politicization of the service etc. are other areas of concern. On the formation of the Public Safety Commissions the Home Secretary said that they are the subject of political disputes. The devolution plan has not only created a vacuum in the district administration but has also created awful burden at the provincial headquarters. He said that there is an immediate need to create a structure where the Nazim, DPO and DCO share law & order responsibilities.

BALOC HISTAN

15. The AIG, Balochistan in his briefing to the Commission on the police reforms said that given the unique circumstances and challenges the Balochistan Police has identified priority areas for the reforms. That includes:

i. The existing divide of "B" and "A" areas is being done away with and police will be responsible for law enforcing in the entire Province by merging Levies in Police in a phased program of 05 years.

ii. Raising of Balochistan Constabulary by increasing the existing strength of BRP from 4000 to 10000.

iii. External Accountability of the police by virtue of setting up Public safety Commissions and the mechanism of Internal Accountability.

iv. Training for promoting community policing and attitudinal change as well as taking up cyber crimes, white collar crimes and gender & domestic violence.

The AIG, Balochistan informed the Commission that a pilot project on child protection is launched in Quetta with the help of UNICEF. He also said that a comprehensive model for internal & external accessibility through internet and web designed has also been prepared.

16. After the presentation from the AIG, Balochistan the Chairman thanked all the participants on their keen participation in the proceedings of the day.

Day-II, September 9

17. The Secretary Establishment gave an overview of the recent reforms initiatives that have been undertaken by the Establishment Division. These initiatives

included the Goals & Targets that covered the inception of HRMIS, Management review of Federal Ministries / Divisions, Streamlining Disciplinary Procedures, Capacity Building and Establishment of the National School of Public Policy. On the recruitment the Secretary Establishment gave a bird eye view on the revamping of the induction system including the CSS as well as reinventing the establishment of FPSC. He also informed the Commission on the systematic Training & Development that the division has planned for the future including the establishment of the National School of Public Policy The other areas that were highlighted in his presentation were the placement and the promotional procedures. On the public sector compensation he stressed upon the recommendations of the Pay & Pension Committee.

18. Mr. Shahid Kardar, Member NCGR in his comments on the promotion policy said that detailed training appraisals must be considered for the promotion of the concerned officer. He also suggested that in case of experienced scholars and retired senior civil service officers, age must be relaxed to benefit from their expertise in the civil service training academies.

INFORMATION TECHNOLOGY

19. Mr. Tariq Badsha, Member I.T. Ministry of I.T. in his presentation to the Commission gave a detailed introduction of E-Government, its purpose and role in the future make-up of the government functioning. He also explained as to how the use of information and communication technologies can improve the productivity and efficiency, bring greater transparency and accountability of public sector and enhance delivery of services to citizens, organizations and businesses to all federal ministries, pilot ERPs provision, basic IT training, IT enablement of attached departments etc.

20. The Chairman in his remarks to the participants said that the Ministry of Information Technology should work as a solution provider to the respective ministries, divisions and departments. The ministries and departments have to share their relevant problems with the Ministry of Information Technology as a client which in turn shall prepare specific solutions for them.

PLANNING COMMISSION

21. The restructuring of the Planning Commission was presented by Dr. Asad Ali Shah, Member Planning Commission. He apprised the NCGR of the objectives of the restructuring of the Planning Commission that includes restoration and

improvement of PC's role as a premier apex policy formulation and coordinating body, strengthening its organizational structure and analytical capacity for policy formulation and coordination, enhancing capacity for long term development planning, implementation and monitoring and finally to attract and retain best brains in the country. He said that the knowledge economy of the future requires a greater focus on developing the legal and regulatory frameworks, among other for public-private partnerships and an efficient mechanism for dispute resolution. The Member while explaining the new organgram of the Commission gave comparative examples of few other developing countries. He said that adoption of an integrated, innovative and market based approach with a future strategic thrust focused on productivity, optional utilization of resources, preparing knowledge based economy and the quest for excellence. The presentation also highlighted the human resource strategy and the vision of the Prime Minister as well.

SINDH

22. The Senior member Board of Revenue, Sindh informed the Commission of the problems that have surfaced after the devolution in the areas of land administration. The absence of proper mechanism to replace the administrative controls exercised by the Commissioner and the Deputy Commissioner has led to corruption and acute law & order situation. Although the provincial government is trying to control the existing situation by empowering the EDO's and the Dos with certain limitations, however, the absence of executive magistracy is making it extremely difficult for the government to take complete control over the existing situation. He said that the politicization of the revenue service has also affected the revenue generating capability of the government from this source. The Senior Member also informed the Commission that the government has now developed a new policy that has given powers to the Chief Minister to accept or reject the application for land allocation based on the feasibility of the project. Few other steps that are being taken include the inception of the inspection branches to check the land record regularly, recruitment of the required and able staff, system of monitoring, computerization, training etc.

PUNJAB

23. The Senior Member Board of Revenue, Punjab gave details of the governance reform initiatives in the revenue administration. The senior member's

presentation particularly highlighted the devolution of the revenue administration and the land record management and the information systems project. He said that to ensure that the district revenue authorities perform their functions without local political interference recommendations have been made to transfer the budgetary and administrative control of the district revenue departments to the Board of Revenue, PER of DO may be initiated by EDOR and countersigned by SMBR, PER of EDOR may be initiated by the SMBR and countersigned by the Chief Secretary and the revenue department should be non-devolved department. While explaining the Information System with the objectives to increase Security of Titles, decrease transaction cost, establish a customer responsive service system for maintenance of records, providing access to records for affecting any change in records and to reduce poverty and empower vulnerable groups. He also said that legal framework is being looked into for initiating these changes.

BALOCHISTAN

24. The Senior Member BOR, Balochistan presentation informed the participants of the meeting that in Balochistan the Provincial Board of Revenue Controls and Monitors the Revenue Administration at the District Level through a mechanism. He further informed that the Revenue Disputes, Correction of entries in Revenue Record etc. are decided by various Revenue Courts starting from Naib Tehsildar up to Members BOR i.e. the highest appellate authority in the Province. The presentation also focused certain issues that included encroachment of state land, interference by the district government and the lack of capacity of revenue staff. The Senior Member BOR in the end gave following suggestion to improve the land revenue administration in the province of Balochistan:

i) Revenue Administration in the District should be placed under the supervision and control of BOR.

ii) EDO collected should be deposited in Provincial Treasury.

iii) EDO should act as a court while deciding cases on the pretext that the Chairman Revenue Tribunal is first appellate authority and MBR is Second appellate authority the District Government has no role to play.

25. The Chairman NCGR in his closing remarks once again thanked the government of NWFP for extending their traditional hospitality to the Commission for organizing the meeting. He also thanked all the provinces and their representatives for

participating in the Commission's meetings as this also helps in learning from each others experiences. The meeting ended with a vote of thanks to the Chair.

LIST OF PARTICIPANTS

1 Dr. Ishrat Husain, Chairman NCGR
2 Mr. Shamsh Kassim Lakha, Member NCGR
3 Mr. Shahid H. Kardar, Member NCGR
4 Mr. Asad Jehangir, Member NCGR
5 Mr. Farooq Rahmatullah, Member NCGR
6 Syed Tariq Ali Bokhari, (ex-officio) Member NCGR
7 Ms. Nargis Sethi, Secretary/ D.G. NCGR
8 Mr. Tariq Badshah, Member IT
9 Mr. Zia-ur-Rehman, Secretary Finance, NWFP
10 Mr. Arbab Shahrukh, Secretary Agriculture NWFP
11 Secretary Industries, NWFP
12 Senior Member, Board of Revenue, NWFP
13 Senior Member, Board of Revenue, Punjab
14 Senior Member, Board of Revenue, Sindh
15 Senior Member, Board of Revenue, Balochistan
16 Mr. Riffat Pasha, IG Police, NWFP
17 Mr. Humayun Farshori,
18 Mr. Najuib-ullah Malik, Additional Chief Secretary Punjab
19 Mr. Javed Noor, DIG (Elite)
20 Home Secretary Sindh
21 Dr. Asad Ali Shah, Member Planning Commission

MINUTES OF THE 5TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS NOVEMBER 27TH & 28TH, 2006.

Day-1

The 5th meeting of the NCGR was held on November 27 & 28, 2006 in the committee room of the Establishment Division under the Chairmanship of Dr. Ishrat Husain, Chairman NCGR. In his opening remarks the Chairman welcomed the participants of the meeting representing the federal government and all the four provinces, he also appreciated the report submitted by the sub-committee on the Rules of Business with an objective to cut out the irritants and simplifying the rules to run the business of the government. He further stressed the need of reviewing the financial rules and Estacode. In addition to the presentations of the provinces, giving summary of the proceedings of the next two days the Chairman spoke on the existing weaknesses of the training system and referred to the presentation that shall be made before the Commission by Shaikh Naseer-ul-Haq, Additional Secretary, Establishment Division on the proposed Training Policy. Dr. Husain also informed the participants that the Chairman, Central Board of Revenue has also been invited to talk on the reforms initiatives of the CBR and the last session of the meeting shall include the discussion on the reports of the sub-committees on Land Revenue and Police.

2. After the Chairman's opening remarks Mr. Shahid Kardar presented the report of the sub-committee on the Rules of Business. Mr. Kardar said that the sub-committee received 55 different proposals from various Ministries and Divisions. However, after screening they have been able to identify the ones that mattered most. The recommendations were made with a view to improve the day to day functioning of the various government departments by eliminating unnecessary rules to allow uninterrupted operations of the government business. The following recommendations focused mainly on the empowerment of the Federal Secretaries on financial and administrative matters in addition to the roles of the ministries:

i. The Secretary should be assisted by a Chief Accounts Officer rather than having a Financial Advisor of the Finance Ministry.

ii. The Secretary should be authorized to give approvals for the maintenance and purchase of Office equipment and installations of routine nature.

iii. Secretaries be authorized to hire persons on contract up to BS-20 and equivalent.

iv. Secretaries be given full powers to make additional charge, acting charge and current charge arrangements

v. Secretaries be given full powers to re-designate and/or abolish sanctioned Posts.

vi. The powers of Secretaries to sanction rent payment of office buildings be enhanced to Rupees five lakh for designated stations and to Rupees one lakh for other stations.

vii. Secretaries be authorized to give relaxation of any provision of the Revised Leave Rules, 1980 in hardship cases

viii. Facility of hiring residential accommodation to be extended to all stations. Secretaries should be given full powers for hiring and repair/maintenance of residential buildings.

ix. Minister In-charge to approve visits abroad of officers in BS-21 and BS-22 and equivalent grades

x. The Heads of Autonomous Organizations should be made accountable before the Public Accounts Committee.

xi. The powers to hire and fire employees of Autonomous Organizations should be with the respective Boards and these employees should not be governed by the provision of the Removal from Service (Special Powers) Ordinance, 2000.

xii. Ministries should be authorized to purchase vehicles within the allocated budget.

xiii. Rationalizing the limit of entertainment/ gifts / miscellaneous / repair and maintenance expenditures.

xiv. The role of Establishment Division should be eliminated for the initial recruitment undertaken by the ministries and departments and the formation of the departmental selection and promotion committee.

2. While commenting on the recommendation (i) above the Chairman said that instead of having CAO the Secretary needs to be assisted by the Chief Financial Officer (CFO) to help him in taking decisions with regard to financial planning and budgeting. Adding further he said that the position should be open to all those who meet the job specification criteria. On the financial controls of the Finance Ministry Dr. Husain said that it should not be transaction based rather it should be x-post through the financial

experts. On the issue of **procurement** Mr. Shams Kasim Lakha said that there should be a purchase committee in the department not in the Ministry of Finance, however, exceptional cases can always be referred to the Finance Division. On the **foreign visits** of BPS-21 & 22 it was concluded that the routine visits should be the part of TORs of the Ministry, however, the exceptional cases can always be referred to the Prime Minister for approval. On the issue of authorizing the Secretary for sanctioning the **repairs & maintenance** of the government employee's residence the Chairman said that the ideal solution to this problem would be to **monetize the housing facility** where as the **welfare of officers** may be linked up with the **efficiency**. Other areas that were discussed included the recommendation on the **current and additional charge** of the officers and the **tenure of the technical professionals**, **relaxation of leave rules**, defining hardship needs etc. The DG CSRU stressed upon the importance of strengthening the rules on the relationship of the ministry and division. Summing up the discussion on the ROB sub-committee report the Chairman said that it should be further refined in the light of suggestions made by the Commission's Members and be presented in the next meeting of the Commission. He also appointed Mr. Ejaz Rahim as the co-opted member of the ROB sub-committee.

3. The Chief Secretary Balochistan, Mr. K. B. Rind in his presentation on the Rules of Business (ROB) apprised the Commission on the initiatives of the Government of Balochistan. Mr. Rind said that the ROBs are being reviewed keeping in view the public needs and for improving upon the efficiency and effectiveness of the various government departments. The Chief Secretary also highlighted the proposed structural changes in the provincial departments that could bring about enhanced productivity in government functioning. The recommendations are as follows:

i. Conduct research to ascertain the real needs of the people, and frame rules to simplify procedures to address public grievances, reduce revenue disputes and establish Link of Board of Revenue with District Revenue setup, strengthen coordination between district and the provincial government and better supervision of policing at various levels.

ii. Formalize District and Tehsil Links, Protect Consumer rights, Institutionalize investment by foreign partners and establish regional coordinators to bridge the gap between the provincial and district governments.

The Chief Secretary informed the Commission that revision of the rules of business shall be completed by end January, 2007.

4. Mr. Ghulam Dastgir, Additional Chief Secretary, NWFP in his presentation on the ROBs said that the reforms initiatives taken by the provincial government started in the year 2000. The review of the ROBs has continued since than as the reforms can not take root without modifying the rules. Giving details of the reforms he said that the reforms are aimed at improving the functional efficiency of the over all government. In order to achieve this as a first step departmental restructuring that included bifurcation, consolidation, re-assignment of functions and creation of new departments was carried out. The second step included the review of the administrative setup that included the delegation of powers under Appointment Promotion & Transfer (APT) Rules. The 3rd step was holistically aligning administrative procedures to accommodate the creations of the District Governments. The other changes with reference to the ROBs included the review of the service rules, decentralization of the powers of the Governor and the Chief Minister and financial rules. The Chief Secretary said while framing ROBs special attention has been given to the Development Sector as well. In the last he briefed the Commission on the priority of amendments in the Rules of Business that are listed as follows:

xv. Define Special Institutions (High Court/PSC & Statutory Autonomous Bodies).

xvi. Harmonize LGO 2001& Police Order 2002 & Excise & Taxation Department with the ROB.

xvii. Redefine working of Police.

xviii. Address Law & Order, role of Home Department and lack of linkages between Home Department and District Government.

xix. Remove dichotomy between rules/policy and Executive orders.

5. The Chairman highly appreciated the efforts of the NWFP government in the areas of reforms. Replying to a question by Commission Members, the ACS, NWFP specifically mentioned that the **political will** has been a major contributing factor towards the road to reforms.

6. Mr. Naguibullah Malik, Additional Chief Secretary, Punjab in his presentation covered the **Rationale** for the Revision of Rules of Business. He said that changing

trends in public management, planning frameworks coupled with the vision 2030 that the Federal Government has set necessitated the need for re-structuring and consequently revision in the ROBs that are people oriented. Mr. Malik presented the Situation Analysis of Punjab from 2001 to 2006 covering up the wide spectrum of gaps and initiatives such as Poverty Alleviation, Punjab Resource Management Program, Planning & Development, re-aligning of roles with reference to the Local Governments structure etc. He said that the new challenges demands the review in the ROBs addressing each every sector of the public service that the government of Punjab has already undertaken. The Additional Chief Secretary informed the Commission that the work on the re-drafting of the ROBs shall be completed by February 2007.

7. Last presentation on the ROBs was given by Secretary Services, Government of Sind, Mr. Nazar Mohammad Meher. The presentation given by Mr. Meher linked the amendments to the Rules of Business to the possible **Reforms Areas** that the Government of Sind intends to undertake. These areas focused the Human Resource Management issues such as Recruitment Policy, Tenures of Critical Staff and Placement of Officers; Restructuring of Departments & re-defining TORs; Raising Performance Accountability; Monitoring & Evaluation and Institutions for Accountability. Mr. Meher said that the objectivity of tasks and result orientation holds the key to reforms, however, implementation would require professional human resource management. He also stressed the need for implementation of the existing rules particularly with reference to the completion of the posting tenure of the officers.

8. Sheikh Naseer ul Haq, Additional Secretary, Establishment Division in his presentation on National Training Strategy. The presentation detailed the steps that have been undertaken by the Establishment Division for the Development of the Human Resources. He particularly mentioned that the objective of the re-aligned training strategy is to improve the service delivery to the common man and the improving the government's functioning. Giving details the Additional Secretary said that the training has now been designed keeping in view the development needs of the public sector catering to the junior, middle and senior level officers for improving functional efficiency to policy making. One of the major issues that were discussed during the presentation was the quality of faculty in the training institutions. The Chairman NCGR specifically pointed out that at present the low performing and de-

motivated officers are posted in these institutions whereas ideally the best officers should form the part of faculty. In reply Sheikh Naseer ul Haq mentioned the incentive programs including the incentive for promotion that are now being introduced to attract the best and qualified officers to form the part of the instructional elite. He also mentioned the plans for revamping the training institutions and the establishment of the National School of Public Policy for uplifting of the training standards.

DAY-2

10. Mr. Shahid Kardar, Chairman Sub-Committee on Education started the proceedings on the second day of the NCGR meeting by giving review on steps that have been undertaken by the provinces on improving delivery of education at the school level. He said that Punjab and NWFP have done a commendable job in the areas of school education and are striving hard for further improvement. However, there are certain issues that need to be addressed such as:

a. Contract based induction of teachers on regional basis.
b. Strengthening of Monitoring Mechanism; that must include Inspection of Schools, Computerization and data analysis and Institutionalizing the Inputs etc.
c. Improvement of the information flows
d. Improvement of School Management Committees with participation of teachers as well.
e. Separating Teaching Cadres from the Management Cadres; Chairman, District Education Board should be made responsible to work on the separation of these cadres whereas the EDO should act as the Secretary of the Board.

Adding on the recommendations of the Chairman Sub-Committee Mr. Shafqat Jamot said that to ensure the quality of the teachers the Pay Packages should be revised and the minimum age of the school teacher may also be examined. Dr. Kasi said that there should be a system of schools accreditation possibly through District Education Board. Maj. Gen® Asif Riaz Bukhari said that school teachers should be hired on contract basis and the quality of education should be ensured through community participation. He also said that the monitoring of education should be carried out by some independent organization and the Human Resource Management of the schools staff should remain at the district level. Mr. Shams Kasim Lakha felt that the current system of examination must be improved. Summing up the discussion the Chairman

asked the sub-committee to develop a formal report for the Steering Committee after consultation with the Ministry, Provincial Education Departments and the other stake holders. He also asked the Chairman, Sub-Committee to work out a proposal for the scholarship of poor children for their education in the exclusive private schools. He also said that the revision of the salary of the government school teachers and the revised examination system as proposed by Mr. Lakha should also be included in the report.

11. The Chairman, CBR Mr. Abdullah Yusuf along with his team on the special invitation by the Chairman NCGR gave a detailed account of the Structural Reforms that are being undertaken by the Central Board of Revenue. This restructuring covers the wide spectrum of initiatives in the areas of Human Resource Management & Development, Operations and the separation of Line Functions from the Staff Functions. In the areas of HRM & HRD the Board has been able to develop Job Descriptions that has helped the board in determining better pay packages for the selected position, initiate just reward system and work towards the modified Performance Management System. It has also helped the CBR in devising Logical HRD systems. On the Operational side in order to facilitate the tax payers one particularly the corporate sector Model Tax Offices have been established in additional to the introduction of the Information Technology at each level that has helped in minimizing the human interface and thus reduced corruption. All of these initiatives have helped the CBR to increase tax collection by 130% in the last 3 years without overburdening the tax payer. The Chairman and the Members of the Commission congratulated the Chairman CBR on initiating and sustaining the reform efforts. In his closing comments the Chairman NCGR said that professional leadership is the key for the success of Reforms at any level.

12. The Chairman Sub-Committee on Land Revenue Administration Mr. Shafqat Ali Shah Jamot presented the report of the sub-committee. In his presentation Mr. Jamot highlighted the problem areas in the administration of the Land Revenues that have developed after the devolution and the overall weaknesses in the current system. The problem areas that were specifically mentioned included non-availability of the proper land record, undervalued and encroached state land, non-existent of periodical land surveys, lack of trained human resource etc. The recommendations of the sub-committee are as follows:

a. Fresh survey of State & Private Land with private sector participation (outsourcing).
b. The computerization of record.
c. Training of officials and linkage of training assessment in process of career advancement.
d. Fresh valuation of state land by the panel of authorized firms.
e. Amendments in legal framework to provide legal cover for maintaining digital record and eliminating redundant portions.
f. Elimination of political interference.
g. Introduction of Best practices for issuance of FARD, Mutation etc.

