

*Presentation on the
National Commission for
Government Reform*

By

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National Commission on Government Reform (NCGR)

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Need for Reforms

- Pakistan has made serious strides in policy reform during the last six years.
 - Policy reforms can take the country only that far but sustained improvement will take place only after institutions to implement policies and programs are made effective and efficient
 - Five other significant developments have added to the urgency for a fresh look at the Government structure, processes and out reach.
 - A large number of government owned corporations and businesses have been privatized reducing the administrative burden on government.
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- A new tier - local government - has been introduced that requires reallocation of resources and strengthening of capacity.
 - The unbundling of the policy, regulatory and operational responsibilities of the Federal Ministries requires a shift of focus.
 - The civil services in Pakistan suffer from a variety of weaknesses including poor training and morale and have to be reorganized.
 - The opportunities provided by e-government have not yet been fully realized to improve the access of common man.
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Objective

The objectives of the National Commission on Government Reform (NCGR) will be to recommend actionable measures that will

- a) improve the delivery of basic services to the ordinary citizens of Pakistan and
 - b) improve the functioning of the various tiers of the government.
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Scope of Reforms

- Government reform has to be comprehensive, concurrent and coordinated as partial, isolated and adhoc efforts will not produce the synergy required to achieve the desired results. The scope of work of the commission will therefore cover the following dimensions.
 - a. Federal, Provincial and Local Governments.
 - b. Organization of the three tiers of government and horizontal relationships within and across these tiers.
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- c. Internal structure of each Ministry and department and the hierarchical relationships governing the structure, composition, delegation of powers and HR policies in respect of Secretariat and executive agencies.
 - d. Size cadre and composition of the Civil Services, at all levels of government.; evolution of the future Civil service structure and policies pertaining to human resource deployment at the three tiers of Government.
 - e. Business processes including rules of business, financial, administrative and establishment rules and regulations, and flow of work.
 - f. Replacement of manual processes by automation thus ensuring greater transparency.
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Terms of Reference

- The proposed National Commission on Government reform (NCGR) will
 - a. Review and clarify division of functions, responsibilities and accountabilities among the Federal, Provincial and local government as given under the constitution of Pakistan to avoid duplication and overlapping of work.
 - b. Review and recommend the internal organization and hierarchical structure of the Ministries and departments at all three tiers of the government.
 - c. Recommend appropriate size of departments / ministries, at each tier of government including the attached departments, autonomous bodies, public sector corporations and other entities in light of the responsibilities, functions and accountabilities assigned to them.
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- d. Identify the redundancies, gaps and surpluses and propose the measures for right size, if needed and filling in the skill gaps.
 - e. Lay down the job descriptions and matching skill requirements for each level of government ministries and departments.
 - f. Review and revise rules, regulations in force in each government unit in carrying out their work and the rules of business specifying the procedures and processes through which the government carries out its operations and delivers services to the citizens.
 - g. Review the existing groupings of civil services at the Federal and Provincial Government level and recommend a new structure of civil services including the cadre, composition and policies pertaining to recruitment, training, performance management, career progression, promotion benefits, compensation based on performance, severance and disciplinary action.
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Civil Services Reform

- The reforms of the Civil Services are aimed at making Federation strong and promote national integration and will cover the whole value chain from:
 - Recruitment and Induction
 - Post-Induction Training
 - Career Path Planning and Progression
 - Performance Management
 - Training and Development
 - Compensation and Benefits
 - Discipline and Code of Ethics
 - Severance
 - Retirement and Benefits
 - Cadres and Composition
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Structure of the Government

- The Commission will review
 - a. The existing structure and organization of the Federal, Provincial and Local Governments and their interrelationships with an aim to reduce the transaction cost for the ordinary citizen and promote a culture of decision making and problem solving with fully defined accountability for results.
 - b. The internal structure of each ministry, provincial department, including the continued justification of the attached departments, autonomous bodies. It will recommend a new structure in which policy making, monitoring and evaluation, operational and regulatory functions of the Government are clearly delineated.
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Business Process Reengineering (BPR)

- The BPR review will use modern technology to facilitate the ordinary citizens in accessing government departments and agencies for obtaining relief to their problems or grievances in ways that are transparent, judicious and are not time consuming
 - This will involve
 - a. Review and simplification of existing rules and regulations, their availability on the web pages and their interpretations and applications to be in the public knowledge
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- b. Delegation of adequate powers to the staff who come in contact with the ordinary citizens with their full monitoring and accountability and
- c. Increased use of technology to ensure that a lot of forms, returns, reports required by the govt. can be filled in and submitted electronically.



