

**A Critical analysis of Administrative Reforms and
Their Impact Upon Structure and Functions of the
Civil Services in Pakistan
(1971-2001)**

By

**Abdul Qadir Khan
Assistant Professor**



A Thesis Presented to the Faculty of Social Sciences for the
degree of Doctor of Philosophy in the Department of Political Science,
University of Balochistan, Quetta.
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CERTIFICATE

It is to certify that Mr. Abdul Qadir Khan S/o Naseer Mohammad Khan, Ph.D Student has successfully completed his prescribed study in research methodology. He has also delivered two seminar lectures. He fulfilled all the requirements for submission of Ph.D Dissertation.

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I, Abdul Qadir Khan do solemnly declare that the research work under the title "A Critical Analysis of Administrative Reforms And Their Impact Upon Structure And Functions of the Civil Services in Pakistan (1971-2001)" is duly submitted for the Degree of Doctor of Philosophy in Political Science, and has not been submitted elsewhere for any other degree. The said research work has been successfully completed by the candidate under the research supervisor appointed by the University of Balochistan, Quetta.


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LIMITATION

Bureaucracy and its role in Pakistan is of course interesting, thought provoking and enlightening on Pakistan polity. But research study post basic and grave problems by transforming it into a research dissertation the causes for such a situation were many.

1. The first one was the scarce material on the topic. Quetta being a hard area in relation to research because the libraries are very few and even these libraries have hardly related material to topic like bureaucracy and its role. Majority of the books are on the history and literature, however, command and staff college library proved completely useful for me.

2. Technical help like computer, printer, Key Punch Operator, is a Himalayan problem. Either these or not available are so poor that create problem but not solved it.

Research considered the electricity situation during the research period a hard luck. It is breakdown, fluctuation and non availability was a source of blood pressure for the researcher. Due to electricity not only research work was delayed but also the quality of the research was affected. Due to trocher and discounting of mental flow. The other public sector universities in Pakistan, according to my knowledge are paying five thousand rupees to a research scholar involved in research work to meet research expenses. Our university not only avoids such practices but demand more form whenever there is a meeting of the board of advance studies researcher is bond to provide the copies of progress report according to the number of board members which runs 15.

It is irony of fate that there is no conducive research atmosphere at University of Balochistan. Particularly university professors.

LIST OF ABBREVIATIONS

1.	A.C.R.	Annual Confidential Report
2.	A.G.P	Auditor General of Pakistan.
3.	A.G.P.R.	Accountant General Pakistan Revenue.
4.	A.P.G.U.	All Pakistan Unified Grades
5.	A.P.U.G.S.	All Pakistan Unified Grade System
6.	A.R.	Administrative Reforms
7.	AC	Assistant Commissioner
8.	B.D.S	Basic Democracy System
9.	C.A.R	Commission for Administrative Restructuring
10.	C.A.T	Custom and Trade
11.	C.D.W.P	Central Development Working Party
12.	C.M	Chief Minister
13.	C.M.L.A	Chief Martial Law Administrator
14.	C.O.A.S.	Chief of Army Staff.
15.	C.S	Chief Secretary
16.	C.S.A	Civil Services Academy
17.	C.S.P.	Civil Service of Pakistan
18.	C.SS	Central Secretariat Service
19.	D.C	Deputy Commissioner
20.	D.E.O	District Education Officer
21.	D.H.O	District Health Officer
22.	D.M.G	District Management Group
23.	D.P.O.	District Police Officer
24.	F.A.G.	Foreign Affairs Group
25.	FACC	Federal Anti Corruption Committee
26.	F.A.N.A.	Federally Administered Northern Areas.
27.	F.B.R	Federal Board of Revenue

28.	F.I.R	First Investigation Report.
29.	F.P.S.C.	Federal Public Service Commission
30.	F.U.G.	Federal Unified Grades
31.	G.S.T	General Sales Tax
32.	I.C.S.	Indian Civil Service
33.	I.P.S.	Indian Political Service
34.	I.S.P.	Information Service of Pakistan
35.	ISPR	Inter Services Public Relations
36.	LG	Local Government
37.	M.L.C.	Military Land and Cantonments
38.	N.A.B.	National Accountability Bureau
39.	N.E.C	National Economic Council
40.	N.R.B.	National Reconstruction Bureau
41.	NIPA	National Institute for Public Administration
42.	O.M.G	Office Management Group
43.	OM	Organization Methods
44.	P & D	Planning and Development
45.	P.A.A.S.	Pakistan Audit and Accounts
46.	P.A.R.D	Pakistan Academy for Rural Development
47.	P.A.S.C	Pakistan Administrative Staff College
48.	P.C.E.S.	Pakistan Customs and Excise Service
49.	P.C.O.	Pakistan Coordinator Officer
50.	P.D.W.P	Provincial Development Working Party
51.	P.F.S.	Pakistan Foreign Service
52.	P.G.	Police Group
53.	P.I.D.C	Pakistan Industrial Development Corporation
54.	P.M	Prime Minister
55.	P.P.S.	Pakistan Postal Service
56.	P.P.SC	Provincial Public Safety Commission.