Commenting on the presentation the Chairman NCGR said that it would be appropriate for the sub-committee to visit the districts, meet the EDOs and the general public and gather first hand information of the problems that are being faced by both the parties under the existing system and than prepare recommendations.

13. As the last agenda item the Chairman, Sub-Committee on Police Reforms, Mr. Asad Jahangir presented the report of the Sub-Committee on the Police Reforms. After detailing the wide range of weaknesses in the existing weaknesses of the policing systems the following recommendations were gives:

a. Police Order should be implemented in totality.
b. Reconstruct police on functional lines that includes separating Investigation from Operations.
c. At PS level distribute registers between OPS and INV Branches
d. Revamping of the recruitment system in the police.
e. Accountability of senior ranks through policing plans.
f. Activate Safety Commissions.
g. Salary of police needs immediate review based on job evaluations.
h. The police budget needs immediate review with special reference to salary/non-salary items.
i. Production of UTPs should be the function of the jail department not police.
j. Computerization all police stations.

k. 15 system should be introduced in all cities
l. Traffic police should be organized on the model of Motorway Police.
m. The Police Academy should establish training courses for the supervisory and management level in traffic law enforcement.
n. Vehicle fitness should be given to pre-qualified workshops
o. The practice of setting up check posts should be dispensed with. Posts/pickets should be meant only to respond to distress calls to assist public not to carry out random searches etc.
p. Appoint Project Director
q. Establish Independent Prosecution Service
r. Provinces should adopt Police Rules –PPOs have 'consensus' Rules
s. Amend CrPC to enable police to operate on functional lines

The Chairman advised the Sub-Committee that out of these recommendations few major areas should be focused that are most critical in adequate delivery of service to the common man.

14. After the presentation from the Chairman, Sub-Committee on Police Reforms the 5th meeting of the National Commission for Government Reforms was concluded with a vote of thanks to the chair. It was decided that the next meeting shall be held in Karachi on January 8th & 9th.

LIST OF PARTICIPANTS

1 Dr. Ishrat Husain, Chairman NCGR
2 Mr. Shahid H. Kardar, Member NCGR
3 Mr. Shafqat Ali Shah Jamot, Member NCGR
4 Mr. Asad Jehangir, Member NCGR
5 Mr. Shamsh Kassim Lakha, Member NCGR
6 Mr. Farooq Rahmatullah, Member NCGR
7 Dr. A. Malik Kasi, Member NCGR
8 Syed Tariq Ali Bokhari, (ex-officio) Member NCGR
9 Mr. Ahmad Waqar, (ex-officio) Member NCGR
10 Mr. Ejaz Rahim, (ex-officio) Member
11 Ms. Nargis Sethi, Secretary/ D.G. NCGR
12 Maj Gen (Retd) Syed Asif Riaz Bokhari, DG. CSRU
13. Mr. Suleman Siddique, Chief Secretary, Punjab
14 Mr. K.B Rind, Chief Secretary, Balichistan
15 Mr. Ghulam Dastigar, Additional Chief Secretary, NWFP
16 Mr.. Najuibullah Malik, Additional Chief Secretary, Punjab
17 Mr. Nazar M. Mehar, Secretary Services Sindh
18 Mr. Abdullah Yousaf, Chairman Central Board of Revenue
19. Mr. Najam Saeed, G.M. CSRU

MINUTES OF THE 6TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS JANUARY 8TH & 9Th, 2007

The 6th meeting of the National Commission for Government Reforms (NCGR) was held on January 8th & 9th in the Cabinet Room of the Chief Minister of Sindh, Civil Secretariat Karachi under the Chairmanship of the Chairman NCGR.

2. In his opening remarks the Chairman welcomed all the participants and said that the purpose of holding meetings of the Commission in the provinces is to take the reforms process forward with consensus of stakeholders at federal and provincial levels. He acknowledged the reforms process initiated by the Governments of Punjab and the NWFP, the work of the Sub-Committee on Rules of Business and the Ministry of Finance for initiating financial reforms.

Item # 1: Rules of Business

3. The Secretary Establishment while briefing the Commission on the Rules of Business said that twenty recommendations were discussed and finalized after holding consultations with the Secretaries. The sub-committee has addressed those areas that are causing constraints in the disposal of work. The Chairman NCGR emphasized that the reforms is not a one time affair rather it is a continuous process. The issue is to strengthen the position of Secretary to facilitate decision making and to relieve the Prime Minister and the President from attending to matters which should under the existing rules be disposed off at Secretary's level.

4. Chief Secretary Punjab in his presentation briefed the participants about the reforms initiatives of the Government of Punjab. The salient of these reforms are as follows:

a) **New Policy Framework:** The New Policy Framework is focused on improving governance; reforming the fiscal and financial management system; extending social sector coverage and improving the delivery of public services; reducing poverty and ensuring balanced regional, gender and minority development and creating a more supportive environment for private sector-led growth. The Policy Framework has been developed keeping in view the desired outcome i.e. increasing the incomes of the

citizens and improving the delivery of public services. One of the pivotal areas in improving governance has been the establishment of the business processes within the government and gradual empowerment of the Provincial Secretaries. On the Social Sector the key initiative that has already been undertaken is the full empowerment of the Secretaries of the Departments of Health and Education.

b) **Policy Matrices:** The Policy Matrices as highlighted by the Chief Secretary Punjab covered seven key reform areas that included Strengthening Provincial Finances through Fiscal Restructuring and Financial Management; Rationalization of Provincial Expenditures; Improving Effectiveness, Predictability & Accountability in Financial Management; Improving Strategic Programming of Investments for Poverty Reduction; Restructuring and Strengthening Government, Administration and Human Resource Development which also includes capacity building of the Local Government representatives; Institutionalizing internal delegation in departments; Reducing Direct Public Sector Involvement in Economic and/or Commercial Operations. One of the highlights has been the partnership with Civil Service College Singapore through MPDD for capacity development.

c) **Service Delivery Matrices:** The Service Delivery Matrices focused Education Sector, Health Sector, Water Resource Management, E & T, Labor, The Board of Revenue and Agriculture. In the education sector the focus has been the institutional strengthening that includes staff development, restructuring and capacity building of district management tier and development of information / decision support system in addition to other initiatives. In the Health Sector baseline survey of missing facilities of THQs & DHQs in addition to other administrative and logistic actions has been the key focus. The computerization of the land record is the current priority of the BOR.

5. The Additional Chief Secretary, NWFP in his presentation covered the completed tasks and the reform initiatives under process. The reform areas that he emphasized included the de-centralization of the purchases, creation of administrative linkages between the district government and the provincial government for better service delivery, allocation of budget to thanas, introduction of the new accounting

model up to the lowest level of unit, empowerment of PTAs for school level expenditures, reassignment of functions of the government departments, creation of new departments, Delegation of powers under Appointment Promotion & Transfer (APT) Rules, Defining Special Institutions (High Court/PSC and statutory autonomous bodies), Harmonization of LGO 2001& Police Order 2002 & Excise & Taxation Department with the ROB, redefining working of Police, Law & Order, role of Home Department and lack of linkages between Home Department and District Government and addressing dichotomy between rules/policy and Executive orders. The Chairman NCGR observed that the decentralization of the purchases might affect the transparency and may not be economical. The ACS informed the Chairman that except for the health department bulk purchases are no longer required due to outsourcing. This decision has been taken so that the departments can make the routine purchases on their own.

6. The Additional Secretary (S&GAD), Sindh in her presentation on the Administrative Reforms for Better Governance briefed the Commission of the priorities that have been set for reforms and the one that have already been implemented. The three pronged strategy covers Raising Departments' Performance & Accountability through strengthening PAOs, restructuring & redefining TORs, decentralizing horizontally and carrying out some amendments in the rules of business. The second reform area includes strengthening recruitment institutions and the policy framework and lastly institutionalizing monitoring and evaluation. She informed the Commission that the province has taken lead and guidance from some of the recommendations of the NCGR's sub-committee on ROBs. Major recommendations on raising accountability included accountability of the cabinet and the bureaucracy and the formation of mandatory sub-committees on each sector for evaluating performance.

7. The presentation of the Secretary S&GAD, Balochistan emphasized the need for the change in the ROBs. He said that the amendments in the ROBs is required to clarify the role and responsibilities of provincial and district governments, to counter overlapping functions of provincial and district governments, to decentralize and consolidate district administration in line with the BLGO 2001, to remove barriers in service delivery of district governments, to ensure accountability of district officials by the district governments and to reorganize the departments for better efficiency and productivity. To the surprise of the Commission it was pointed out that only Ministers/

Chief Ministers could order transfers/ postings. The Chairman felt that the matter should be taken for review of the Steering Committee.

Item # 2 System of Recruitment and Appointment

8. On system of recruitment and appointments representatives of Punjab made a separate presentation. In addition to the business as usual one of the major features of the presentation was the policy shift of the Government of Punjab i.e. moving from the regular mode of appointments to the contractual mode. High lighting the administrative and the financial reasons the Chief Secretary Punjab said that increased absenteeism, poor service delivery, non-existence of rational performance management system and the increasing pension bill for the regular employees were the reason for this policy. To ensure merit and transparency Recruitment Policy and Contract Appointments Policy were introduced in 2004. He informed the Commission that the recruitment procedures are geared to ensure transparency. Another initiative that the Punjab government has taken is the creation of the Provincial Management Services (PMS) to provide a dedicated, professional and a unified cadre of civil servants at a provincial level.

9. Another presentation was also made by the Additional Chief Secretary, NWFP on the Recruitment & Appointments. Under this presentation the following areas were highlighted:

i) Legal, administrative and constitutional peculiarities.
ii) The mode of appointment.
iii) The zonal distribution
iv) The zonal allocation formulae
v) Special dispensations
vi) Appointing authorities
vii) Promotion
viii) The composition of the provincial selection board
ix) The composition of departmental promotional and selection committee
x) Training & development of government officials
xi) Strengthening of the Provincial Public Service Commission.

On the subject of special dispensation, the Commission questioned the wisdom in allocating just 2% quota for females. The Chairman advised the ACS that they must have a provision of at least 10% quota for females.

10. The Additional Secretary, Sindh while commenting on the recruitment and appointments informed the Commission that they are contemplating that examinations

and the interview should carry nominal weight age to make the recruitment and selection procedure more transparent.

11. The Chairman and various members of the Commission welcomed the initiatives taken by the Provincial Governments and made comments asked a few questions and emphasized the need for time bound implementation of the proposed measures. The Chairman told that the Commission would like to help the Provinces if and when they run into any difficulties.

Item # 3 Supreme Audit Institution (SAI)

12. A detailed presentation was given on the proposed restructuring of Auditor General Office by the Director General, Auditor General Office. The presentation featured the basic weaknesses and the proposed remedies in the current system of audit through systematic change in conformity with the international standards of audit. Few of the weaknesses that the Director General emphasized included weak fraud audit and forensic investigation, unavailability of the audit reports on time, considerable back log, absence of any follow-up on the audit recommendations and the questionable credibility of the audit reports. He said that the removal of these weaknesses requires the establishment of an independent Supreme Audit Institution with a professional approach and adequate control over its resources. Presenting the reforms initiatives that can improve service delivery he said that AGs Office has adopted a three pronged strategy that covers Reorganization of work, Restructuring of the organization & increased incentives for increased effectiveness. The Director General also said that with the new auditing paradigm the emphasis will shift from transactions to systems and the emphasis on regularity is being replaced by emphasis on economy, efficiency and effectiveness by making performance audit the main stream activity of the audit department. With the introduction of IT based accounting and financial reporting systems under PIFRA, it is expected that the existing compliance and regularity issues will be addressed at the pre-audit level. Implementation of IPSAS will make more resources available for output auditing that focuses on the outcome of public outlays and through risk based audit planning, quality assurance and the modern audit management systems, improvements in timeliness, quality and effectiveness of audit reports will be ensured. Giving details of the changing matrix he said that the field audit offices will produce Division/ Department wise reports, on the basis of consolidation, each audit group, with the help of the professional staff at the HQ, will develop sect-

oral reports that would become lynchpin of future planning. In order to bring all these changes and establishing SAI the AGs office has put special emphasis on the recruitment of the core professional and qualified staff with attractive benefits. He further said that the future SAI organization shall purely focus on the qualitative aspect of the Human Resource only.

13. After lengthy discussion on the need to create a Supreme Audit Institution, the Chairman and the Commission members supported the idea but requested the Finance Division to examine the proposal before the Commission firms up its final recommendations in this regard.

Item # 4 Selection Process for Chief Executive in Public Sector

14. The day two of the Commission's meeting started with a detailed discussion on the Selection Process of the Chief Executive of 100 Key Organizations in the public sector. Mr. Shahid Kardar was of the view that the constitutional bodies should be separated from the regulatory bodies and the separate selection procedures should be adopted for the appointment of the CEOs for these organizations. Mr. Farooq Rahmatullah said that the body with boards should be able to do that with a system in place. Mr. Shams Kassim Lakha felt that the composition of the board should be readdressed with an addition of a specialist from academia or private sector. The Secretary Establishment in his remarks said that the concept is good, it only requires certain adjustments to make it workable. Mr. Asad Jahangir felt that there should be separate selection panels for separate organizations. The Cabinet Secretary said that we should also examine the international best practices that are followed for the selection of CEOs for the key public institutions. After taking views from the members the following decisions were taken:

a) The composition of the board shall be revised with equal representation from the public and the private sector with Chairman FPSC as the Chairman of the Special Selection Board. The Selection Boards will have different composition for different types of positions.
b) The constitutional bodies such as Auditor General Office shall be left out of the list.
c) FIA should be deleted from the list as it has its own procedure of selection under the rules.

d) In cases where the organizational board of director exists there will be a representative from the board as well along with the industry specialist.

It was decided that the working paper be revised by incorporating these recommendations.

Item # 5 Role of Financial Adviser

15. Secretary Finance provided an overview of the reforms envisaged in the overall financial management of the Federal Government, the proposed restructuring and strengthening of the Ministry of Finance and the move towards the Medium term budgetary framework. He said that the aim of providing flexibility and empowering the Secretaries to the Government in matters of financial affairs of their respective Divisions would come about gradually with the implementation of the whole reform package under consideration. The present initiative to pilot the Chief Finance and Accounts Officer (CFAO) in a few ministries should therefore be viewed in this context.

16. Mr. Arif Mansoor, Additional Secretary Finance gave the presentation on the reforms that are being initiated by the Ministry of Finance. Out of the various actions that are being undertaken in this regard the Commission was informed that the steps are under way to replace the Financial Adviser Organization with the position of the Chief Finance & Accounts Officer (CFAO) in each Ministry to advise the Secretary on the financial matters. This is being done to empower the Secretaries and not to look towards the Ministry of Finance for each transaction. Mr. Mansoor said that in few Ministries the CFAOs are already in place. The Secretary Finance informed the Financial Advisers are gradually going to be phased out with Sectoral Specialist located in the Ministry of Finance who will be reporting directly to Finance Division.

17. The Chairman, the Commission members and other participants offered feedback on the proposals enunciated by the Ministry of Finance and encouraged them to go ahead with the replacement of the Financial Adviser (FA) by CFAOs provided the CFAOs are selected by the Secretary of the Division from a pool of most eligible candidates. The earmarking of these positions would not be able to attract potentially capable candidates for the job.

Item # 6 Position Paper on District Service

18. The discussion on the inception of the District Service was initiated by Mr. Amin-ullah Chaudhary, Consultant Government of Punjab. In his observations on the creation of the District Service he asked

(a) are we going to notify the rules under Article 140 or the Civil Service Act?

(b) who will absorb the pension liability since the provincial governments are not in a position to take it?

(c) there is no provision of the district service under the constitution.

19. The Secretary / Member NCGR said that constitutional amendment is not required since the provincial service can create district service. The Chairman NCGR said that the district service is the first level service where the actual service is delivered and as a first step we can initially restrict it to BPS 1-16. He also said that every department has the district cadres that are job specific. The ACS NWFP informed the Commission that the government with the help of World Bank is currently working on creating the district civil service.

20. Before closing the meeting the Chairman sought the views from the members on the recommendations to be placed in the next meeting of the Steering Committee and a suitable time for holding this meeting. After hearing the views of the members it was decided that the second meeting of the steering committee should be requested in early March with the following agenda items:

a) **Revision of the Rules of Business** to be finalized by the Secretary Establishment on the basis of the input provided by the Commission.

b) **Selection Procedure of the CEOs for the Key Public Institutions** to be revised by the Chairman.

c) **Training Policy** to be finalized by by the, Establishment Division

d) **Recommendations of the Education Sub-Committee** to be finalized by the Chairman of the Sub-Committee. The following points to be incorporated:

   i. Teacher and Management Cadre in Education to be bifurcated.

ii. Strengthening of the School Management Committee/ District Education Board.

iii. Separation of responsibilities of sub-sectors of Education

- District - Primary, Secondary and Vocational Level,
- Provincial – College Level,
- Federal – University Level.

iv. Incentives to the private and non-profit organizations for providing education in the remote and rural areas.

21. It was decided that the next meeting of the Commission shall be held in Islamabad on February 8th & 9th. The meeting ended a vote of thanks to the Chair.

LIST OF PARTICIPANTS

1. Dr. Ishrat Hussain, Chairman
2. Dr. A. Malik Kasi, Member,
3. Mr. Shafqat Ali Shah Jamot, Member,
4. Mr. Shahid Kardar, Member,
5. Mr. Shamsh Kassim Lakha, Member,
6. Mr. Farooq Rahmatullah, Member,
7. Mr. Asad Jehangir, Member,
8. Secretary, Cabinet Division, Ex-Officio Member,
9. Syed Tariq Ali Bokhari, Secretary Establishment Division, Ex-Officio Member
10. Mr. Taweer Ali Agha, Secretary Finance Division, Ex-Officio Member,
11. Maj. Gen.(R) Syed Asif Riaz Bokhari, Member/Secretary,
12. Mr. Muhammad Yunis Khan, Auditor General of Pakistan,
13. Mr. Muhammad Ayub Khan Tarin, Accountant General of Pakistan
14. Mr. Salman Siddique, Chief Secretary, Punjab
15. Mr. Fazal-ur-Rehman, Chief Secretary, Sindh
16. Mr. Ghulam Dastgir, Addl.Chief Secretary, NWFP
17. Mr. Mazhar Hayat Mehar, Addl. Chief Secretary, S&GAD Sindh
18. Mr. Aminullah Chaudhry, Consultant, CMU, Punjab Government
19. Mrs. Nargis Sethi Director General, NCGR
20. Mr. Tanweer Ahmed, Director General (IR) Auditor General, Islamabad.
21. Mrs. Farah Ayub, Director General (HRM) Auditor General, Islamabad.
22. Mr. Najam Saeed, General Manager (CSRU),
23. Mr. Khizar Hayat Gondal, Secretary / DG (CSR/CMU) S&GAD, Punjab
24. Mr. Aftab Memon, Secretary S&GAD, Sindh
25. Mr. Shah Mansoor Alam, Secretary Services, S&GAD Karachi
26. Mr. Rana Naseer, Secretary, S&GAD, Quetta.
27. Mr. Muhammad Mushtaq Jadoon, MD, Elementary Education Foundation, NWFP
28. Mr. Hafizur Rehaman, Director, Decentralization Support Programme, Peshawar
29. Mr. Attiq Hussain Kokhar, Director, MS Wing
30. Mrs. Saadia Imad, Director, Auditor General Office, Islamabad
31. Mrs. Naheed Durrani, Addl: Secretary, S&GAD, Sindh

MINUTES OF THE 7TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS, FEBRUARY 19TH & 20TH, 2007

The 7th meeting of the National Commission for Government Reforms was held under the Chairmanship of Dr. Ishrat Husain, Chairman National Commission for Government Reforms on February 19th & 20th, 2007 at the Islamabad Club, Islamabad.

Day – 1

2. In his opening remarks the Chairman gave an overview on the agenda items to be discussed during the next two days. He informed the participants that the sub-committee on education reforms has completed its report after consultations with the Federal Minister of Education. On the report of the sub-committee on Rules of Business he thanked the Chairman, Members and Secretary of the sub-committee for their contribution. On the subject of training he expressed his concern over the current situation whereby huge numbers of ex-cadre officers are not going through any training to enhance their capacity. Adding further he said the previous commissions did not address this important issue as such it is imperative that NCGR Training Strategy should be comprehensive and inclusive of all the officers serving at the Federal, Provincial and District Governments. On the role of the Establishment Division he remarked that it looks after only four Services/Groups. He mentioned that CSRU prepared the paper which he has modified to reflect the consensus emerging from deliberations in the Commission. He also explained that FPSC has been taken on board regarding recommendations in this paper. Chairman also emphasized the importance of strengthening FPSC & PPSC(s).