Methodology

- The Commission will consist of six independent members and three ex-officio members drawn from the different provinces based on their reputation, expertise and expected contribution.
 - The supervision, oversight and guidance of the Commission will reside in a High Powered Steering Committee (HPSC) Co-chaired by the President of Pakistan and Prime Minister of Pakistan and consisting of the four Provincial Chief Ministers. This HPSC will also be responsible for approving the recommendations of the NCGR and monitoring their implementation. The HPSC can refer the matters to the Federal or Provincial Cabinets for soliciting their views before it decides but a time limit will be given in each case.
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- The Commission may form various sub-committees and coopt other members from the existing and retired civil servants, private sector, academia etc.
 - The Commission will hold open public hearings at different places in Pakistan and invite experts to testify and make suggestions. Members of general public will also be encouraged to submit oral or written views and comments. Consultations with stakeholders and consensus building will be the recurring theme of the Commission's work throughout the process.
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- The Commission will prepare and submit a summary of its findings and recommendations to the HPSC for its consideration and approval. The decisions taken by the HPSC will be final and cannot be re-opened by any other executive body except those under the purview of the legislature or acted upon by the judiciary.
 - The Commission will have access to all published and unpublished reports, studies, analyses, memoranda, diagnosis, Cabinet and its subcommittee summaries on the issues pertaining to the reform of the government. These studies and reports will be reviewed by the Commission in the first instance to formulate its views on the practical, pragmatic and implementable recommendations made in these reports. This will allow the Commission to tap the vast reservoir of the work that has already been carried out and avoid repetition, and save time.
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- The Chairman may form an international advisory committee of the renowned experts to assist the commission incorporating best practices and workable precedents. Technical Assistance funds on grant basis may be sought from external donors.

What is different this time around?

- The coverage of the Commission extends to all the three tiers of the Government in an integrated manner whereby the duplication, overlapping, ambiguities and frictions among the various Governments will be identified and resolved.
 - The Commission will not undertake any new studies or prepare comprehensive and voluminous reports but will sift the existing stock of the reports, diagnostic studies and recommendations to form the basis of its work.
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- The instrument of the High Powered Steering Commission (HPSC) empowered by appropriate legislative sanctions has been designed to facilitate discourse, debate and resolution of conflicts by the highest decision makers of the Federal and the Provincial Governments.
 - The implementation mechanism has been built into the process as the decisions taken by the HPSC will be legally deemed to be the decisions of the Federal and the Provincial Governments and directives given by the HPSC will be binding upon all the implementing agencies.
 - The Commission will continuously monitor and evaluate the progress of implementation of reforms and report the status at every 3 months intervals to the HPSC. Where delays or time lags occur the Federal Ministries or the Provincial Departments concerned will appear before the HPSC to explain the reasons.
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Risk and Risk Mitigation Measures

The main downside risk is that the actions proposed by the Commission are either stalled, postponed or delayed or not implemented because the short-term political costs exceed the immediate benefits.

To mitigate this risk the Commission.

- a) Will strive to build up consensus among the major stakeholders through extensive consultation with the Civil Servants and Cabinet members and address their concerns before recommending actions to the decision makers.
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- b) Will begin with those reforms that are perceived as “Win – Win” for both the political leadership as well as the Civil Servants.
 - c) Will move to the next phase of the reforms once the low hanging fruits are plucked away and the credibility of the Commission is established in the eyes of the decision makers as well as those directly affected by the reforms.
 - d) Will actively and continuously monitor and evaluate the impact of the reforms and propose corrective actions as some of the decisions may have unintended negative consequences.
 - e) Will tackle the contentions and politically difficult issues in the last phase once “early wins” from the reforms begin to make some perceptible impact on the lives of the ordinary citizens the moral of the Civil Servants and earn good will for the political leadership.
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Thank you