Agenda Item No.1

OPEN, TRANSPARENT, EQUALITY AND MERIT BASED RECRUITMENT SYSTEM

3. The Secretary/Member of the NCGR in his review and briefing on the "Open, Transparent, Equality and Merit Based Recruitment System" raised the following issues:

a. The major problem effecting FPSC recruitment efforts includes the non-availability of Job Analysis, Job Description and the Job Specifications. He **recommended** that each Occupational Group/Service should lay down their basic requirement of knowledge and skills levels required to join the service. Adding further he said that the job analysis cannot be carried out by MS Wing or even by FPSC. It must be carried out by the user division/ministry.

b. On the issue of **job specifications** he pointed out that in its absence FPSC finds it extremely difficult to handle the increasingly complex and specialized job requirements. Recruitment must be specific for the Job. The Merit list should not decide which service a candidate may join. The very concept of recruitment has to be changed. Giving **recommendations** the Member/Secretary NCGR held that the Selection standards of FPSC and PPSCs have to be brought at par. The choice to join Federal or Provincial Service should be with the candidate. For the FPSC exam, the existing Quota System should apply. This may ensure that more candidates may apply for the Provincial Services rather than Federal Services.

c. On the **System of Revised Examination the recommendations** included:

   i. **Tiered Elimination Process** which would include Initial On-Line Screening Test, Common Written Exam, Separate Written Exam for Different Occupational Groups. The candidate must have a choice of subjects to volunteer for **TWO** Services and Personality Tests and Interviews, to judge leadership qualities and aptitude for the selected service.

   ii. Current Eleven Occupational Groups should be reduced to **FOUR** Services i.e. **Financial Management Service** that would include Income Tax; Customs & Excise; Audit; and Accounts Groups. **General Management Service** that would include DMG and Secretariat Group. The **Police Service and the Foreign Service.** Groups like Railway, Commerce & Trade, Post & Telegraph, Information, OM, ML&C etc should be done away with. Existing members of the groups should continue.

d. The Member / Secretary of the NCGR while summing up the arguments also referred to the linkage of the **recruitment with the compensation and the performance management that should also address the performance related pay.**

3. Commenting on the number of Occupational Groups the Chairman said that services such as Railways, Postal Services, and Commerce & Trade shall be turned into corporations and authorities where they will do their own recruitments and prepare their own salary structures. He also said that the Information & Broadcasting Group is also not required. Mr. Shafqat Ali Shah Jamot was of the view that other services such as education, legal and media should also be included. Mr. Farooq Rahmatullah was of the view that the Information Service must be included and Specialists should be engaged as Advisors. The Secretary Establishment said that the business of the government is unique and even the practitioners need time to understand it. Ideally people with the basic qualifications should be recruited and moulded according to the government's requirements. The discussion was also held on the type of subjects that should be included for the examination of various service groups. However, it was decided that it is the job of the FPSC to determine these subjects. It can be discussed by the Commission once the task is completed by FPSC. Participating in the discussion the Secretary CMU, Punjab said that aptitude test should be dropped and personality tests should be strengthened. The Additional Chief Secretary NWFP said that justification for dropping certain service groups should also be included in the paper. Winding up the discussion on the position paper of "Open, Transparent, Equality and Merit Based Recruitment System" the Chairman said that the paper will be revised in the light of the discussions held in the Commission and deliberations held with the Chairman & Members of FPSC.

<u>Agenda Item No.2</u>

TRAINING STRATEGY

4. Wide range of discussions were held on the National Training Strategy including the up-gradation of the existing training institutions, training gaps that exists, and the incremental value that the appropriate training activity can add to the capacity of an officer. Mr. Farooq Rahmatullah said that any training activity without conducting Training Needs Analysis (TNA) is a waste. Mr. Asad Jahangir was of the view that Ministries should have personnel departments to do the TNA. The Chairman

in his comments said that the training should be demand driven not supply driven as it is happening today. He said that all the training institutions should be brought at par with the constituent units of the National School of Public Policy (NSPP) for the entire cadre and the ex-cadre training to ensure standardization and uniformity. There should be continuous training programs for all the cadres and ex-cadre officers, a liaison established between NSPP and HEC on standards. The faculty of the training institution should consist of the best amongst the best. He informed the participants that NSPP has already started working on the up-gradation of the course curriculum and an effort is on for developing able faculty. He also stressed the need for having a system of training for the lower tiers of the government. Participating in the discussion, Secretary CMU of the Punjab Government conveyed the concern of the Punjab Government regarding 16 weeks mandatory training for BS-18 officers which is hampering the provincial government in discharge of its functions, as a huge number of officers remain on one or the other training as a matter of routine. He also informed the Commission that they have also started a Professional Development Program for the officers serving in the Punjab Government on which the Chairman questioned the wisdom of sending the officers abroad. The Additional Chief Secretary (Sindh) apprised the Commission of the local training that the Government of Sindh has initiated at Tando Jam for the BPS-17 officers and the Patwaris. The Additional Chief Secretary of the NWFP said that the provincial government has initiated training programs in the areas of Health and Agriculture. The Secretary Services, Balochistan said that they have set up the training institutions for the training of engineers and doctors. He said that for the training of the staff from BPS-1-16 they have set up the Balochistan Rural Academy and for the secretariat training they send the personnel to the Secretariat Training Institution at Islamabad. The Chairman pointed out that the overlapping of the training should be checked by the centre and the provinces. He further said that it would be wise for all the stakeholders to coordinate and mutually benefit from the already established training facilities anywhere in the country. The Director General (CSRU) in his comments stressed the link between the performance and the training. On the training strategy he said that HRM and HRD have a synergy but it also has a clash of interests. If Establishment Division handles both, there is likelihood for the system to be manipulated. He recommended that:

a. There should be an independent organization, (Inspectorate of Training and Evaluation- IT&E), to look after Civil Service Training as a whole.

b. Only as an interim measure, Establishment Division, may coordinate this training activity, during the period of transition. But, ultimately, this responsibility must be given to a separate organization, dedicated to TRAINING.

c. **Role of NSPP**. NSPP was originally designed and conceptualized as an ELITE TRAINING INSTITUION. Therefore, it should stick to that role and not assume the role of IGT&E.

- Role of IGT&E should be separated from NSPP.
- As an interim measure, if NSPP has been assigned this duplicate role, it should be flagged that ultimately, a separate IGT&E organization will take over training coordination.

Summing up the discussion on the Training Strategy, the Chairman said that the paper will be revised in the light of the discussion in the meeting. He further said that there should be uniformity in the cadre and the ex-cadre training. The provincial government should also provide the existing and the future training plans to the NCGR.

Agenda Item No.3

SELECTION OF CHIEF EXECUTIVES OF AUTONOMOUS BODIES

5. The discussion remained limited on the position paper on the Selection of the Chief Executives since most of it was discussed in the last meeting of the Commission. More or less all the participants agreed with the recommendations of the position paper.

Day – 2

Agenda Item No.4

A REPORT OF EDUCATION SUB-COMMITTEE

6. Mr. Javed Hassan Aly consultant, Ministry of Education gave a detailed briefing to the Commission on the Education Sector Reforms. In his briefing he informed the Commission of the following decisions on education governance that the government has taken:

a. Higher Education Commission shall look after the university education and shall stay with the federal government.

b. College education shall be the subject of the provincial governments.

c. The school education shall be looked after by the district governments.

He said that there is a need to make necessary amendments in the Rules of Business of the provinces for the decisions to be implemented effectively. The other areas that he

highlighted included the recommendations for the establishment of the District Education Boards with the involvement of the community in addition to the EDO Education, Nazims and the other civil servants. Adding further he said that the models of the governance could be different for different provinces, however, there is a need for strengthening public / private partnership. Currently 30% of the educational needs are being served by the private sector. On the issue of autonomy Mr. Javed Hassan Aly said that in the name of autonomy we should not have a disconnect between the federal and the provincial governments. The briefing also covered the spending on the education which at present stands at Rs.150 billion. The Chairman while commenting on the briefing highlighted the lack of coordination mechanism, he particularly pointed out the deteriorating college education standards and called for the provinces to provide infrastructure resources to colleges. The Chairman also said that the Commission should emphasize on the strengthening of the National Council of Education Ministers (NCEM). The Secretary CMU Punjab flagged the dissent of the Punjab Government on the issue of District Boards. He stated that the emphasis should be on developing such capacities from within the districts instead of imposing external checks. He further stressed that the Board members would be interfering in the posting /transfers and promotions of teachers, thus, jeopardizing the discipline in the cadre. The Secretary Education, NWFP said that there should be a link between primary, secondary, college and university education. ACS NWFP felt that the title of the NCEM be changed and for curriculum development the provinces should stay on board. The Secretary CMU Punjab expressed that if the NCEM is structured than there will be no need for the Secretaries Committee.

B REPORT OF HEALTH SUB-COMMITTEE

7. Dr. Sania Nishtar, Co-opted Member Sub-Committee on Health Reforms briefed the Commission on the activities that have been undertaken by the sub-committee. She also requested the Commission to provide the sub-committee with the guidelines. In her brief she informed the Commission of the following areas that have been identified by the sub-committee in its meetings for preparing recommendations:

i. Creation of the Health Management Cadre

ii. Mechanism for Public / Private Partnership (BHUs and the FLHCFs)

iii. Social Protection Mechanism for Health and Linking Health with Social Policy Fabric.

iv. System of Coordination between the Federal, Provincial and the District governments for health governance i.e. clarity of roles.

Participating in the discussion Dr. Abdul Malik Kasi said that the health workers jobs should be area specific. He also stressed the need of turning district hospitals into teaching hospitals as well in addition to the mechanism of strengthening the system of LHWs. With regard to the recruitment Dr. Kasi was of the opinion that the hiring of the health workers should also be area specific including the doctors. He recommended that there should be a condition of mandatory service of the doctors in the BHUs for a certain time period before the doctors are granted full registration from the Pakistan Medical and Dental Council. Member/ Secretary NCGR in his comments said that there is a similarity in the governance system of the Education & Health Sector. He said that there is a need to have Inter-Governmental Coordination Structures to coordinate the activities in Education and Health Sectors including establishment of the National Education/ Health/Social Sector Committee of the Cabinet, National Education /Health Ministers Council of Education /Health, where the Provinces are represented as equals and not as subordinates and National Education / Health Secretaries Council, to carry out the spade work for developing consensus. He also emphasized that clear-cut areas of responsibilities must be identified for the Federal / Provincial /District Governments, and be clearly listed in the Rules of Business. On the area of public / private partnership he said there is a need to have a regulatory mechanism to regulate such cooperation, in the interest of the Public. The Chairman asked the sub-committee on health to benefit from the experience of Punjab and come up with a working paper before the next meeting of the Commission.

C REPORT OF LAND REVENUE ADMINISTRATION SUB-COMMITTEE

8. Dr. Shafqat Ali Shah Jamot, Chairman, sub-committee on Land Revenues in his briefing pointed out the shortcomings of the existing procedures that are resulting in loss of revenue for the government. He said that there is a need to simplify the procedures through computerization of the land records, decentralization of the land revenue collection, development of separate policies of land disposal and land utilization, creation of check and balances in the office of the Registrar / Sub-Registrar for urban properties. The representatives of the Punjab and Sindh informed the Commission that they have already started the computerization process in their provinces. The Chairman advised the Sub-Committee to co-opt field officers from the provinces as members of the sub-committee to assist in identifying the specific

remedial measures and prepare a working paper for the review of the Commission. Chairman asked DG NCGR to facilitate convening of the Land Revenue Administration Sub-Committee meeting.

D REPORT OF POLICE SUB-COMMITTEE

9. Mr. Asad Jahangir, Chairman Sub-Committee on Police Reforms presented a set of comprehensive recommendations on police reforms. He informed the Commission that these recommendations have been prepared after holding intensive consultations with the stakeholders including the National Police Bureau.

1. Implement Police Order.
2. Reconstruct police on functional lines.
3. Activate Safety Commissions.
4. Delegate/devolve powers to RPO and DPO in the spirit of Police Order.
5. The police station should be upgraded and placed under an ASP/DSP.
6. Establish investigation Branch as envisaged by law.
7. Distribute registers between Investigation and Ops Branch in Police Station.
8. Appointments should be made on merit and in a transparent manner.
9. Accountability of senior ranks should be made through policing plans.
10. Disciplinary Rules should be revised.
11. Traffic police should be organized on the model of the Motorway Police.
12. The Police Academy should design and run a traffic law enforcement course for senior officers.
13. Promotion courses for Inspector to DSP and SP to SSP are required. In addition capacity building courses and certification courses are needed both for senior and junior ranks, especially for Investigation and Traffic.
14. Section 155 CrPC should be amended to read “in Non-cognizable cases police shall investigate in accordance with the same procedures except that arrest shall not be made without a warrant”.
15. New arrest procedures should be drawn up to bring in due diligence so that false arrests are not possible.
16. Permanent check posts for snap checking should be abolished.
17. Vehicle fitness should be given to pre-qualified workshops.
18. Constable should be recruited through a board. Experts should be hired for recruitment process. There should be no ban on police recruitments.
19. Production of UTPs should be the function of the jail department not the police.
20. Federal Government should expedite its computerization projects AFIS and PROMIS.

21. The 15 system should be introduced in all cities.

The Chairman appreciated the work done by Mr. Asad Jehangir and requested him to finalize the Police Sub-Committee Report.

10. The final report of Rules of Business Sub-Committee was placed before the Commission members and representatives of the provincial governments for their information.

11. It was decided that the next meeting of the Commission shall be hosted by the Government of Balochistan in the month of March, however, the date and the venue remained opened. The meeting ended with a vote of thanks to the Chair.

LIST OF PARTICIPANTS

1. Dr. Ishrat Hussain, Chairman
2. Dr. A. Malik Kasi, Member
3. Mr. Shafqat Ali Shah Jamot, Member
4. Mr. Farooq Rahmatullah, Member
5. Mr. Asad Jehangir Khan, Member
6. Syed Tariq Ali Bokhari, Secretary Establishment, Ex-Officio Member
7. Maj. Gen. ® Syed Asif Riaz Bokhari, Member/ Secretary,
8. Sh. Naseer ul Haq, Addl: Secretary Establishment
9. Mr. Mushtaq A Malik, Addl; Secretary Finance
10. Ms. Nargis Sethi, DG NCGR
11. Dr. Sania Nishter, Member, Sub-Committee on Health
12. Mr. Najam Saeed, GM CSRU
13. Mr. Saeed A Memon, GM CSRU
14. Mr. Attique Hussain Khokhar, Director MS Wing
15. Mr. Asif Zaman Ansari, Member FPSC
16. Mian Muhammad Sarwar, Director Research FPSC
17. Mr. Khizar Hayat Gondal, Secretary, S&GAD Punjab
18. Mr. Mazhar Hayat Mahar, Addl: Chief Secretary, Sindh
19. Mr. Ghulam Dastigir Khan, Addl: Chief Secretary, NWFP
20. Mr. Muhammad Humayun, Spl: Secretary NWFP
21. Mr. Muhammad Mushtaq Jadoon, MD Education NWFP

22. Mr. Mubashir Husain Shah, Secretary BOR NWFP
23. Mr. Saifullah Khan, Secretary Education, NWFP
24. Mr. Abdul Samad Khan, Secretary Health, NWFP
25. Mr. Badshah Gul Wazir, Secretary Home Department NWFP
26. Mr. Hifz-ur-Rehaman, DD Decentralization Sport Programme NWFP
27. Rana Naseer Ahmed, Secretary S&GAD, Balochistan

MINUTES OF THE 8TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS MARCH 30TH & 31ST, 2007

The 8th meeting of the National Commission for Government Reforms (NCGR) was held on 30th & 31st March, 2007 at Civil Officer's Mess at Quetta under the Chairmanship of Dr. Ishrat Hussain. He welcomed the participants to the meeting and thanked the Chief Secretary Baluchistan and his team of officers for hosting the meeting and said that this is the last of provincial Headquarter meetings to be held in the first phase. The sequencing of agenda items was rearranged as per convenience of presenters. List of participants is annexed.

DAY ONE

An update by Chairman

2. Chairman gave an update on progress made by NCGR on agenda items discussed in previous meetings and also thanked all those who have contributed in bringing a closure on a number of these items, which are off NCGR agenda for deliberations now. He specifically mentioned that the Sub-Committee on Rules of Business under the Chairmanship of Secretary Establishment has done very useful work and has completed the Report, which is ready to be presented to the Steering Committee. He expressed his appreciation for the tremendous work done by the Sub-Committee.

3. Chairman informed the Commission that the Sub-Committee on Education has also completed the Report. He thanked Mr. Shahid Kardar for the work done by the Sub-Committee. He further informed that the recommendations made by the Sub-Committee have broad support from all the provinces except on one point by Punjab, which is not in favour of creation of District Education Boards. The issue will be taken up separately with the Government of Punjab for a resolution.

4. The Chairman informed that the paper relating to process of appointment of Chief Executive in 100 key federal bodies has been discussed with the Prime Minister and there are further modifications in the light of discussions with the Prime Minister. The modified paper will be circulated to all the members.

5. The Chairman also mentioned that the paper on Open, Transparent, Equality and Merit based Recruitment System has been finalized and circulated to the Ministries of Commerce, Information, Communications and Railways. Ministries of Commerce and Communication have not agreed with the proposal to discontinue with direct recruitment to Trade & Commerce and Postal Groups, formal views/comments from the Ministries of Information and Railways are still awaited. The Paper will be modified/ finalized once comments/ views of all four ministries are received.

6. The revised paper on Training Strategy for Public Sector was finalized in the light of discussion at the last meeting of NCGR and was circulated to the members. As no comments were received it will now be taken up as an agenda item for the next Steering Committee meeting to be held in Islamabad.

7. Referring to the update given by Chairman on different issues DG, CSRU said that whatever has been presented in the Rules of Business (RoB) Sub-Committee Report relates to empowerment of Secretaries and does not deal with amendments in Rules of Business as such it would not be correct to call it RoB Report. Secretary Establishment clarified that RoB Report has been prepared on the basis of guidance provided by the Commission and it broadly covers empowerment of Secretaries and Principal Accounting Officers. It identifies and removes hindrances in rules and instructions, which hamper functioning of the government, all federal Secretaries were consulted. Feedback received from them has been incorporated in the Report. Representatives of the provincial governments except Sindh gave an update about work being done in their provinces. Representative of Sindh government was asked to ensure that work on this subject may commence to keep Sindh in line with other provinces. After listening to different views and comments, Chairman decided to rename the RoB Sub-Committee Report as Report on simplifying rules and procedures to make government effective and efficient. It was also decided that ROB Sub Committee would continue to look at suggestions from different quarters for consideration of NCGR. Mr. Ejaz Rahim was of the view that delegation of administrative and financial powers has nothing to do with Rules of Business.

<u>Agenda Item I</u>

An approach to Reorganizing the Federal Government

8. The Chairman introduced the Paper on “An approach to Reorganizing the Federal Government”. He explained the salient features of the approach relating to policy formulation, regulation and implementation suggested in the paper. He explained the broad contours of the approach relating to re-organization of the federal government. He elaborated on the role of a ministry, division, attached departments etc in the government and how they have evolved in an adhoc manner over time. The paper clarifies the concepts of attached departments and autonomous bodies and also provides a uniform and standard system of organizational units at federal level.

9. Detailed discussion was held on this agenda item with Mr. Shahid Kardar suggesting that it appears that all the functions being performed by the federal government will continue to be performed in the same manner, and in reality there is nothing that is being given up or devolved by the federal government. The Chairman responded that the proposed arrangements reflect the current situation and as functions or powers are devolved to the provinces these changes will also be incorporated. He further added that the tiers in the Federal Government will be reduced from five to three by eliminating Section officer and Additional Secretary from the chain.

10. IG(P) Baluchistan supported the approach in general and particularly the proposal to create Executive departments and felt this would lead to greater autonomy and efficiency. Mr. Ejaz Rahim was of the opinion that the Board of an Executive Department should be headed by the Secretary and not by the Minister. Secretary Establishment said that the approach to reorganizing the federal government is very good and the proposed reduction in number of different bodies should lead to greater clarity and efficiency. He also said that NCGR would ultimately need to decide about the procedure to make the new approach work. Representative of Baluchistan said that final arrangements are required in ministries and divisions like creation of think tanks of eminent persons. He also desired to know if the M/o Petroleum & NR, which was quoted as a success by the Chairman, has been able to develop a mechanism for listening to people. Representative of NWFP supported the concept and approach and also desired that NCGR must also examine if certain functions could be transferred to the provinces as per basic concept of devolution and decentralization. Chief Secretary Baluchistan was of the view that devolution and decentralization has not taken place as originally envisaged as far as financial and administrative powers are concerned.

11. In view of extensive discussion on the subject, Chairman, NCGR agreed that Executive Boards may be headed by Secretaries as this would minimize interference from ministries.

DECISION

12. A Sub-Committee was constituted under Mr. Shahid Kardar on Restructuring of Federal Government with Syed Tariq Ali Bokhari, Secretary Establishment, Mr. Ejaz Rahim, Mr. Asad Jehangir and Maj. Gen. ® Asif Riaz Bokhari, DG, CSRU as its members. The Sub-Committee will transform the approach paper to a Working paper for discussion by the Commission at its next meeting. DG CSRU will immediately circulate the background papers prepared by them among the sub committee members.

Agenda Item 2

Sub-Committee Report on Health Sector Reforms

13. The co-opted member of the Sub Committee on Health Dr. Sania Nishtar presented the Report of the Sub-Committee on Health. She informed the Commission that the recommendations of the Sub Committee have been scoped within the broader mission and mandate of NCGR with the objective to improve governance and functioning of the various tiers of the government in order to improve the delivery of basic services to the ordinary citizen. The presentation provided relevant data and statistics pertaining to health sector in Pakistan. The objective of the government's health policy should be to reduce mortality and morbidity and the disparities therein and to help attain a good standard of health for the entire population of Pakistan. She further explained that recommendations would enable the state more broadly and state mandated agencies in particular to peruse this policy objective through modernization of public financing provision of services in order to make them efficient, effective, responsive and accountable.

14. Reforms in Health Sector to be categorized into following four areas: -

Area 1 Enhancing capacity within the system clarifying roles and responsibilities and developing an institutional consensus on federal, provincial and district roles and prerogatives and administrative roles.

Areas 2 & 3 Restructuring of service delivery, the public private interface and social protection. The principle of the restructuring process should not be to

restructure management but to configure the mode of delivery care. In the case of contracting out arrangements, a regulatory framework for management needs to be developed.

Area 4 Integrated and synchronized delivery of population and health:

- Integration of population and health at various levels of service delivery.
- Mainstreaming of family planning as part of the agenda of programs such as a lady Health Worker Program.

15. Dr. Abdul Malik Kasi informed that the Report is consensus of Sub-Committee deliberations. Chairman NCGR desired that the Sub-Committee should now move from abstract principles to suggesting a system of governance in health sector, which falls directly under the purview of NCGR. He said that creation of District Health Boards be considered for both preventive and curative aspects and federal government should look after federal institutions, provinces to look after provincial institutions and teaching hospitals and district to look after District/Tehsil and Basic Health Units. If we have referrals at lower level then we can reduce congestion at district and tertiary institutions.

16. Mr. Ejaz Rahim complimented Dr. Sania Nishter on comprehensiveness of her presentation. He gave the following suggestions for consideration: -

- Provincial government Representatives and some NGOs and civil society members to be made part of District Health Boards.
- Public Health Education to be imparted.
- Shortage of Nurses, Dentists and Paramedics to be looked into. A regulatory regime for Health Sector to be developed for equity and standards, DG Health's capacity at federal level needs to be developed.
- Health to be included in Social Protection and health insurance in rural areas will have to depend on community participation.

17. Mr. Shahid Kardar said that there are various examples of contracting out and there are lessons to be learnt from these, he also desired that health insurance for the poor to be studied by the Sub-Committee. Representative of the Punjab government stated that almost all the proposals of the Sub-Committee with some modifications are already being implemented in Punjab and the Sub-Committee should visit Punjab where a detailed presentation and visit to health facilities can be arranged. He further

informed that in Punjab the attendance of the doctors in rural health facilities had improved and emoluments of doctors appointed on contract in the rural areas have been increased to Rs.25,000/-. The Representative of NWFP informed that their government has made a health regulatory authority and that health insurance is an alternate mode of financing, it needs to be introduced through some way. He stated that the success of District Health Boards depends on the capacity of district government.

18. Chairman desired that Mr. A. Malik Kasi, Mr. Ejaz Rahim and Dr. Sania Nishtar may study the District Health Boards being created in Sindh. Dr. Kasi informed the Commission that a meeting of all provincial health secretaries and federal secretary would be convened at Islamabad on the basis of the Report of the Sub-Committee.

DECISION

19. The Chairman NCGR desired that the Sub-Committee may finalize its recommendations after the meeting with federal and provincial secretaries and then submit its final Report to NCGR.

Agenda Item 3

Direct Recruitment against the posts of Deputy Secretary/Joint Secretary in the Secretariat Group

20. Secretary Establishment introduced this agenda item by explaining that the issue came to the attention of Establishment Division when federal bureaucracy started finding it difficult to find competent Deputy Secretaries and Joint Secretaries. He presented details of the proposal; the Chairman opened the discussion by inviting all presents to give their views and also called it a wonderful opportunity which would provide a chance to ex-cadre officers for career advancement.

DG CSRU desired that: -

- There should be no age limit
- Recruitment to be open to private sector individuals also.

21. The proposal did not find general support and extensive discussion took place. Mr. Ejaz Rahim pointed out that constitutional and legal issues are involved and the proposal needs to be refined in consultation with the provinces. Representative of Punjab Government stressed that the proposal is counter productive in many ways and this proposal if approved would deprive the existing lot of Section Officers and Deputy

Secretaries of any chances of further promotion to the position of Deputy Secretary and Joint Secretary respectively.

22. There was general consensus among the Representatives of the provincial governments that the post of DS/JS is borne on an APUG cadre. Any change/ modification in the cadre composition and ancillary rules pertaining to an APUG cadre requires consultation, concurrence of the four provincial governments.

23. Winding up the discussion on this item Chairman NCGR clarified that there are certain contradictions in the proposal and the issues require further examination in consultation with the provinces.

DECISION

24. NCGR does not agree with the proposal at para-5 of the Working Paper on the subject for the reason that it is inconsistent with the provisions of Secretariat Group. The Commission however recommends that the FPSC may be asked to recruit Deputy Secretaries under para 3-A in the Federal Secretariat as per existing provincial quota and within the age limit of 30 – 40 years. Any federal or provincial cadre or ex-cadre service meeting these criteria of age and qualifications will be eligible to appear at a competitive examination to be conducted by FPSC for this purpose.

Agenda Item 4

Sub-Committee on Land Revenue Administration

25. Chairman informed the participants that we have not made much progress with reference to the Sub-Committee on Land Revenue Administration, therefore, he constituted a panel consisting of all the four Senior members, Boards of Revenue of Punjab, Sindh, NWFP and Baluchistan under the chairmanship of Mr. Anwar Haider, SMBR, Sindh to prepare a Report for the National Commission for Government Reforms (NCGR) on the following terms of reference:-

i. To review the existing division of responsibilities between the Provincial and District governments in the matters of land revenue assessment and collection, land adjudication, land record management and preservation etc. and come up with proposals for further coordination, streamlining, improvement and efficiency.

ii. To review the existing laws, policies rules, regulations, administration and procedures of state land disposal and utilization and recommend specific

measures including changes in the legal and regulatory framework to bring in effect an open, transparent system for meeting the needs of the industrial, commercial, low income housing, social services development in the future.

iii. To suggest specific steps to strengthen, upgrade and enhance the capacity of land revenue administration machinery by replacing the existing patwaries, naib tehsildars, tehsildars by well-educated, well trained personnel and introducing modern systems and procedures. In the interim the panel should suggest on-the-job training for the existing staff.

iv. To review the existing registration system of urban property and to propose changes from a system of registration of documents to land titling system that clearly delivers the title to the property, is transparent and accessible in the public domain.

v. To review the progress of computerization of land record systems in various provinces, to identify best practices and to disseminate these practices in other provinces.

vi. To initiate surveys and settlement of land and urban property in the areas where they are overdue and to set up a system of periodic surveys and settlement.

DECISION

26. The panel will seek guidance and support from Chairman of the Sub-Committee on Land Revenue Administration and submit a Report within 6 weeks through the Sub-Committee to NCGR for consideration.

DAY TWO

Agenda Item 5

Presentation of Sub-Committee on Police Reforms

27. Mr. Asad Jehangir presented the Report of Sub-Committee on Police Reforms. He started the briefing by stating that Police Order 2002 is not being implemented in any province that all high-level police appointments are being made in violation of the provision of Police Order 2002. He stressed the need of separation of investigation, operation and prosecution branches. Process serving, lockups and mobility of police and police station set up also require to be strengthened. He said that internal accountability of Police as provided in the Police Order be adopted in letter and spirit. He emphasized that there should be certified investigators as investigation is a big problem because of the low caliber of investigation officers. He said that draft rules on the Police Order, which were to be drafted by NRB, should be finalized and sent to the provinces for adoption/ implementation. He proposed that normal Police Force be

upgraded at par with the Motorway Police and their training process may also be improved. New course and examinations in community policing, crowd control, traffic control, witness production, dispute resolution etc may be introduced as a part of the training/ capacity building programmes.

28. Mr. Ejaz Rahim proposed that the implementation of Police Order should be left to the Ministry of Interior who should be tasked to identify the grey areas. The relationship of Police at District level must be strengthened and a Committee of Inspector General (P) & Representative of Chief Secretary may be established to work on this aspect.

29. Mr. Shahid Kardar was of the view that at the level of Police Station a direct officer of the rank of an ASP should be posted as Station House Officer (SHO). This would greatly help in dealing with the public in a more civilized and educated manner. The Chairman endorsed this point of view.

30. Representative of Punjab Government supported the proposal of placing various police functions like Operation, Investigation and Prosecution at one place under the direct supervision of an ASP/ DSP. However, he suggested that these arrangements should initially be restricted to urban areas, where lumping of these functions of various Police Stations would not cause any serious hardship to the public at large. He suggested that in the rural areas, where the public has to travel long distances, lumping of Police Stations under one ASP/ DSP would not be feasible. He further stated that amendment in Section 155 CRPC could not be supported.

31. Representative of Police from the Sindh Government informed that Sindh is facing difficulties as they are still working under the Civil Servants Act 1973 and not as per the provisions of the Police Order 2002.

32. Representative of NWFP said that National Reconstruction Bureau (NRB) was supposed to send the draft Rules which are still not available with the province. Secretary Establishment emphasized that Police pay structure should be out of Basic Pay Scales (BPS) and the compensation package to be provided to a Sub-Inspector should at least be equal to that of a BPS-17 officer.

33. The Chief Secretary Baluchistan supported the Police Order but informed the Chairman that due to politicizing of the system the structure is failing miserably. The Commission must see to the victimization of adversaries, political workers through police, which is affecting the credibility of the Force.

34. IG Police Baluchistan appreciated the Report presented by Mr. Asad Jehangir and stated that it has highlighted the strategic difficulties faced by the police.

DECISION

35. The Commission decided that the Report of the Sub-Committee should be discussed by Mr. Asad Jehangir with the IG and Home Secretaries in all the provinces for comments. A meeting of Police Sub-Committee to be held as soon as possible after these meetings and a final Report be prepared for presentation in the next meeting of NCGR.

Reforms in Baluchistan Police

36. I.G (P) Baluchistan gave a briefing on Police Reforms in Baluchistan. He brought out certain issues being confronted by his Force in the province. He mentioned the cordial relationship of Police with the provincial administration. His briefing particularly highlighted the conversion of B areas into A and how it is going to improve the Law and Order situation in the province. The briefing given by IG (P) Baluchistan was highly appreciated by the NCGR.

37. It was decided that the next meeting of NCGR will be held in May, 2007 at Islamabad, exact dates to be decided later on. The meeting ended with a vote of thanks to the Chair.

LIST OF PARTICIPANTS

S.No.	Name	Designation
1.	Dr. Ishrat Hussain	Chairman
2.	Dr. A. Malik Kasi	Member
3.	Mr. Shahid Kardar	Member
4.	Mr. Asad Jahangir	Member
5.	Mr. Ejaz Rahim	Member
6.	Syed Tariq Ali Bukhari	Federal Secretary Establishment/ Member
7.	Ms. Nargis Sethi	Secretary NCGR
8.	Maj. Gen. ® Asif Riaz Bukhari	DG, CSRU
9.	Mr. Khizar Hayat Gondal	CMCSR Punjab
10.	Dr. Azam Saleem	Special Secretary Home Punjab
11.	Mr. Ali Rana Bhutta	PD Board of Revenue Punjab
12.	Dr. Muhammad Amjad	PD Health Reform Punjab
13.	Syed Anwaar Haider	Senior Member Board of Revenue, Sindh
14.	Mr. Niaz Siddiqui,	Addl. I.G. Sindh
15.	Mr. Ghulam Dastagir Akhtar	Addl. Chief Secretary, NWFP
16.	Mr. Badshah Gul Wazir	Secretary Home, NWFP
17.	Mr. Shah Wali	Senior Member Board of Revenue, NWFP
18.	Mr. Muhammad Humayun	Special Secretary (Reg) NWFP
19.	Mr. Abd-us-Samad	Secretary Health, NWFP
20.	Mr. Mushtaq Jadoon	MD EEF, Peshawar
21.	Mr. Hafiz-ur-Rehman	PD Decentralization S.P Finance, NWFP
22.	Mr. K.B. Rind	Chief Secretary, Balochistan
23.	Mr. Tariq Masood Khosa	PPO Balochistan
24.	Mr. Shahbaz Khan Mandokhail	Senior Member Board of Revenue Balochistan
25.	Rana Naseer Ahmed	Secretary S&GAD Balochistan
26.	Capt. ® Mohammad Younas Durrani	Secretary Local Government, Balochistan
27.	Mr. Muhammad Tariq Ayub	Home Secretary, Balochistan
28.	Mr. Munir Ahmed Badini	Secretary Education, Balochistan
29.	Mr. Furqan Bahadur	Member Board of Revenue, Balochistan

MINUTES OF THE 9TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS AUGUST 2ND, 2007

The 9th meeting of the National Commission for Government Reforms (NCGR) was held on 2nd August, 2007 in the Committee Room of Cabinet Division Islamabad under the Chairmanship of the Chairman NCGR. List of participants is attached (**Annex**).

2. In his opening remarks the Chairman after welcoming the participants of the meeting, explained that the organizing principle for proposing reorganization of the Federal Government as:-

(i) Distribution of span of control.
(ii) Clarity of roles/ responsibilities with accountability.
(iii) Separation of policy making operational, implementation and regulatory functions of the Ministry.
(iv) To reduce tiers in the government.
(v) Improve coordination amongst Ministries and within a Ministry.
(vi) Empowerment of the administrative heads in the government.

3. The Chairman quoted the example of Ministry of Petroleum & Natural Resources whereby the regulatory functions were transferred to Oil & Gas Regulatory Authority (OGRA) and the operational activities were transferred to the autonomous bodies and corporations with their Board of Directors (BOD) constituted by the Federal Government. To streamline the present vague and unclear distribution of responsibilities between Minister and Minister of State, it is proposed that there should be a Minister and a Deputy Minister with clearly spelt out responsibilities.

Agenda Item No.1

4. The Chairman explained that there are three papers are on Reorganizing the Federal Government with focus on Federal Ministries, Divisions, Executive Departments and Autonomous Bodies and the fourth paper is regarding Reorganization of Training & Policy Research Institutions in the Federal Government.

5. An overview of the proposal of Reorganization of Attached & Autonomous Bodies was also given by the Chairman which included the entities to be considered for (a) privatization, (b) to be transferred to Provincial Government,

Northern Area Administration and Islamabad Capital Territory Administration, (c) organizations to be merged, (d) to be wound up and (e) to be retained.

6. The Chairman introduced the proposal of Reorganization of Training and Policy Research Institutions in the Federal Government according to which the existing training and research institutes, classified by their size, importance and potential are proposed to be regrouped into eight main clusters. Each cluster institute will be an autonomous body governed by an independent BOD and a Chief Executive (CE) reporting to the Board. The Secretary of the Division will act as the Chairman of the Board on rotation with ex-officio members drawn from Finance & Establishment Divisions. The Chairman further said that it is rather unfortunate that presently training institutions are used as a parking place for officers and the fact that the standard of training in these institutions is not uniform.

7. After introducing all the four papers, the Chairman opened the floor for discussion on the proposal floated by the Commission. Mr. Shahid Kardar was of the opinion that provincial government receptivity to the proposals would be poor. The District Governments in their present shape are not likely to exist. In future we will see a hybrid of the old & new forms and structures. Secretary Establishment stated that all proposals be made on the merit of the case and not on the basis of their acceptability. Mr. Farooq Rehmatullah stated that the relationship between the autonomous bodies and the Ministries be clearly defined. The Chairman pointed out that Federal Government will be represented on the Board of Directors of autonomous bodies and these representatives would be empowered to convey the stated position or stance of the Federal Government in the Board meetings. In this way there will be no requirement of making references to the Ministry after the Board's decision except in the matters of budgetary allocation or for development schemes, which are beyond Board's powers. Secretary Cabinet said that Cabinet Division does not have the capacity/ expertise to examine issues and matters related to regulatory affairs. Mr. Ejaz Rahim agreeing with the observation stated that experts be provided to the Cabinet Division for the present.

8. In line with the recommendations of some of the members following amendments were agreed to be made in the working paper No.1:-

(I) Para-7 (ii) (c) of Working Paper to be deleted.

(II) **<u>Line No.1 of Para-15</u>**

After words "The procurement of goods and services by ABs", the words "and Executive Departments" to be added.

(III) **Line No.9 of Para-17**

The words "Cabinet Division" to be replaced with "Regulatory Affairs Division."

(IV) In para-17 it may be added that all the provinces should have representation on the regulatory bodies.

(V) **Line 1 of Para-19**

Word "Ministry Specifically to the" to be deleted.

9. On a query, the Chairman explained that with the abolishment of the post of Section Officer, the administrative sections will be provided Staff Officer (BS-17) with ministerial and computer/ IT support. The introduction of E-Government tools in the Ministries/ Divisions, the storage, recording and retrieval of files will no longer require the services of Section Officers. However the Commission's recommendations would require approval of the Steering Committee to become effective. Even then there will be a transition period during which the present arrangements will continue.

10. The representative of the Government of NWFP enquired as to whether Provincial Ministers/ Secretaries could chair the meetings of National Council of Ministers and Secretaries. The Chairman responded that it was too early and that a decision in this regard will be taken later on. The Chairman further informed the participants that the Commission's recommendations will be discussed with the provinces after which approval will be sought from the Steering Committee. Mr. Ejaz Rahim stated that the officials of the Ministry of Regulatory Affairs should have the relevant qualifications to handle specialized jobs.

11. The Chairman explained that the proposal on Reorganization of Training and Policy Research Institutions in the Federal Government has been prepared to create standardization and uniformity. There should be one institute doing oversight for all Academies and Centres in a particular sector. This will facilitate in teaching at a common platform by speakers, who presently have to lecture the same thing a number of times. During discussion a question arose regarding posting of officers to the training

institutions and their reluctance to serve in these institutions. DG Civil Services Reforms Unit (CSRU) said being All Pakistan Unified Grades (APUG) officers these officers should be willing to serve anywhere and there should be no question of any refusal. Chairman was of the view that like military officers, civilian officers should do Command, Operational and Instructional assignments. Secretary Establishment explained that we have a Rotation Policy, Mr. Asad Jehangir responded by saying that no Rotation Policy is actually required. Representative of the Government of NWFP emphasized that service in training institutions is not given due recognition. The Chairman explained that with regard to reorganization of Training and Policy Research Institutions in the Federal Government, the idea is to avoid overlapping. He emphasized that the training material needs to be updated and the teaching staff should be competent with relevant skills in their field. The proposal was discussed at length and it was recommended that the hiring and firing powers in respect of all grades, regular or contractual, will vest with the Chief Executive as well, alongwith the Board of Directors.

12. During discussion on the Working Paper "Reorganizing the Federal Government-III proposals regarding Executive Departments and Autonomous Bodies", the representative of the Government of NWFP enquired about the implications of privatization of WAPDA for NWFP. The Chairman responded that the NWFP will be the shareholder. With regard to privatization of some entities it was agreed that Hydel Power companies with Provincial representations in equity should be retained as individual corporate entities. It was further agreed that Quaid-e-Azam Mazar Management Board, occurring at Sl. No.2 in Table-III will not be transferred to the Provincial Government and will be taken out of the Table. Mr. Farooq Rehmatullah stated that Department of Explosives occurring at Sl. No.14 in Table-III issues licenses and does inspection. Its transfer to the Province is likely to effect its standard. The Chairman agreed for its removal from Table-III. The Department would be included in the list of Executive Departments. On the query of representative of the Government of Punjab the Chairman agreed that Sheikh Zayed Institute will remain under the control of the Federal Government.

13. The representative of the Government of NWFP pointed out that according to Working Paper-I Councils/ Committees are to report to the Ministers but as per Working Paper containing proposals regarding Executive Departments and

Autonomous Bodies, the Councils/ Commissions/ Committees would work as independent bodies and not under control of any Ministry. The Chairman desired that Mr. Ejaz Rahim may look into it, as well as Table-IV regarding Transformation of Councils/ Commissions/ Committees and come up with his recommendations. Regarding the organizations proposed for winding up/ liquidation, the Chairman informed the participants that Law Division has to be consulted in the matter. The Commission agreed to the merger proposal contained in para-16 of the Working Paper.

14. Additional Finance Secretary desired that hopefully all record will be electronically maintained. The Chairman maintained that all reforms will fail without a transition plan, Mr. Shahid Kardar stated that transition plan is more difficult, Mr. Ejaz Rahim emphasized the need for conceptual clarity and said that a transition plan should not take 10-15 years, Chairman clarified that transition plan will be for 12-18 months. Winding up the discussion on all the four papers the Chairman said that the formal input/ comments already provided have been incorporated and amendments agreed in the meeting will also be taken into account.

Agenda Item No.2

Who is a Federal Civil Servant

15. The Chairman informed the participants that at present the definition of Civil Servant is loose and vague. It is necessary to precisely define a Civil Servant so that the existing employees could be classified as to who clearly falls in the category of a Civil Servant. Secretary Establishment stated that according to a Supreme Court decision, entities, which have been set up under law and have independent set of rules are not defined as Civil Servants.

16. The Chairman informed the participants that work charged contingent staff cannot be Civil Servants. Commercial organizations which are treated as attached departments like Pakistan Post, Central Directorate of National Savings (CDNS), Pakistan Railways should be treated as autonomous bodies like Karachi Port Trust (KPT), National Highway Authority (NHA), Pakistan International Airlines Corporation (PIAC) etc. This will ensure consistency and uniformity. The staff of these organizations may, therefore, be excluded from the category of Civil Servants. Secretary Establishment supported the proposal stating that these may be made autonomous bodies through Act of Parliament subject to the condition that Acts

establishing the autonomous bodies for Pakistan Railways, Pakistan Post and CDNS, should have a clause that the terms and conditions of their existing employees (who are Civil Servants) should not be to their disadvantage. With regard to civilians paid out of defence budget, Secretary Establishment stated that according to Law Division employees of Heavy Industries Taxila (HIT), Pakistan Aeronautical Complex (PAC) and Pakistan Ordinance Factories (POF) are not Civil Servants. Additional Secretary Finance stated that civilians paid from defence budget may not be included in the category of Civil Servants. Secretary Establishment was also of the view that employees of Civil Armed Forces may be excluded from the category of Civil Servants and may be governed under their own Act and Rules framed there under. Additional Secretary Finance stated that Civil Armed Forces have their own pay scales distinct from the Civil Servants. Hence they may not be treated as Civil Servants.

17. The Chairman informed the participants that District Cadre will determine their own rules and the majority of Provincial Government employees from BS-1 To BS-16 fall in Education, Health and Agriculture sectors. These employees will go to the District Cadre and will thus stand excluded from the category of Civil Servants. The Chairman desired that the Provincial Governments may work out the number of Civil Servants after deducting the District Cadre. Mr. Ejaz Rahim stated that if the purpose of the exercise is to give benefit to some segments of the employees in the shape of better emoluments it would create resentment. The representative of Government of NWFP also stated that the discrimination in emoluments would have implications. On this the Chairman stated that the portion relating to remuneration would be taken out of the paper. The Chairman desired that in the next meeting of the Commission, the Provinces may come up with the paper on “Who is a Provincial Civil Servant”.

19. It was decided that the 10th meeting of NCGR would be held in Peshawar in early September 2007, with the following agenda items:-

1) Sub Committee Report on Health.
2) Sub Committee Report on Police.
3) Papers on “Who is a Provincial Civil Servant”.

The meeting ended with a vote of thanks to the Chair.

LIST OF PARTICIPANTS

S.No.	Name	Designation
1.	Dr. Ishrat Hussain	Chairman
2.	Mr. Shahid Kardar	Member
3.	Mr. Asad Jahangir	Member
4.	Mr. Ejaz Rahim	Member
5.	Mr. Farooq Rahmatullah	Member
6.	Syed Tariq Ali Bukhari	Federal Secretary Establishment/ Member
7.	Syed Masood Alam Rizvi	Federal Secretary Cabinet/ Member
8.	Ms. Nargis Sethi	Secretary NCGR
9.	Mr. Muhammad Ayub Khan Tarin	Addl: Secretary Finance Division
10.	Mr. Tahir Raza Naqvi	Secretary C&I Punjab
11.	Mr. Mushtaq Ahmad	Secretary/ DG, Public Policy Change Management Unit, Punjab
12.	Mr. Ghulam Sarwar Khero	ACS (Dev) Sindh
13.	Mr. Muhammad Abdullah Khan Kakar	Secretary Law, Balochistan
14.	Mr. Ghulam Dastigeer	Additional Chief Secretary, NWFP
15.	Mr. Muhammad Hamayun	Special Secretary (Ref) NWFP
16.	Mian Sahib Jan	Secretary (Est) NWFP
17.	Mr. Muhammad Mushtaq Jadoon	MD, EEF, NWFP
18.	Maj. Gen. (Retd) Syed Asif Riaz Bokhari	MD, CSRU

MINUTES OF THE 10TH MEETING
OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS
7TH & 8TH SEPTEMBER, 2007

The 10th meeting of NCGR was held on 7th & 8th September, 2007 in the Cabinet Room of Civil Secretariat, Peshawar under the Chairmanship of Dr. Ishrat Husain, Chairman, National Commission for Government Reforms (NCGR). List of participants is attached **(Annex).**

DAY ONE

2. After welcoming the participants the Chairman NCGR asked the members if there were any observations relating to the minutes of the 9th NCGR meeting, as there were no observations/ objections the minutes of the 9th meeting were confirmed.

3. Chairman NCGR apprised the participants regarding the progress made in the 2nd Steering Committee (SC) meeting held on 7th August, 2007 at Aiwan-e-Sadr under the Co-chairmanship of the President and the Prime Minister of Pakistan. During the meeting President emphasized that the Provincial Assemblies should expedite passage of the resolution to enable the government to issue an ordinance regarding establishment of the Commission. Chairman NCGR informed the meeting that 4 (four) agenda items were approved by the SC with slight modifications. The approved minutes of the Steering Committee meeting have already been circulated to the Members of the Commission. The gist of the recommendations approved is as follows:-

GOVERNANCE REFORMS IN EDUCATION SECTOR:

- Provincial governments should ensure setting up of District Education Boards headed by the Zila Nazim in every District.

- Chief Minister's should ensure transfer of powers of recruitment/ transfer of teachers in all schools upto matric from the province to the districts.

- The voucher scheme and aid to private school schemes being followed in Punjab should be implemented in the other three provinces also.

- Provincial governments should provide scholarships to all needy position holders admitted to reputable institutions out of endowment funds to be set up for this purpose.

OPEN, TRANSPARENT, EQUALITY & MERIT BASED RECRUITMENT SYSTEM:

- Changes will be made in recruitment process for the Central Superior Services examination.
- Fresh recruitment in Railways Service & Pakistan Postal Service through CSS will be discontinued & a plan will be prepared for corporatization of these two services.

NATIONAL TRAINING STRATEGY FOR CIVIL SERVICES:

- Training courses have been made mandatory for promotion to the next grade.
- Establishment Division to supervise & detail officers including ex-cadre officers for training while the delivery of courses will be the responsibility of the relevant Ministries.
- All training academies to be linked with National School of Public Policy (NSPP) in order to ensure maintenance of uniform standards.

STRENGTHENING KEY INSTITUTIONS OF GOVERNANCE:

- Appointments to top positions in the public sector institutions would be made in a transparent manner through a Search Committee, headed by Minister or Secretary of the concerned Division.

4. Chief Secretary NWFP informed the participants that certain decisions taken by the Steering Committee have already been implemented by the Government of NWFP such as:

- Provision of free tuition/ books and financial aid specially in Primary Schools for Girls.
- Endowment Fund for talented but under privileged students.
- Setting up of District Education Boards with powers of recruitment of teachers.

AGENDA ITEM NO.1

REPORT OF SUB-COMMITTEE ON POLICE REFORMS:

5. The Chairman NCGR appreciated the extensive work done by the Chairman of the Sub-Committee on Police Reforms Mr. Asad Jehangir, and requested him to present the report before the Commission.

6. Mr. Asad Jehangir explained that the report has been prepared on the basis of discussions at Federal and Provincial levels and is an outcome of the consensus emerging through deliberations with stakeholders. While making the presentation he elaborated on the reasons responsible for non implementation of the Police Order 2002 in a complete manner. Mr. Jehangir highlighted the following reasons:-

- Lack of political will
- Resistance to change by political governments, bureaucracy as well as police
- Lack of knowledge regarding reorganization

7. Chairman NCGR while commending Mr. Asad Jehangir on finalization of the recommendations emphasized that the registration of higher number of FIRs should not work as a perverse incentive and should not be taken as poor performance of Station House Officer (SHO). Mr. Jehangir agreeing with the Chairman NCGR informed that under the proposed reforms this system would be done away with.

8. Representative of Punjab Police informed that a new model of traffic police is already in place in major cities of Punjab. Representative of NWFP Police said if conviction rate is to increase then there should be more emphasis on scientific investigation like biometric and forensic evidence rather than on oral evidence. Special equipment is needed for this shift. He emphasized that support from NCGR is needed, Chairman NCGR assured that NCGR would not only encourage all such efforts but would also be happy to facilitate in all possible ways by requesting the provincial governments to look after the needs relating to provision of special equipment. Representative of NWFP Government disagreed with the recommendation of deleting Section 155 Cr. P.C as it would increase the burden on the police and involve them in civil cases.

9. Chairman NCGR was of the view that current situation is not protecting the common man as it leaves too much to the discretion of SHO regarding registration of cases. Representative of Punjab Police agreed with the proposal of transferring registration of FIR, investigation and submission of challan to the Investigation Branch but observed that it might not be workable in the rural areas.

10. On Mr. Jehangir's recommendation to appoint Assistant Superintendent of Police (ASP) as head of Police Stations the representative of Punjab Police informed

that in Punjab the experience of appointing ASP as incharge of a single Police Station had not worked since there are certain duties of SHOs which ASPs were not ready to perform. He also did not agree with the proposal to privatize the system for vehicle fitness certificates. The Chairman NCGR responded that the mergers of two or several Police Stations in the urban areas will increase the scope of the responsibilities of ASP who will head the newly configured Police Station. The amendment in the Cr. P.C. will also resolve the problem of empowerment.

11. Mr. Asad Jehangir suggested that the system of vehicle fitness tests could be done away with since only negligible percentage of accidents occur due to vehicle fault. He said that the MVO does not lay down any acceptable standards for vehicle emission or noise levels, whereas the same are covered in the Environment Protection Law. Chairman NCGR remarked that these days emission control which can be enforced in other ways is more important than routine vehicle fitness.

12. Representative of Punjab Police informed that Government of Punjab is considering drafting legislation for setting up Forensics Science Agency which would be an autonomous entity. He also suggested that the Commission should recommend a provision wherein it would be mandatory for the police to inform close relatives of accused when ever an FIR is registered. Mr. Asad Jehangir agreed to incorporate this recommendation in his report.

13. Chief Secretary NWFP opposed proposal to do away with vehicle fitness certification altogether. Additional Secretary Cabinet agreed with the proposal of pre-qualified workshops in private sector for vehicle fitness certificate. He also suggested that technical experts (not necessarily uniformed) be assigned the task of investigation, to which Chairman NCGR responded by saying that we are not ready for such a drastic change at the moment due to the clout of Police that helps the investigation.. He also desired that a standardized training strategy for Police Officers should be evolved and followed by all provinces.

14. Chief Secretary NWFP observed that the common man was terrified of dealing with the ASI or Moharrir in a Police Station but was more comfortable dealing with constables or officers. Chairman NCGR observed that if the recommendations of making ASPs incharge of clusters of police stations is implemented this problem would be taken care of.

15. Representative of NWFP Police suggested the use of technology to supervise behaviour of lower level police officials at Police Station by having close circuit cameras, but it would involve financial implication. Representative of Punjab Police informed that such an experiment had been carried out at a Police Station in Multan with the financial help of the local community.

16. Chairman NCGR observed that police officials at all levels required training in soft skills and there is a need to improve the image of the police specially in traffic and at the Police Station where there is maximum interaction with citizens.

17. Representative of Punjab Police observed that the recommendation deputing Prison Police for production of under trial prisoners would increase incidence of escapes. Chairman NCGR observed that it was a long term objective which would be implemented after a transition period during which the Prison Police would be given requisite training.

18. Mr. Asad Jehangir proposed that Police Order 2002 should be uniformly adopted and for this purpose a Project Director should be posted in each province, Chief Secretary NWFP proposed that an Additional IG can be deputed for this job. Chairman NCGR said there should be an arms length relationship between the person monitoring and the IG. On the proposal of the Sub-Committee on Police Reforms regarding increase in financial powers, AFS (Budget) clarified that, "we need to operate within the given parameters and the System of Financial Control and Budgeting issued by the Ministry of Finance in September, 2006 may be kept in view while proposing any changes in the financial powers to be delegated to various categories" and "Increase in salaries to be allowed on selective basis as we have to operate in a given resource envelope". Chairman NCGR, agreed to it and stated that resource constraint has to be kept in view while making any proposals having financial implications.

19. Mr. Ejaz Rahim was of the opinion that if even twenty five percent of these recommendations are approved then there will be a visible change. The recommendations should be categorized as long, medium and short term. He said that a cluster of Police Stations could be headed by an ASP and an Assistant Officer at that level may be posted to support the ASP. He also supported the recommendation regarding Metropolitan Police System and recommended that leadership courses at

different levels be arranged. He said promotion in police should be linked to investigation assignment at some stage in one's career. He proposed that these recommendations may be discussed by the Chairman of the Sub-Committee with High Court Bar Associations before being finalized for consideration of the Steering Committee. Chairman NCGR agreed with the suggestions made by him.

20. The representative of NWFP made a presentation on the recommendations of the Sub-Committee on police. A number of suggestions were made with regard to:-

- Implementation of Police Order.
- Amendments in Police Order.
- Traffic Police.
- Delegation of Power.
- Nazim – DPO Relationship
- Restructuring of Police Station.
- Training/ Project Director for Police Reforms.

21. Chief Secretary NWFP was of the opinion that Sub-Committee's Report lays emphasis on urban areas whereas 60 to 70 percent of our population lives in rural areas, reforms to be implementable should not be urban centric. Representative of Baluchistan Government said that the Report should not only be a wish list but must see what is possible and implementable.

22. Mr. Ejaz Rahim suggested that NWFP Government be asked to come up with a Model which may be examined by the Sub-Committee. Winding up the discussion on the Report, Chairman NCGR thanked the Sub-Committee for presenting a forward looking report. The following actions are to be taken:-

ACTIONS TO BE TAKEN

(1) Sub-Committee will amend the report in light of the discussions above and to categorize its recommendations into long, medium and short term.

(2) NWFP Government to prepare a paper on recommendations of the Sub-Committee with suggestion for improvements.

(3) The Sub-Committee's Report once finalized would be placed before the Steering Committee for consideration. Mr. Asad Jehangir will discuss the report with High Court Bar Associations before finalizing.

(4) Chairman NCGR will write to the Provincial Chief Secretaries for setting up of Forensic labs, providing them special equipment and personnel.

(5) The Provincial Governments would prepare a standardized training strategy for Police Officers at all levels that emphasizes

soft skills also such as courtesy, behaviour, manners, and dealing with the general public.

(6) The Provincial Chief Secretaries are requested to appoint a senior focal person in their office for monitoring the adoption and implementation of Police Order 2002 and the Rules to be firmed there under. CPO and Home Secretary would regularly report to the Chief Secretary on these matters.

DAY TWO

AGENDA ITEM NO.2

SUB-COMMITTEE'S REPORT ON HEALTH REFORMS

23. Chairman NCGR thanked the members of the Sub-Committee on Health and requested Mr. Ejaz Rahim to present the Report. He also said that all work by the Sub-Committee has been done under the guidance of Mr. Abdul Malik Kasi, Chairman Sub Committee on Health by Mr. Ejaz Rahim and Dr. Sania Nishtar. Chairman NCGR particularly thanked the governments of Punjab and NWFP for playing an active and supportive role as far as Reforms agenda of the NCGR is concerned. Mr. Ejaz Rahim presented the five areas for health reforms as:-

- Governance
- Regulation
- Inter Sectoral
- Manpower
- Key Pilot Project.

24. He explained the proposed reforms for each one of the 7 to 8 major strategic issues in the health sector. Dr. Sania Nishtar dilated in detail on all the issues and said the recommendations focus on institutional aspects. Though there are endless possibilities but the Sub-Committee had been selective due to resource constraints. It was also highlighted by Dr. Nishtar that a major change in policy would have legislative implications, requiring attention of the government.

25. Representative of Punjab Government said that Punjab already has a health management cadre and as far as procurement is concerned the purpose should be to reduce litigation, Chairman NCGR opined that there should be an Appeals Committee for procurement against the decisions of the department. Additional Secretary Cabinet said that in Punjab there is no central procurement system. Chairman NCGR asked all the provinces to inform the Sub-Committee regarding reforms initiatives being implemented by them. On DG NCGR request to give a time frame for the same, Chairman NCGR decided that all the provinces should send a report to NCGR within a week for incorporating it in Sub-Committee's final report. Mr. Ejaz Rahim said that a health management cadre at federal/ provincial level, requires persons with a degree of Master in Public Health. Director General (DG) Health should play a more meaningful role and some technical/ advisory powers be delegated to DG

Health. Importance should be given for oversight to civil society organizations/ private sector. They will engage them to act as a consumer protection organizations.

26. Dr. Nishtar said that as far as Regulation is concerned the idea is not to enhance the burden of litigation. Additional Secretary Finance said Regulatory Regime should be simple and doable. Additional Secretary Cabinet was of the opinion that Sub-Committee should also promote Homeopathy & Tibb. Chief Secretary NWFP also said that the Sub-Committee should cover Homeopathy & Tibb, being alternate modes of medical care.

27. Chairman NCGR said the Commission is primarily concerned with governance issues. Regulation means compliance with certain. He said that there are different types of Regulation:

- With direction from the top
- Participatory through Stakeholders
- Coercive through Inspectors
- Smart with Incentive

He opined that in matters of regulating health of human beings regulation should be smart and incentive based.

28. Mr. Ejaz Rahim said that Commission should also work on setting up of an independent Drug Regulatory Authority. Mr. Rahim was of the opinion that licencing for new manufacturing units be devolved to provincial authorities.

29. Representative of Punjab Government said that prescription based medicines need regulation. He also pointed out that we are paying our doctors at the teaching hospitals very meagrely, hence they have to practice privately. All teachers are required to do examinations work for 10-12 days, which leaves little time for doing research. Ninety nine percent of our research is of very poor quality and is worthless. Additional Secretary Finance said doctors should be given time off for research.

30. Mr. Ejaz Rahim said that we need to develop a referral system, a pilot project could be launched at federal level, at Islamabad. Chairman NCGR said female doctors do not work after taking a degree for personal reasons, this leads to shortage of female doctors and waste of government resources, ways should be explored to make better use of trained female doctors. A briefing was given by provincial Health Secretary NWFP about Reforms initiatives in NWFP.

31. Winding up the discussion, Chairman NCGR thanked Mr. Ejaz Rahim and Dr. Sania Nishtar for presenting a very detailed report of the Health Sub-Committee. The following actions are to be taken:-

ACTIONS TO BE TAKEN

(1) The Provincial Health Secretaries would submit a brief resume of all the initiatives and reforms that have been undertaken or are in the process of implementation so that the Sub-Committee's Report could reflect these changes.

(2) The draft legislation of the proposed Drug Regulatory Authority be reviewed and commented upon by the NCGR.

AGENDA ITEM NO.3

WHO IS A PROVINCIAL CIVIL SERVANT

32. Chairman NCGR informed that the definition of a Federal and Provincial Civil Servant is both loose and vague. The Commission is attempting a precise definition, which would help in making recommendations for the betterment of Civil Servants which can be considered by the Steering Committee. In the Police Order, Civil Servants are defined as Police Officers, hence it was decided that an opinion be sought by the provinces from their respective Law departments/ Advocate Generals specifically on "Does new police order supercede the definition of civil servant for police officers". Chairman NCGR directed all the four Provincial Governments to work on the definition of a Provincial Civil Servant in a comprehensive manner and provide their papers to NCGR.

33. In the end Chairman NCGR thanked the Chief Secretary NWFP and his team for hosting the NCGR meeting in a flawless manner at Peshawar. The meeting ended with a vote of thanks to Chair.

LIST OF PARTICIPANTS

S.No.	Name	Designation
1.	Dr. Ishrat Hussain	Chairman
2.	Mr. Asad Jahangir	Member
3.	Mr. Ejaz Rahim	Member
4.	Ms. Nargis Sethi	Secretary NCGR
5.	Mr. Fiaz Toru	Addl. IG Police
6.	Mr. Muhammad Ayub Khan Tarin	Addl: Secretary Finance Division
7.	Mr. Mushtaq Ahmad	Secretary/ DG, Public Policy Change Management Unit, Punjab
8.	Mr. Badshah Gul Wazir	Home Secretary NWFP
9.	Mr. Naveed Kamran Baloch	Secretary Prosecution, Balochistan
10.	Mr. Muhammad Hamayun	Special Secretary (Ref) NWFP
11.	Mr. Tippu Mahabat Khan	Special Home Secretary NWFP
12.	Dr. Azhar Husain Nadeem	Addl IG Police, Punjab
13.	Mr. Farhan Aziz Khawaja	Addl: Secretary/ Direct or PP and Change Management, Punjab
14.	Syed Najam Saeed	GM, CSRU
15.	Mrs. Farah Hamid Khan	Director Reform, NCGR

MINUTES OF THE 11TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS DECEMBER 3RD, 2007

The 11th meeting of the National Commission for Government Reforms (NCGR) was held on 3rd December, 2007 in the Committee Room of Cabinet Division Islamabad under the Chairmanship of Dr. Ishrat Husain, Chairman, NCGR. List of participants is attached (Annex).

2. Chairman opened the discussion by asking for comments on minutes of last meeting of the Commission. The minutes were confirmed as there were no comments.

Tenure of the Commission

3. The Chairman informed the participants that the present Commission has about six months left to complete its tasks as its term of two years would be expiring in May, 2008. The final report is required to be submitted by this time. The Chairman was of the view that to avoid complacency, it is essential that the Chairman and some of the members needed to be replaced with some new ones, which maintaining continuity in the work being done. Mr. Shahid Kardar agreed with the Chairman emphasizing the importance of institutional memory. Secretary Establishment was of the opinion that all problems are related to implementation and some time should be available to the Commission to monitor implementation of the decisions taken by the Steering Committee.

DECISION

4. It was agreed that the Commission be a standing body as an institutional anchor for reforms, which is an on going process, as this was also decided in the first meeting of the Steering Committee held on 5th September, 2006. However, the Chairman and a few private sector members will be replaced every two years.

5. Chairman informed the meeting that the outgoing government was committed to implement the reforms agenda, but due to unavoidable circumstances was unable to do so. The Commission can now utilize the window of opportunity available to it as there is a Caretaker Government. Chairman asked for views of the members on this particular issue. Secretary Finance was of the opinion that the Caretaker set up would in all

probability avoid taking vital decisions, specially on important policy matters. Mr. Shahid Kardar was of the opinion that more than anything else, this matter should be viewed as a moral issue, whether the Caretaker set up was morally qualified to take such vital decisions. Mr. Shafqat Ali Shah Jamot was of the opinion that it was not a realistic option and that the Commission should preferably wait and get recommendations approved from the new government for its reforms initiatives. Chief Secretary Punjab was of the opinion that it would be futile to wait for the new government to be in place. The Commission should go ahead with getting its proposals endorsed by the Steering Committee (SC). Mr. Shafqat Ali Shah Jamot informed the meeting that it had come to his notice that most opposition parties were wary of the NCGR, since they were carrying the opinion that the members were getting very attractive pay packages. Mr. Farooq Rehmatullah was of the opinion that the Commission should get on with the task assigned to it and not be bothered about ifs and buts. Secretary Establishment was of the opinion that the Commission should present its proposals during the Caretaker set up and let it be the decision of the government whether it wanted to evade or take certain vital policy decisions on the reforms agenda. Secretary Finance opined that the Commission should get a decision from the Caretaker government only on certain key issues. Maj. Gen ® Asif Riaz Bokhari D.G. Civil Service Reforms Unit (CSRU) was of the opinion that the Commission should take its proposals to the SC and let it decide whether it wants to consider the same, during this interim period. However, even if some proposals are accepted by the SC during this interim period, once the new government is in place the proposals should be placed before it. Secretary Cabinet was of the opinion that the Commission should continue its work, present it to the SC and let it decide whether it wants to approve recommendations now or await the installation of the new government. He also proposed that if not the entire Commission then at least the Chairman should continue for another year in order to ensure continuity of the reforms process. Additional Chief Secretary, (NWFP) expressed agreement with the point of view of Chief Secretary (Punjab) that barring a few most recommendations of the Commission are aimed at improving the working of Federal & Provincial Governments and would not be resisted. After detailed discussion on the above matter the following decisions were taken.

DECISION

6. Chief Secretary of provinces would brief their respective Caretaker Chief Ministers on the NCGR reforms agenda. Members of the Commission present at the respective provincial headquarters would assist the Chief Secretary if required. Chairman NCGR alongwith Mr. Ejaz Rahim, Mr. Shamsh Qasim Lakha, Secretary Cabinet, Secretary Establishment and Secretary Finance would brief Caretaker Prime Minister regarding NCGR's reform agenda. The Commission would try to hold a meeting of the SC in the week following 23rd December, 2007.

ACTION:- The NCGR Secretariat would follow up with the Chief Secretaries is scheduling the briefing sessions with the caretaker Chief Ministers.

Reforming the Government in Pakistan
An Annotated Outline

7. While discussing the annotated outline placed before the Commission, Chairman proposed that the Security of Tenure may also be taken up in the Chapter IV (Human Research Management & Development) of final report. Chief Secretary Punjab suggested that tenure be linked with performance and security of tenure be discussed under the broader topic of promotion, placement and career progression. Mr. Asad Jehangir suggested that in order to ensure security of tenure the minimum required period for writing an Performance Evaluation Report (PER), be increased from 3 months to one year.

8. Chairman informed the meeting that the Commission is of the view that if an officer is to be transferred prematurely, his superiors should record the reasons in writing in order to have some check on arbitrary and capricious use of the powers of transfers and postings.

9. Mr. Shafqat Ali Shah Jamot pointed out that this problem is a part of political dynamics. Mr. Farooq Rehmatullah questioned if security of tenure is prevalent anywhere in the present time? Chairman responded by saying that as against the standard practice in the private sector, the civil servants are provided a certain job security. It is primarily a trade off between security and compensation which attracts people to jobs in the public sector. Most of these guarantees were done away with in the past reforms which adversely affected the performance of Civil Servants. Representative of Government of Sindh observed that the Nazims are desirous of total

control over the bureaucracy in the district through an arbitrary use of power of transfer and posting. In this regard they would not even hesitate to level charges of corruption and inefficiency against the officer in writing. Mr. Shahid Kardar inquired whether Chapters IV & V of the final report relate only to the federal government. Chairman responded by saying that these were generic and also related to provincial governments. He also said that the next meeting of the Commission would be held on issues relating to provincial governments in which the Government of Punjab would give a presentation on "Re-organizing the Structure of Provincial Government".

DECISIONS

10. The proposed outline of the Final Report (Annex-I) was approved with the modifications contained in para 8 above. The tasks were assigned as per (Annex-II). It was decided that a report would be submitted on the "Streamlining of Rules & Procedures" by the following Committee:-

1)	Secretary Cabinet	-	Chairman
2)	Secretary Establishment	-	Member
3)	Secretary Finance	-	Member
4)	Secretary Law	-	Member
5)	Mr. Shahid Kardar	-	Member

Following members were requested to submit reports on the respective topics:-

i)	Mr. Shahid Kardar	-	Education Foundations
ii)	Mr. Farooq Rahmatullah	-	Civil Aviation Authority
iii)	Secretary Finance	-	Supreme Audit Institution

DISCUSSION ON AGENDA ITEMS:

11. Chairman introduced the following papers and asked for comments of the participants :

- Civil Service Reforms (CSR)
- National Executive Service (NES)
- District Service (DS)

12. Mr. Asad Jehangir appreciated the recommendation of giving promotion to a Civil Servant to a higher scale while retaining him/ her on the same post. Representative of Government of Sindh was of the opinion that officers of the DMG bring alongwith them a vast experience of the field when placed in policy making positions, which would not be the case with officers of NES. Chairman disagreed and explained that officers belonging to Pakistan Administration Service (PAS) and

Provincial Management Service (PMS) would compete for the NES. All these officers would bring with them the experience from the field, as they would have served as TMOs, EDOs and even DCOs. Mr. Shafqat Ali Shah Jamot wanted to know what would happen in case a private sector individual selected for NES was not satisfied and wanted to quit. Chairman explained that such an individual would have the option to resign, but a proper exit strategy in such cases is yet to be worked out. The paper on Severance Policy will deal with these issues. Mr. Shafqat Ali Shah Jamot stressed that this particular point needs to be clarified. Mr. Shahid Kardar was keen to get the reaction of the provincial governments on the proposal of PAS.

13. Chief Secretary Punjab informed the meeting that although the post of TMO is now that of an overall administrator but young officers are very reluctant to be posted as TMOs, since there are lots of funds being allocated to the tehsils, without any proper system of audit and account. However if the TMOs are also designated as ADCOs (as proposed by NCGR) and assigned the role of co-ordination, the posts may become more attractive. Chairman observed that the Auditor General of Pakistan's (AGP) Office and Controller General of Accounts (CGA) need to put in place a system to monitor the flow of funds at the Town/ Tehsil level. Chief Secretary Punjab observed that proper legislation would be required for the purpose. He was also of the opinion that the PAS would prove to be a huge window of opportunity for young officers at the TMO level. Mr. Shafqat Ali Shah Jamot wanted to know how many years it would take for a decision on the success or failure of the "Devolution Plan".

14. DG CSRU referred to the working paper on District Service and said that it mentions that in the first phase, the District Service would be only from BPS 1-16. The next phase was not mentioned in the paper and there is an apprehension that the Civil Service specially of the provinces will not let this idea succeed. Mr. Shafqat Ali Shah Jamot retorted by saying that the provinces have a right to disagree and express their views on various reforms. The reforms process has to be undertaken with consensus of all provinces and cannot be imposed. Chairman informed the meeting that there was a great deal of resistance to the idea of setting up of the District Service from the federal and provincial governments and it could not be ignored. So it was decided to start with the first phase and after consolidation move on to the next phases. Chief Secretary Punjab endorsed the Chairman's incremental approach and said that the District Service

has to be set up in phases, otherwise a major upheaval would be caused. DG CSRU insisted that the Commission ought to identify its objectives clearly.

15. Secretary Cabinet wanted to know whether officers could be inducted in NES at BPS-20 or 21 and would there be an age limit. Chairman said the matter of age limit for NES needed to be debated further. Cabinet Secretary was of the opinion that the private sector would offer younger candidates for the NES whereas those coming from the public sector would have more age/ experience. Chief Secretary Punjab was of the opinion that in the presence of the NES there would not be a need to create a Provincial Executive Service (PES) as there would not be sufficient posts to go around. Chairman clarified that the posts in BPS-20 & 21 in the provinces would be shared by NES and PES, while the BPS-19 posts will be manned exclusively by the PES officers. Thus there will be a large pool available for PES. Chief Secretary Punjab informed that in Punjab the process of bringing in specialized streams into the Provincial Management Service had been initiated. Chairman appreciated the initiative taken by the Government of Punjab and stressed that the pool of technically skilled professionals ought to be preserved and managerial positions be given only to a few who have an aptitude for management. Mr. Shahid Kardar was of the opinion that PES should be set up and private sector be permitted to compete for it. DG CSRU was of the opinion that there is no need to set up a PES. Chairman stressed that such a service was needed to incentives the officers of the provincial government to compete for top management and policy making positions. Additional Chief Secretary NWFP pointed out that the governments of Punjab & NWFP already have the Provincial Management Services. If the PES is established in addition to the NES, the PMS cadre would suffer adversely due to paucity of posts. Chairman responded that the PMS would have its own career progression in the pyramid upto Grade 22 and majority of positions outside the Provincial Secretariat would be manned by PMS Officers. Mr. Shahid Kardar also endorsed the need to set up PES, in order to provide an opportunity to those candidates who would not like to serve outside their own province for one reason or another. Additional Chief Secretary NWFP wanted to clarify whether officers inducted into the PES would be able to do field postings. Chairman responded by saying it was upto the Provincial Governments to identify certain posts in the field for the PES, or even the NES. Representative of Punjab Government wanted to find out whether PES would also have certain technical streams like the NES. Chairman responded by saying that it may not be feasible to do so in all the provinces due to lack of critical mass in each sub-

cadre. He observed that provinces have complete freedom to design their own cadres and pointed out that there is a need to work out a reasonable officer/ staff ratio. Mr. Shafqat Ali Shah Jamot said that an analysis should be carried out on the required size of government. Chairman pointed out that a study had been carried out by Mr. Shahid Chaudhary (former Dy. Chairman Planning Commission) in which an officer/ staff ratio of 1-2.5 was considered to be appropriate and requested the provinces to work out whether these ratios were being observed and also give recommendations to the Federal Government. Chief Secretary Punjab reported that a ban on recruitment for the last 10 years at the lowest levels had led to a 30% reduction in strength of subordinate staff in Punjab.

16. Mr. Shafqat Ali Shah Jamot pointed out that there is a dire need to strengthen the Judicial Service in the Provinces. Chairman said that there was an ongoing controversy between the High Court and Punjab Public Service Commission (PPSC) on the matter of appointments of Civil Judges and Additional District Judges. Chief Secretary Punjab informed the meeting that this issue had been amicably resolved. It had been agreed that the High Court would send a requisition to the PPSC which would carry out the recruitment. The PPSC would have 2 retired judges as its members. Those selected by the PPSC would also be required to undergo training at the Judicial Academy. Chairman highly appreciated this initiative and the legal support reforms, carried out by the Government of Punjab, by virtue of which every administrative Secretary would have a legal cell working under him/ her. He suggested to the other provinces to work towards a situation in which direct recruitment only of Civil Judges, would be carried out by PPSC in which 2 posts of members should be given to retired members of the Judiciary. A correction was pointed out in the working paper on "A proposal to create NES", page 4 (option-II) should read:

"The FPSC will prepare three separate lists ……..."

instead of

"The Federal Public Service Commission will prepare a list ……

Secretary Finance termed the proposal to create NES, forward looking and beneficial. DG CSRU was of the opinion that since NES was envisaged to be an elite service, it should not comprise of more than 4% posts, at the top levels. Chairman responded by saying that the Establishment Division would be required to identify minimum number of posts to be manned by the NES. Keeping the considerations of complexity of job relative importance to governance or economy and fair distribution across grades in a

pyramidal structure. The meeting was informed that after detailed deliberations with the federal and provincial governments, the Commission had decided to recommend setting up of District Service which would be from BPS 1-16. Capacity building of the District Service would be undertaken through various training programmes. Correction was pointed out in para-26 sub-para (iv) on page-16 of the paper on "Rationale for Civil Service Reforms". In the last line "APUG" to be replaced by "PAS"

17. Chairman elicited opinion of provinces on the proposal to set up Public Service Commission at the regional level, as there were delays in recruitment through the PPSC. Chief Secretary Punjab said the provinces would prefer recruitment of District Service through the PPSC. However to facilitate the applicants and speed up recruitment process regional offices of the PPSC could be set up on the pattern of benches of High Courts and Supreme Courts. Chairman clarified that it had been recommended to carry out recruitment in health and education at the level of the facility, except for the management posts in these sectors, which would be recruited at the provincial level. Secretary Finance pointed out another correction in the paper on "Rationale for Civil Service Reforms" at page-20 para-32 sub-para-g, should read:

> "Establishment of Supreme Audit Institution (SAI) in place of **Office of** Auditor General of Pakistan"

Chief Secretary Punjab suggested that the benevolent fund which is in two parts should be merged. Mr. Shahid Kardar stressed the need of specifying all the benefits that were being proposed as part of compensation package for Civil Servants.

DECISION

18. It was agreed to submit the proposed framework paper in Civil Services including the NES and District Service with the modifications suggested by the Commission members to the Steering Committee for consideration at its next meeting.

OTHER ISSUES

MINISTER – SECRETARY RELATIONSHIP

19. Chief Secretary Punjab informed the meeting that in Punjab all Nazims once elected had gone through a training process which had led to an improvement in their administrative skills. However there was no such training or awareness programme at the provincial level for which there was a dire need. Chairman agreed to the suggestion

and informed the meeting that a sub-committee of the Secretaries Committee had been set up under Secretary Water & Power to submit a report on relationship between Minister and Secretary. Mr. Shamsh Kassim Lakha pointed out that the distinction between governance and administration should be clearly spelt out to ensure a smooth working relationship between Minister and Secretary. He agreed to the proposal of putting all Ministers through training programmes. He also pointed out that the offices of the Chief Secretaries wielded too much power/ influence as no Minister could forward anything to the Chief Minister without it going through the Chief Secretary. Chairman said there was a great deal of merit in this particular arrangement. The Chief Secretar had a better sense of the bigger picture the resource constraints and the relative priorities of the provincial government. He was therefore, better equipped to screen and fitter the various proposals emanating from the administrative departments and the Ministers. Mr. Shamsh Kassim Lakha however stressed that the process ought to be made time efficient. He wanted to know what kind of regulatory frame work is being proposed by the Commission. Chairman replied that the Commission had proposed setting up of a Regulatory Affairs Division to deal with the functions of all regulatory authorities. Chief Secretary Punjab was of the view that it is time we started accepting the concept of Judicial Review. Chairman agreed, and said that power of judicial review would not be taken away, but certain matters being very technical in nature require an intermediary body. Mr. Farooq Rehmatullah disagreed and was of the opinion that setting up of another parallel body would paralyze the Regulatory Bodies, which should be strengthened technically and professionally. Chairman said a mechanism of accountability alongwith autonomy was essential in matters of public policy. Mr. Asad Jehangir and Mr. Shahid Kardar were both of the opinion that we should encourage parliamentary accountability. There was consensus on this suggestion.

INTERNAL ACCOUNTABILITY

20. Chief Secretary Punjab appreciated the recommendation of internal accountability, which would lead to improvement in day to day working. He suggested that in case National Accountability Bureau (NAB) had a complaint against any officer/ official the matter should first be reported to the concerned department. Action should only be taken after an initial investigation by the department itself. Secretary Establishment suggested the revival of the Federal Anti Corruption Commission for the

purpose of internal accountability. Representative of Sindh agreed to all the earlier suggestions, since in the present circumstances Civil Servants are not confident about taking any vital decision even in good faith.

PERFORMANCE EVALUATION

21. Chairman informed the meeting that the Secretaries Committee had already recommended a mechanism whereby any action proposed to be taken by NAB against a serving officer would be vetted by a Committee for ascertaining whether there is prima-facie case or not against the officer. Mr. Shamsh Kassim Lakha pointed out that another issue which needed detailed deliberation was of performance evaluation of Civil Servants and revamping the whole system of PERs. Chairman informed that a detailed exercise would be carried out in this regard by the Commission. Secretary Establishment informed the meeting that according to a recent order of the Prime Minister, PERs would be made available to officers on request. Secretary Establishment requested Chairman that if the MS Wing was to be strengthened as proposed, necessary notification is required to be issued, so that the process of fresh recruitment or capacity building of existing staff can be started. Chairman opined that the existing PERs are vague with too much rhetoric. Every ministry should devise its own particular instrument for performance evaluation. DG CSRU shed light on the Performance Evaluation System prevalent in the Pakistan Army whereby the PERs were only one factor contributing to promotion, other factors like training and personal knowledge of the senior officers present in the promotion board are considered more important.

22. Chairman informed the meeting, that the recently held Central Selection Board (CSB) followed the new promotion policy, in which 70% weightage has been given to PERs and the rest divided between performance in training and appraisal by board members which is certainly a step forward. Chairman said that the existing policy of secrecy in matters of performance evaluation is against all principles of Human Resource Management. If an officer is not promoted he/ she has every right to know the reason. Mr. Farooq Rehmatullah was of the opinion that responsibility for improvement in the performance appraisal system lies equally on the assessor as well as the assessee.

DECISION

23. Chairman requested that Mr. Farooq Rehmatullah should facilitate the Commission by preparing a paper for consideration of the Commission on:-

- Principles of Performance Evaluation System
- Structure of the Evaluation Report
- Format

LIST OF PARTICIPANTS

S.No.	Name	Designation
1.	Dr. Ishrat Hussain	Chairman
2.	Mr. Shafqat Ali Shah Jamot	Member
3.	Mr. Shahid Kardar	Member
4.	Mr. Asad Jahangir	Member
5.	Mr. Farooq Rahmatullah	Member
6.	Mr. Shams Kassm Lakha	Member
7.	Syed Tariq Ali Bukhari	Federal Secretary Establishment/ Member
8.	Syed Masood Alam Rizvi	Federal Secretary Cabinet/ Member
9.	Mr. Ahmed Waqar	Federal Secretary Finance/ Member
10.	Ms. Nargis Sethi	Secretary NCGR
11.	Mr. Salman Siddique	Chief Secretary, Punjab
12.	Mr. Ghulam Dastigeer	Additional Chief Secretary, NWFP
13.	Mr. Tauqeer Ahmed	Addl: Secretary, Establishment Division
14.	Maj. Gen. (Retd) Syed Asif Riaz Bokhari	MD, CSRU
15.	Mr. Ejaz Ali Khan	Secretary Services, Sindh
16.	Mr. Usman Ali	Secretary IPC, Balochistan
17.	Mr. Mushtaq Ahmad	Secretary/ DG, Public Policy Change Management Unit, Punjab
18.	Mr. Muhammad Hamayun	Special Secretary (Ref) NWFP
19.	Mrs. Farah Hamid Khan	Director Reforms, NCGR

MINUTES OF THE 12TH MEETING OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS FEBRUARY 14TH, 2008

The 12th meeting of National Commission for Government Reforms (NCGR) was held on 14th February, 2008 in the Committee Room of Establishment Division, Islamabad under the Chairmanship of Dr. Ishrat Husain, Chairman NCGR. List of participants is attached (Annex).

2. The meeting started with confirmation of minutes of the 11th meeting held on 3rd December, 2007.

3. Chairman opened the discussion by informing the house that a presentation regarding reforms initiatives of NCGR was given to the caretaker Prime Minister. The Chief Ministers of Sindh, Punjab & NWFP were also briefed. Chairman also informed the meeting that he had apprised the President about the progress made by NCGR so far. The President was also very keen to have a meeting of the Steering Committee so that final approval could be accorded to certain recommendations of the NCGR. However, now with the elections just around the corner, the Commission would have to present its recommendations afresh to the new government.

4. Chairman also informed the meeting about the decision taken in the Secretaries Committee meeting held on 13th February, 2008 regarding restarting induction in Offuice Management Group (O.M.G) through CSS to overcome shortage of Section Officers. The Secretaries Committee has decided that instead of reviving the OMG, 10% increase be made in each Service/ Group cadre strength and it be made mandatory for officers of all cadres to serve in the Federal Government for at least 3 years in BPS-17, 18. Mr. Ejaz Rahim was of the opinion that such a move would amount to dealing with a substantive issue with legal implications involving the rules of recruitment and changes in cadre strength, so it should be once again thoroughly debated in the NCGR before finalizing our recommendations on the issue. Chairman agreed that once the recommendations of the Secretaries Committee are finalized the same be placed before the NCGR.

DISCUSSION ON AGENDA ITEMS:

AGENDA ITEM NO.1

"Direct recruitment against the posts of Deputy Secretary (BS-19) and Joint Secretary (BS-20) in the Secretariat Group".

5. Secretary Establishment was of the opinion that the matter was discussed in the 8th meeting of NCGR held at Quetta in March 2007, since then many new reform proposals are in the pipeline and it would be more realistic to discuss the issue in its entirety, once the other related proposals mature. Mr. Shahid Kardar agreed and said that since the proposal for NES was being discussed, it would be preferable to holistically discuss all issues instead of discussing them in a piece meal manner with too many transition plans. Mr. Ejaz Rahim, Mr. Shamsh Kassim Lakha and Secretary Finance also agreed that the matter be comprehensively discussed and made part of the overall reform package. Chairman said that there should be a time bound transition plan for all issues.

DECISION:

6. Chairman requested Establishment Division to prepare a paper regarding recruitment of Section Officers as well as direct recruitment against the posts of Deputy Secretary/ Joint Secretary alongwith suggested ratios for filling these posts either by promotion or direct recruitment.

AGENDA ITEM:2

"**Who is a Provincial Civil Servant?"**

7. Representatives of Government of NWFP and Balochistan presented their papers on "Who is a Provincial Civil Servant".

8. Chairman enquired about stance of the Provincial Governments regarding status of Police Officers as per definition given in Police Order 2002.

9. Representative of Balochistan Government said that law department is of the opinion that until such time that the rules under Police Order 2002 are drafted & approved the Police personnel cannot be excluded from the definition of Civil Servants.

10. Chairman cited Law Secretary's views that the civilian armed forces personnel were not Civil Servants although in Service of Pakistan. They were governed by the

specific laws enacted to regulate them and the provisions of the Civil Servants Act were not applicable to them. On the same analogy if the Police Order and the rules made thereunder declare the Police Officers as such the question that arises is: whether they can be treated as Civil Servants. Mr. Ejaz Rahim said that the Police Order could not override the constitution which clearly declares a certain category of officers as Civil Servants. The Police force comprises of personnel who may be classified as Civil Servants as well as those who are only Government Servants, depending on the terms & conditions of their service.

11. Mr. Asad Jehangir Khan said that the Police Order 2002 clearly classifies all Junior or Senior level officers as Police Officers, where as according to provisions in the Police Act 1861 an officer was classified as a Civil Servant on promotion to the rank of a gazetted officer. Also the provincial Police officers upto the rank of S.P. were classified as Police officers whereas those of rank of S.P and above were classified as Civil Servants.

12. Secretary Finance was of the opinion that in the presence of National Pay Scales and the fact that the compensation package of all government employees is borne by the Federal Consolidated fund, there should be two broad categories of Government Servants, Civil and Military. He was also of the opinion that specific provision would have to be made in the relevant laws/ rules for increase in compensation as per specific job requirements and performance.

13. Chairman asked representatives of all four provinces to request their Chief Secretaries to clarify the distinction between Police Officers and Civil Servants when framing rules under the Police Order 2002.

DECISION:

14. All provinces would apprise the Commission regarding the process of framing of rules under the Police Order 2002.

15. All four provinces to prepare their recommendations and present them in the next meeting of NCGR on the following:

- "Who is a Provincial Civil Servant".
- "Restructuring of Provincial Governments".

AGENDA ITEM NO. 3

SUPREME AUDIT INSTITUTION

16. Auditor General of Pakistan (AGP) joined the meeting alongwith his team of officers.

17. Chairman thanked the A.G.P. and congratulated him and his team on preparing the proposal for setting up Supreme Audit Institution (SAI). He particularly commended the A.G. for producing a home-grown change management strategy and hoped that this would facilitate its implementation.

18. The AGP informed the meeting that the proposal had been prepared after wide consultancy with all stakeholders, internal and external. The objective is to set up a world class audit institution based on three principles of Integrity, Quality and Partnership.

19. Mr. Khalid Farooq, Deputy Auditor General made the presentation on the proposal to set up Supreme Audit Institution.

20. Mr. Shamsh Kassim Lakha suggested that the proposed Policy Board should include some experts from outside the office of Auditor General of Pakistan who should be permanent members of the board. In this regard the office of Auditor General of Pakistan could consult the State Bank of Pakistan since it is also a regulatory body.

21. Secretary Finance suggested that recommendation should also be made for organizing audit of Corporate Sector on the same lines. He also suggested that the following factors need attention for an improvement in audit functions:

- Timely audit without making any exceptions.
- Transparency of information.
- Focus on broader financial propriety instead of going into smaller issues.

22. Auditor General of Pakistan agreed to look into the proposals given by participants of the meeting. The Chairman summed up by stating that the Commission felt that the proposals for setting up the SAI were in the right direction. The Commission endorsed them with suggested changes for consideration by the Government.

AGENDA ITEM:4

REFORMS IN LAND REVENUE ADMINISTRATION

23. Mr. Anwar Haider, Senior Member Board of Revenue Government of Sindh, presented the proposals on reforms in Land Revenue Administration.

24. Refering to first item on the T.O.Rs, Chairman raised the question whether the NCGR should propose centralization of all revenue record under B.O.R. Since most provincial governments feel that maintenance and update of revenue records has been highly politicized after devolution.

25. SMBR Sindh responded by saying that there were three different categories of record maintenance (a) Survey record under Survey Superintendent. The survey superintendent in the field works under the Director Survey/ settlement under the provincial government in which there has not been much political interference after devolution, (b) registration of deeds under sub registrars who also work under the Provincial Government and (c) the record of rights under the Mukhtairkar/ Tehsildar where most of the problems had arisen. While these records should be maintained in the field there should be a system of proper inspection. The need is to revive the erstwhile inspection branch of the D.C. office in some form. This will ensure inspection of records maintained by Tehsildars, by an agency which does not fall under the District Nazim.

26. Representative of Government of Punjab pointed out that the issue under discussion has two components:

- Whether Revenue record be maintained at Tehsil level or not
- Whether the officials responsible for maintenance of revenue record and the supervisory machinery be under the control of the Nazim at the District level or the Board of Revenue at the Provincial level.

27. The Punjab government's recommendation is to maintain the record at the field level but the machinery responsible for maintenance & inspection of records be under the Board of Revenue for this specific function. At the same time the Government of Punjab recommends that in order to have strong empirical evidence, a study be conducted to determine whether there has actually been a deterioration in revenue related service delivery.

28. SMBR Sindh summed up the recommendation as follows:

- Revenue record be maintained at the requisite levels in the field as per provisions in the Land Revenue Act.

- All officials/ officers supervising the maintenance of record be under the Board of Revenue and inspection should be carried regularly.

29. Regarding TOR relating to upgradation of posts of Patwaris/ Tehsildars the Representative of Government of Punjab was of the opinion, that piecemeal measures were not likely to work. Merely improving the grades of Patwaris or Tehsildars would not necessarily lead to an improvement in their quality. Chairman said that we must understand that Patwari of the future would not be anything like the Patwari of today and will be a totally transformed officer with proper education, training and skills. Representative of Punjab was of the opinion that re-engineering of business processes would have to precede any such steps. Chairman reiterated that NCGR only meant to provide a direction for reforms and in no way wanted to take away the prerogative of the Provincial Governments on this important issue. SMBR Sindh said that we are talking about a paradigm shift and have to decide what level of officer is needed in the current scenario to perform the important functions performed by Patwaris and Tehsildars. Representative of NWFP reported that the Provincial Government had raised the minimum qualification of a Patwari to Intermediate and upgraded the post to BPS-9 in addition to improvement in the training.

30. Mr. Ejaz Rahim was of the opinion that although all four provinces agree that a better interface between the citizen and official is required, but basically revenue administration is a purely provincial matter.

31. In connection with TOR relating to disposal of state land, SMBR Sindh suggested that disposal of provincial land should not be left to the discretion of the District Government. Chairman said that various categories of land use – residential, commercial, industrial, recreational, educational and health, amenity plots and open spaces etc. should be clearly mentioned in the master plan. There should be transparent policies for disposal of land for varying purposes. Representative of Government of Punjab stressed the need to develop a new framework different from the Colonization Act 1912.

32. On the matter of abolishing the post of D.D.O (Revenue) at the district level, the representatives of Punjab and NWFP expressed their disagreement.

33. Regarding improvement in the existing registration system, Chairman was of the opinion that title be issued once the transaction is completed. Regarding deed vs title, Representative of Punjab Government said that there is no reliable data to suggest whether one is better than the other. So there is a need to improve deed registration system. Representative of NWFP was of the opinion that an alternate registration system be developed. Mr. Shahid Kardar said that the existing data base needed to be supplemented with other records e.g. record for open plots. SMBR Sindh said that due to the importance of property registration, it was essential to upgrade the post of sub-registrar, increase the number of offices and computerize them. Chairman requested SMBR to develop a criteria for the post of sub-registrar.

DECISIONS:

34. The Commission recommended that supervision and regular inspection of revenue record maintained by Tehsildar/ Mukhtiarkar be done by District Office (D.O) & Executive District Office (EDO) Revenue, who would report to the Board of Revenue for this purpose. There should be no change in the existing system of land revenue assessment and collection, land dispute adjudication process, settlement and survey etc. The Provincial Governments should consider carrying out rectangulation surveys and settlement to update the land records. GIS could be used for this purpose. Updated surveys would also help the process of computerization of land record in so far as they would reflect the baseline record of rights. Subsequent mutations can then be made in the computerized record smoothly minimizing the disputes.

35. Agreeing to Mr. Shahid Kardar's suggestion the Commission further recommended the following for disposal of State Land:

- All state land be classified clearly according to land use purpose.
- Clear criteria be laid down for disposal of state land which would not involve any discretion.
- Transparency be ensured in the whole process.
- Public hearing be made an important part of the process

36. The Chairman agreeing to Mr. Ejaz Rahim's point of view, recommended that the provinces should work out their own packages of reform to strengthen, upgrade and enhance the capacity of land revenue machinery.

37. Chairman also requested all provinces to ensure that all B.O.Rs have their own websites.

Meeting ended with a vote of thanks.

LIST OF PARTICIPANTS

S.No.	Name	Designation
1.	Dr. Ishrat Hussain	Chairman
2.	Mr. Shahid Kardar	Member
3.	Mr. Asad Jahangir	Member
4.	Mr. Ejaz Rahim	Member
5.	Mr. Shams Kassm Lakha	Member
6.	Syed Tariq Ali Bukhari	Federal Secretary Establishment/ Member
7.	Syed Masood Alam Rizvi	Federal Secretary Cabinet/ Member
8.	Mr. Waqar Masood Khan	Federal Secretary Finance/ Member
9.	Mr. Tanwir Ali Agha	Auditor General of Pakistan
10.	Mrs. Rukhsana Jabbar Memon	Addl: AGP
11.	Ms. Nargis Sethi	Secretary NCGR
12.	Mr. Mushtaq Ahmad	Secretary/ DG, Public Policy Change Management Unit, Punjab
13.	Mrs. Farah Hamid Khan	Director Reforms, NCGR
14.	Mian Sahib Jan	Secretary Establishment NWFP
15.	Mr. Abdul Khaliq	Secretary Finance NWFP
16.	Syed Anwar Haider	Sr. Member Board of Revenue, Sindh
17.	Mr. Muhammad Jalal Mandokhail	Secretary, Inter Provincial Coordination Department Balochistan
18.	Syed Khalid Gurdezi	Addl: Secretary Finance, SGA & CD Sindh
19.	Mr. Imran Iqbal	DG Audit, Auditor General of Pakistan
20.	Mr. Kifayat ullah Khan	Director Land Records, Board of Revenue, NWFP
21.	Ali Raza Bhutta	Project Director, Board of Revenue, Punjab
22.	Mrs. Izat Jahan	Director, Policy Board
23.	Dr. Akmal Minallah	Director (Fed. Audit)

MINUTES OF THE 13TH MEETING
OF NATIONAL COMMISSION FOR GOVERNMENT REFORMS
APRIL 22ND, 2008

The 13th meeting of the National Commission for Government Reforms (NCGR) was held on 22nd April, 2008 in the Committee Room of Establishment Division Islamabad, under the Chairmanship of Dr. Ishrat Husain, Chairman, NCGR. List of participants is attached (Annex).

2. Chairman opened the discussion by expressing his gratitude to all members of National Commission for Government Reforms, (NCGR) who despite their busy schedules spared valuable time for the Commission.

3. Chairman also thanked the officers and staff of the NCGR Secretariat, while informing the meeting that NCGR had worked with a small and lean secretariat. No outsourcing or consultancies were involved and the Commission functioned with a very small budget without any kind of donor assistance with a home grown reform agenda.

4. Chairman informed the meeting that the report of the two year work done by the Commission was ready, in which most issues had already been discussed and approved by the Commission. Some of the issues have been deliberated at various for a, but could not be considered by the Commission due to paucity. All proposals are an outcome of lengthy discussions at federal, provincial and district levels, have been presented after developing consensus.

5. Chairman proposed that the Commission should continue with a new Chairman, some new members and be institutionalized, by making as its secretariat Management Services Wing of the Establishment Division, to which the Establishment Secretary was in agreement.

6. Chairman also informed the meeting that the report would be presented to the Prime Minister of Pakistan and then it would be the prerogative of the new government whether it would be the Commission to continue or not and which recommendations are accepted for implementation.

7. All members praised the vision and leadership provided by Chairman and the hard work put in by the Secretariat.

8. Members expressed their views on the future of the Commission and strategy for presentation of the Report.

9. Members gave their final approval to the draft report.

10. After detailed discussion the following decisions were taken:

a) The document to be finalized, be referred to as ‘Report’ instead of ‘Final Report’.

b) The Report be presented to the Prime Minister of Pakistan and all four Chief Minister’s.

c) The cover letter to the report to mention that Chairman is to the relinquish charge and all private members of Commission have resigned, in order to facilitate the new government in taking a decision about the future of the Commission and its composition.

11. Meeting ended with a vote of thanks to the Chair.

LIST OF PARTICIPANTS

1	Dr. Ishrat Husain	Chairman NCGR
2	Mr. Shafqat Ali Shah Jamot	Member NCGR
3	Mr. Farooq Rehmatullah	Member NCGR
4	Mr. Asad Jahangir	Member NCGR
5	Mr. Shahid Kardar	Member NCGR
6	Mr. Ghisasuddin Ahmed	Secretary, Establishment Division
7	Mr. Asif Bajwa	Finance Division, Additional Finance Secretary
8	Mr. Tauqir Ahmad	Additional Secretary-I, Establishment Division
9	Ms. Nargis Sethi	DG, NCGR
10	Mr. Muhammad Humeyun	Special Secretary, Establishment Department, NWFP
11	Mr. Babar Yaqoob Fateh Muhammad	Secretary Change Management, Government of Punjab
12	Mr. Agha Wasif Abbas	Additional Secretary (Services), Government of Sindh
13	Mrs. Farah Hamid Khan	Director (Reforms), NCGR

PART – 3

MINUTES OF THE MEETINGS OF STEERING COMMITTEE

MINUTES OF THE 1ST STEERING COMMITTEE MEETING SEPTEMBER 5TH, 2006

The 1st meeting of the Steering Committee of the National Commission for Government Reforms (NCGR) was held on 5th September, 2006 at Aiwan-e-Sadr, Islamabad under the Co-Chairmanship of the President and the Prime Minister. A list of participants is at **Annex-I**. The President after welcoming the participants to the meeting emphasized that while it was imperative to move forward on the Government's Reform Agenda of Good Governance we should not even think about reviving old institutions like District Magistracy or open afresh already decided and settled issues. Chairman NCGR explained that Commission is working through an inclusive approach by holding consultations with the stakeholders. It intends to follow a two-track approach in fulfilling its mandate and meeting its objectives.

AGENDA ITEM NO.I

Concept Paper

2. The Chairman presented the Concept Paper of the Commission in the meeting explaining that it is a blueprint for the long term reform work and direction in which the reforms will be implemented. He Commission will also consider and present can make a difference to the functioning of the Government in selected areas in the immediate or short run. He categorically stated that the Commission is not looking at reviving old institutions like District magistracy and is in fact making efforts to come up with implementation solution which will make the existing system more efficient and responsive to the needs of the public. The Commission has also formed Sub-Committees to review and examine the efforts being made by the government, private sector and civil to review and examine the efforts being made by the government, private sector and civil society in the following four areas:-

1. Police and Enforcement of Law
2. Land Revenue Administration
3. Education
4. Health

3. The Commission has also formed another Sub-Committee to recommend revision in the Rules of Business for removing impediments in the functioning of government departments/ ministries/agencies and empowering the heads of the departments to deliver results.

4. The Commission will act as a facilitator and conduct in the reforms formulated by Federal Ministries and Provincial Governments and table them after its own analysis for the decision by the Steering Committee.

DECISION

5. The Steering Committee took note of the presentation and approved the piecemeal/ progressive approach enunciated in the Concept Paper (Annex-II), and the broad principles outlined therein, except those relating to security of term of office, Cabinet Secretary's coordinating role, and strengthening of Secretaries Committee.

6. The Committee further decided that the Commission should remain in place as a standing body but its Chairman and Members, other than ex-officio members, be appointed for a period of two years.

AGENDA ITEM NO.2

Security of Tenure

7. The Chairman explained that the essential ingredient to empowering civil servants and to hold them accountable for results is a guarantee of stable tenure, as this would definitely enhance the productivity of a civil servant as the security of tenure would enable an officer to deliver in a more professional manner. The Prime Minister was of the view that the policy relating to security of tenure is already given in the rules and in order to implement it without hampering the functioning of the government and to avoid unnecessary litigation, the proposal requires reformulation. The Chairman was of the view that approving this proposal that an officer may not be moved before completion of a tenure from a post will greatly help in restoring confidence of civil servants as stability of tenure is a crucial factor for the success of any reforms agenda.

DECISION

8. The President and the Prime Minister agreed with the proposal in principle but decided to defer the approval, till such time as all related aspects of the proposal have been examined and analyzed in detail. It was decided to bring it to the next meeting of the Steering Committee.

AGENDA ITEM NO.3

Empowerment of Secretaries' Committees and Strengthening the post of Cabinet Secretary

9. The Chairman presented the item pertaining to Empowerment of Secretaries' Committees and strengthening the post of Cabinet Secretary, as this will provide an opportunity to the government to tap on the collective wisdom and experience of the Federal and Provincial Secretaries by making extensive use of the Secretaries Committee. The present tendency of over centralization of the decision-making by pushing most of the problems and even straightforward issues in their lap can be curbed by delegating some specified powers of inter-ministerial coordination and dispute resolution to these committees.

DECISION

10. The Committee deferred the item for further review by the Prime Minister.

AGENDA ITEM NO.4

Placement Policy for Civil Servants

11. The Chairman recommended that the Placement Policy as already approved by the Prime Minister should be implemented by the Ministries, Provincial and District Governments to develop capacity of Federal and Provincial governments to deal with increasingly complex issues as a well thought out and implemented policy would lead to strengthening of government organizations and also facilitate in improving governance. The President and the Prime Minister agreed that there is a need of implement this policy to make the best use of officers who are trained in various fields.

DECISION

12. The President and the Prime Minister directed the Establishment Division to implement, in letter and spirit, the Placement Policy, which already stands approved.

AGENDA ITEM NO.5

Evolving an Effective Monitoring and Evaluation (M & E(Mechanism

13. The Chairman explained that the Punjab Government has evolved an Effective Monitoring and Evaluation (M & E) Mechanism and the same is beginning to show some tangible results and towards that end a permanent institutional arrangement is

required to be developed which should have the requisite elements and capacity to meet the requirements of Good Governance, efficient service delivery and trickle-down effect. The President and the Prime Minister agreed that a Monitoring and Evaluation Unit should be set up at each district/ sub-regional level as the case may be and this Unit should report to the P & D Department of the Provincial Governments for the Provincially funded projects and to the Planning Commission for the Federally funded projects.

DECISION

14. The Steering Committee decided that the Federal and Provincial Governments should create Monitoring and Evaluation Units at district/ sub-regional level, which should report to P & D Department of the Provincial Governments for the Provincially funded projects and to the Planning Commission for the Federally funded projects.

15. The Steering Committee meeting ended with a vote of thanks to the President and the Prime Minister.

LIST OF PARTICIPANTS

1. The President of Pakistan
2. The Prime Minister of Pakistan

President's Secretariat

3. Chief of Staff to the President
4. Secretary to the President
5. Media Advisor
6. Director General (B)

Steering Committee

7. Chief Minister Punjab
8. Chief Minister Sindh
9. Chief Minister NWFP
10. Chief Minister Balochistan
11. Chairman, NCGR

NCGR

12. Ms. Nargis Sethi, DG/ Secretary
13. Mr. Shafqat Ali Shah Jamot, Member NCGR
14. Mr. Shahid H. Kardar, Member NCGR
15. Mr. Shamsh Kassim Lakha, Member NCGR
16. Mr. Farooq Rahmatullah, Member NCGR
17. Mr.Asad Jahangir, Member NCGR
18. Mr. Ejaz Rahim, Secretary Cabinet, Member NCGR
19. Syed Tariq Ali Bokhari, Secretary Establishment, Member NCGR
20. Mr. Tanwir Ali Agha, Secretary Finance Member NCGR
21. Maj Gen ® Syed Asif Riaz Bokhari, Member/ Secretary NCGR

Special Invitees

22. Mr. Salman Siddique, Chief Secretary, Punjab, Lahore
23. Mr. Fazal-ur-Rehman, Chief Secretary, Sindh, Karachi
24. Mr. Ijaz Ahmad Qureshi, Chief Secretary, NWFP, Peshawar
25. Mr. K.B. Rind, Chief Secretary, Balochistan

MINUTES OF THE 2ND STEERING COMMITTEE MEETING AUGUST 4TH, 2007

The 2nd meeting of the Steering Committee of the National Commission for Government Reforms (NCGR) was held on 4th August, 2007, at the President Camp Office, Rawalpindi under the Chairmanship of the President and the Prime Minister of Pakistan. A list of participants is at **Annex-I**.

2. The President after welcoming the participants asked the Chairman NCGR to start the proceedings. The Chairman brought to the notice of the President and the Prime Minister that the resolution to enable the Federal Government to issue an Ordinance regarding establishment of the NCGR is still pending with the four Provincial Governments. Both President and the Prime Minister expressed surprise over this and emphasized that though the requirement is for a resolution by two provincial assemblies but all the four Provincial Governments should take immediate steps to get the resolutions passed by their assemblies, so that the issuance of an Ordinance is not further delayed. This will give legal cover to reforms initiatives of NCGR approved by its Steering Committee. The three Chief Ministers and Chief Secretary Punjab (representing Chief Minister Punjab) gave a commitment to get the resolutions passed by their assemblies.

ACTION:- Provincial Chief Ministers/ Chief Secretaries

AGENDA ITEM NO.I

Governance Reforms in Education Sector

3. The Chairman presented the first item on the agenda **Governance Reforms in Education Sector**. It was explained that NCGR has deliberated at length all the issues related to this sector. The recommendations made by the NCGR have been discussed with the Provincial Governments and views of the Federal Minister for Education have also been incorporated. The recommendations of the NCGR given at para 5 of the Working Paper from *a* to *l* were approved by the Steering Committee (SC), with the following amendments:-

		Action by
(i)	District Education Boards to be headed by a nominee of the Zila Nazim selected through a process of Search Committee.	Provincial Governments.

(ii)	Powers to recruit and transfer teachers in all the schools upto matric should be transferred from the provinces to the districts.	Provincial Governments.
(iii)	Provincial Governments should set up Endowment funds out of budget and other donations to provide merit based scholarships to deserving students and needy position holders who are admitted to reputable institutions on merit.	Government of Sindh, NWFP and Baluchistan
(iv)	Provincial Governments should set up Ednowment funds out of budget and other donations to provide merit based scholarships to deserving students and needy position holders who are admitted to reputable institutions on merit.	Provincial Governments.

4. The President of Pakistan observed that NRB had done a lot of work in the education sector and developed vast district database. The President, therefore, advised the provinces to benefit from NRB's database system. It was also desired that NRB should keep the Provincial Governments informed of its efforts in different sectors of local governance.

AGENDA ITEM NO.2

Open, Transparent, Equality & Merit Based Recruitment System.

5. While introducing the item, the Chairman NCGR said that governance can only improve if recruitment in the public sector can be made open, transparent, equality & merit based. NCGR recommendations as contained in the Working Paper at serial number 5 to 15 were approved after threadbare discussions with the following amendments:

		Action by
(i)	Fresh recruitment in only Railways Service and Pakistan Postal Service will not be made through CSS and a plan for corporatization of these two Services will be prepared.	M/o Railways & M/o Communications
(ii)	A Committee was constituted under Secretary M/o Information to examine the role and functions of the officers of the Information Service.	Secretary Information to prepare a report for consideration of NCGR.
(iii)	Decisions I & II are subject o a transition plan.	By the respective Ministries/ Establishment Division.
(iv)	It was decided that recruitment to Trade & Commerce Service to be examined in the next meeting of the Steering Committee.	
(v)	It was decided that these decisions would not be publicized to avoid negative reactions from different quarters at this stage.	Secretary Commerce will be informed by NCGR.

AGENDA ITEM NO.3

National Training Strategy for Civil Services.

6. The Chairman expressed that the training strategy is being presented on the basis of consensus emerging after discussions with Establishment Secretary and Rector National School of Public Policy (NSPP). It covers training needs of all those who constitute the public sector. Three options were presented before the Steering Committee for management of training in the federal & Provincial Governments. Option number I was approved with the following amendments:-

		Action by
I.	Establishment Division to look after and detail officers from all Services, as well as ex-cadre officers for training courses which are mandatory and required for promotion.	Establishment Division to issue instructions.
II.	Ministries/ Divisions should develop, design and deliver professional training courses for various levels of ex-cadre officers under their administrative control.	Ministries/ Divisions
III.	Management Services Wing (MSW) of the Establishment Division to be strengthened to handle the additional work assigned to it.	Establishment Division to plan and manage it.
IV.	All training academies to be linked with NSPP for maintaining standards, quality of instruction, content of curriculum, assessment and testing methods.	NSPP to finalize a plan.

AGENDA ITEM NO.4

Strengthening Key Institutions of Governance

(Selection Process of Chief Executives in Public Sector).

7. Chairman NCGR explained that to improve governance holistically appointments to top positions in the public sector institutions should be made through a transparent and merit based procedure. The proposed procedure given in the working Paper was approved subject to the following amendment:-

	Action by
The Search Committee shall have the following composition:- 1 x Minister/Secretary of the concerned Ministry. 1 x Secretary Establishment. 2 x Specialists in the relevant field. 1 x prominent member from the civil society.	Establishment Division to notify the same.

AGENDA ITEM NO.5

Streamlining Rules & Procedures to make Government Efficient & Effective

8. Consideration of the Agenda Item No.5 pertaining to Streamlining Rules & Procedures to make Government Efficient & Effective was deferred.

9. The meeting ended with a vote of thanks to the President and the Prime Minister of Pakistan.

LIST OF PARTICIPANTS

1. The President of Pakistan
2. The Prime Minister of Pakistan

President's Secretariat

3. Chief of Staff to the President
4. Secretary to the President
5. Media Advisor
6. Director General (B)

Steering Committee

7. Chief Minister Punjab
8. Chief Minister Sindh
9. Chief Minister NWFP
10. Chief Minister Balochistan
11. Chairman, NCGR

NCGR

12. Ms. Nargis Sethi, Secretary

Special Invitees

13. Minister for Education
14. Chairman NRB
15. Secretary Establishment
16. Chairman FPSC
17. Secretary Commerce
18. Secretary Communications
19. Secretary Railways
20. Secretary Information & Broadcasting
21. Rector National School of Public Policy
22. Secretary Cabinet
23. Secretary Finance
24. Secretary Education

PART – 4

MISCELLANEOUS DOCUMENTS

- **FBR's Presentation**
- **CAA's Performance Appraisal Forms**

FBR's PRESENTATION ON TAX ADMINISTRATION REFORM PROJECT

IT COMPONENT – PROGRESS REVIEW

FEBRUARY 5, 2008

Presentation Outline

- Baseline
- Strategy
- Progress

Baseline (2003)

- Sales Tax
  - Low functionality
  - Fregmented and fragile
  - Client-server technology
  - Successful implementation
  - No selectivity and risk management
  - No web footprint
- Direct Taxes
  - Fairly complex functionality
  - Decentralized
  - Not conforming to the “functional model”
  - Client-server technology
  - Minimal or no implementation
  - Limited selectivity, no risk assessment
  - No web footprint
  - Poor state of National Tax Register
- Customs
  - Highly functional but decentyralized system
  - Limited selectivity and risk assessment
  - No web foot print
  - Complex workflow
  - Robust Mid-range technology
  - Strong reportina and analytics

Baseline (2003)

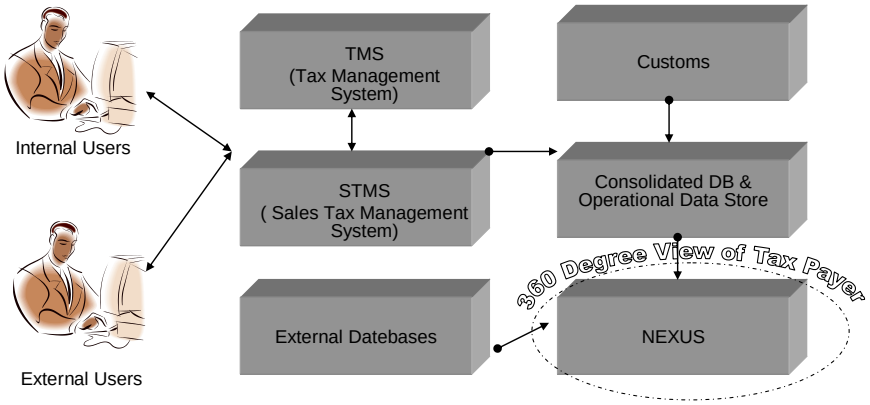
- Third Party Databases
  - No central data warehouse
  - No active/ regular third party sources
  - No meaningful survey and collation effort
- Collections Processing and Taxpayer accounting
  - Obsolete batch based system
  - Minimal or no taxpayer accounting
- Taxpayer Audit and risk profiling
  - No such system in place

Strategy - Objectives

- Centralized systems / databases
- Browser based User Interface supporting
  - Internet
  - Intranet
  - Extranet
- Taxpayer portal
  - E-filling
  - E0-feedback
- Collection automation
  - Electronic Fund Transfer
  - Electronic data capture
  - Taxpayer account maintenance
- Risk Assessment and Targeted Audits
- Data Warehouse (OLAP/ BI) Tools)
- Document imaging and indexing
- Total integration withihn FBR
- Stronger integration with external databases

Strategy – Future Vision

Simplified



Strategy - Considerations

- Preparatory work is essential before complex systems are rolled out
- Progress should be measured in terms of achievement on the ground, not money spent
- Avoid over-design (keep the system design within the absorptive capacity of the organization)
- System implementation
  - Discovery and design (25%)
  - Development (30%)
  - Testing (20%)
  - Roll-out and change management (25%)

Strategy - Technology

As Cutting Edge As It Gets

- Support Internet, Intranet and Extranet users through a unified browser based user interface. On-tier service oriented architecture.
- Full transactional integrity through roll back and commitment control with before and after
- imaging.
- Incorporate performance enhancement features such as server gardening, Ajax etc
- Support configurable workflows and data driven set of business rules.
- Support multiple access methods to the public: Web portal, WAP, IVR and SMS.
- The portal portion of the application should be thin and light, optimized for performance and
- security.
- The portal and the core applications should be appropriately segregated.
- Support encrypted data storage where desired.
- Support encrypted data transmission (128 bit SSL).
- Support the exchange of digitally certified data where needed.
- Conform to ISO 27001 Security Standard.
- Provide image scanning, storage, indexing and retrieval.
- Document management and transaction processing should be integrated.
- Drill down functionality to source transactions or scanned Images where needed.
- Scalable architecture

Strategy - Path Taken

- Prep and Build" what you can while the procurement runs its course
- Incremental development and roll-outs (avoid big bang)

Progress Customs

We Have Choices

Feature	One Customs	PaCCS
Centralized and Integrated	Yes	Yes
Import e-filing	Yes	Yes
Export e-filing	Yes	Yes
Import Paperless	Yes	Yes
Export Paperless	Yes	Yes
CD Sea	Yes	Yes
CD Air	Yes	No
CD Land	Yes	No
e-submission of images/ supporting docs	Yes	No
Post Clearance Audit	Yes	No
Tariff Management	Yes	Yes
Banking Interface	Yes	Yes
Simplified Workflow	Yes	Yes
Slectivity and Risk Management	Yes	Yes
National Reporting	Yes	No
Duty and Tax Compoutation	Yes	Yes

Progress - Customs (Contd.)

Feature	One Customs	PaCCS
IGM Tracker	Yes	No
Centralized Data Management	Yes	Yes
Business Intelligence	Yes	No
Security Management	Yes	Yes
Bond Management	Yes	Yes
Guarantees Management	Yes	No
Containers Sealing/ De-sealing	Yes	No
FCL/ LCL	Yes/ Yes	Yes/ No
Centralized Valuation Management	Yes	No

Progress - ITMS

- We are following a precisely laid-out roadmap
- We already have 30-50% of functionality
- What we have tends to represent the foundational data capture component
- If we maintain the present momentum and strategy then It Is very likely that In about one year we will have achieved virtually the full range of ITMS functionality as we understand It at this time.
- The more we succeed with our indigenous effort, the easier It will be to Implement externally sourced systems

Issues

The biggest issues are not related to software but to:

- Change Management
  - An over designed workflow and set of business rules Is not sustainable
  - The steps In the overall workflow that should be brought In the ambit of automation should be gradually Increased
  - The quality of the risk assessment techniques will only gradually Improve as data quality gets better progressively
  - Creating a risk assessment and targeted scrutiny orientation Is a huge paradigm shift
- Human Resource Training
  - Training Is best done In a live environment, In the context of real systems
  - There Is no point In misspending funds on training that Is premature, III-directed and sub optimal
- Business Process Re-engineering (BPR)
  - Reframlng workflows and SoPs
  - Adoption of risk assessment and selectivity as an operational philosophy and gearing up of audit processes accordingly
- Taxpayer Training, Education and Trouble Shooting Support
  - Help lines
  - Cadre of e-support officers
  - e-Support centers

A Simple Refinement in Project Strategy

Decouple:

- Data center infrastructure from telecom infrastructure
- System software from application software
- Computing (Server) equipment from application systems

This will expedite the project and Improve the utilization of funds.

Demo

- e.fbr Portal
  - Taxpayer area
  - Official area
- Nexus BI system
- One Customs e-filing
- Taxpayer accounting
- e-payment

CIVIL AVIATION AUTHORITY

Performance Appraisal (Officers)

Year 20___

Ministry / Division_____

Service Group:_____

Department/ Office: _____

	Annual
	Special
	Posting

PART – I BIO DATA (To be filled by officer reported upon)

1. Name:	2. Personnel No.	3. Date of appointment
4. Post held during the period with BPS:		5. Qualifications:
6. Last promotion (year and post held):		7. Date of birth:
8. Period served under the reporting officer: From:		To:

09. Knowledge of Language

Language(s)	Read (0-10)	Write (0-10)	Speak (0-10)

10. Training Received during the Review Period

Name of Training/ Course	Duration		Grade obtained	Name of Institution
	From	To		

PART – II JOB REVIEW

11. Main Job Description: (To be filled by evaluating officer)
12. Major Objectives & Deliverables for the year (to be filled by evaluating officer)
a.
b.
c.
d.
e.

13. Job Performance-Mid year Performance (to be filled after mutual discussion of officer reported upon and the evaluating officer)	**14. Job Performed-Annual Performance** (Brief account of achievements during the year. Reasons of shortfall, if any) (to be filled at the end of year by app

15. Deliverables Achieved (to be filled by evaluating officer)	Total Marks	Marks Scored
a.		
b.		
c.		
d.		
e.		
Total	50	

Signature of officer

Reported upon: _____

Date _____

Signature of officer

Reporting Officer: _____

Date _____

PART-III-REVIEW OF COMPETENCE AREAS
(To be filled by Reporting Officer, at the end of year)
16. Rating Scale: 5= Outstanding, 4= Very Good, 3= Good, 2= Average, 1= Below Average

COMPETENCE AREAS	MARKS		CHARACTERISTICS INCLUDE
	TOTAL	SCORED	
SKILLS RELATED			
ORGANIZING SKILLS	5		Ability to analyze tasks, plan, methodically, organize the work force for optimum utilization, organize and monitor results till completion of tasks
LEADERSHIP SKILLS	5		Develops in subordinates, the will & desire to work towards common objectives, assigns work to subordinates according to their capabilities & track down their progress to achieve common goals
PROBLEM SOLVING SKILLS & DECISION MAKING SKILLS	5		Logically breaks problems down to their essential elements, carries out diagnosis of problems develops & implement solutions & takes rational, sound & timely decisions based on relevant information & facts
WRITING SKILLS	5		Able to present facts & ideas in written form in a very clear, effective and convincing manner
KNOWLEDGE RELATED			
JOB KNOWLEDGE	5		Possess knowledge of methods, techniques and skills, conversant with all phases of job and related matters.
EFFICIENCY	5		Looks for the best use of resources, actively seeks ways to improve current systems, methods & structure.
PERSONALITY RELATED			
INITIATIVE	5		Does things before being asked to or forced by events and acts at the right place and right time
SENSE OF RESPONSIBILITY	5		Knows the importance of tasks & duties assigned, knows how & when to complete them in best possible way
ATTITUDE RELATED			
TEAM SPIRIT	5		Exhibits team spirit in the performance of duties to achieve over all common objectives and goals
PUNCTUALITY & ATTENDANCE:	5		Arrives on time, and is regular in the duties and responsibilities assigned as per the organization policy

17. Overall Ranking

		Appraiser	Reporting Officer	Countersignig Officer:	Second Countersigning Officer (If Any)
Outstanding	90-100				
Very Good	75-89				
Good	50-74				
Average	35-49				
Below Average	20-34				

PART-IV-SUMMARY OF PERFORMANCE
(to be filled by Evaluating Officer)

18. Main Job – Work Plan 19. Result Achieved – What is achieved and how well achieved? 20. Integrity 21. Penpicture (including officer's) strength & weaknesses) 22. Individual's Training & Development Needs (2/3 key competency (ies) skills (s) or specific goals (s) 23. Recommendations for future Postings
24. Assessment for Grown

	Reporting Officer
Ready for promotion	
Requires further development	
Not to be considered at present	
No potential for growth	

25. Reporting Officer	Name:_____	Designation:_____
	Signature:_____	Date:_____

PART-V-REMARKS OF COUNTERSIGNING OFFICER

26. How often have you seen the work of the officer reported upon?

Very Frequently	Frequently	Rarely	Never

27. How well do you know the officer? If you disagree with the assessment of the reporting officer, please give reasons.

28. Overall grading:

Outstanding	Very Good	Good	Average	Below Average

29. Assessment for Growth:

	Counter Signing Officer
Ready for promotion	
Requires further development	
Not to be considered at present	
No potential for growth	

30. Evaluation of the quality of assessment made by reporting officer

Exaggerated	Fair	Biased

26. Countersigning Officer	Name:_____	Designation:_____
	Signature:_____	Date:_____

PART-VI-REMARKS OF THE SECOND COUNTERSIGNING OFFICER (If any)

32. Second Countersigning Officer	Name:_____	Designation:_____
	Signature:_____	Date:_____

SALIENT FEATURES OF THE APPRAISAL FORM

(a) The Form is to be filled in by the appraisee and the appraiser. There is nothing confidential

(b) Major objections and deliverables are to be defined at the beginning of the year by the Evaluating officer and clearly communicated to the appraisee.

(c) A mid year review to see the progress on the deliverables will be carried out by the appraiser and appraise.

(d) At the end of the year, results achieved on assigned deliverables are to be assessed.

(e) An individual's skill, knowledge, personality and attitude related competencies are assessed before giving him an overall ranking. This assessment will also help in identifying individual's training and development needs.

The form has following part:-

- **Part-1. Bio Data.**

  This includes personal data including the knowledge of languages. This part will also have details on training received during the year.

- **Part-II. Job Review.**

  It consists of main job description. The performance of the employee is to be gauged by the appraiser twice yearly i.e. one midyear performance review and one yearly. The appraiser will need to have interactive sessions with the coach him/ her . The appraisee will have a chance to list his achievements and any problems faced in completion of task assigned to him during the year.

- **Part-III. Competence Area.**

  This part will be filled up by the reporting officer at the end of year. The officers will be assessed on competencies, segregated into basic four clusters of Skill Related, Knowledge Related, Attitude Related & Personality Related.

- **Part-IV. Summary of Annual Performance.**

  This part will have a summary of appraisee's annual performance highlighting results achieved, integrity, pen picture including strength and weaknesses giving his overall performance.

- **Part-V. Remarks of Countersigning Officer.**

- **Part-VI. Remarks of Second Countersigning Officer if any.**