57.	P.S.P.	Police Service of Pakistan
58.	P.T.S.	Pakistan Taxation Service
59.	P.U.G.	Provincial Unified Grades
60.	PICIC	Pakistan Industrial Credit and Investment Corporation
61.	PMAS	Pakistan Military Accounts
62.	PRAS	Pakistan Railway Accounts
63.	SMLA	Sub Martial Law Administrator
64.	S.P	Superintendent of Police
65.	T.A.G	Tribal Administrative Group
66.	T.M.A.	Tahsil Municipal Administrator
67.	T.M.O.	Tahsil Municipal Officer
68.	T.S.P.	Trade Service of Pakistan
69.	U.C	Union Council
70.	WAPDA	Water and Power Development Authority

Abstract

The study focus as on a critical analysis of administrative reforms and their impacts up on
The structure and functions of Civil Services in Pakistan from 1971 to 2001. The research
Methodologies I have adopted are historical and analytical which are applied to the
Research work.

The findings of study are that the administrative reforms through the history have both
Positive and Negative impacts on the behavior of civil servants towards the people and
Society. Future suggestion is that the civil services should be task oriented.

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Administrative Reforms and its impact upon the structure and function of civil service in Pakistan (1970-2001)

INTRODUCTION

Administrative Reforms have always been aiming at the reformation of the Civil Services of Pakistan, but, it is a matter of great concern and investigation, that, what output the nation have received from these reforms. Civil Services right from the very beginning had the motto to implement and enforce the public policy but the difference had been of the approach, "to rule or to serve", The Indian Civil Services (ICS) had to implement the will and wish of the Colonial Ruler, the British, but after the independence, as a free nation, the bureaucracy was supposed to serve, but it continued to rule. It is the point where the need for the reformation of the bureaucracy arose and the policy makers begun the process and the series of the administrative reforms in the civil services of Pakistan. The pre scheduled and newly emerged state of Pakistan had certainly no time and space for the fabrication of bureaucracy to build up the ever emerged ideological state of Pakistan. Everyone, would agrees that administrative reforms is prerequisites for political and administrative development of a nation. In the context of Pakistan, it is a "hurrah" term often used by politicians who wish to make changes for, what they believe to, no better and by the military-men who seek support for the regime. It is also generally expected that these reforms will make positive contributions to reform processes or reform agenda. Administrative Reforms in the context of Pakistan is a much debated and often controversial topic for various reasons. During the last 60 years the politicians, military-men and administrations the most common "term" Administrative Reforms frequently use this. However, very few people have real understanding about this term. The purpose of my research is two-fold: firstly, defining the term in its true context of seemly administrative reforms in Pakistan and its impact upon the structure of function of the civil services in Pakistan. Most of the administrative reforms in Pakistan were directed towards which one formal organization because of its brand power base in the political and administrator set up of Pakistan.

ADMINISTRATIVE REFORMS

Administrative reform is the process of making changes in administrative procedure within the public services because they have become out of line with the expectations of the sound political environment. The political change in the country also left an impact on the administrative reforms in positive or negative sense without identifying the ground realities of proper relation of administrative reforms with civil service structure. It seems that feasibility and desirability in between administrative reforms and civil service was greatly absent in the policies which have been adopted time to time. Changes are natural phenomena in the process of administrating reforms. Changes may or may not be the result of tension between the administrative system and the expectation or values of the sound political environment. However, it may be noted that most of the reforms in public administration set up have become the victim of pressures from the different corners. Bureaucracy in Pakistan is the legacy of British rule who introduced the bureaucratic system in India to strengthen their rule and realize their objectives. Of course, these objectives had been economic and political. They wished to tap and exploit the human, agricultural, mineral, and all natural resources through the ruling structure of Bureaucracy. It aimed at serving the crown and not the people. This phenomenon suited them but not the welfare state of Pakistan. According to the constitution of Pakistan 1973, in which Objective Resolution is an integral part, the sovereignty belongs to Almighty Allah and the government is the executive and administrative body to serve the people. Hence, government,(the executive and public administration) is the serving agency and not the ruling body. This is to be implemented in true letter and spirit. This is the transformation of Bureaucracy into the Civil service, and, the strategy of its conversion is "Administrative Reforms"

THIS STUDY IS SPREADS OVER SEVEN CHAPTERS.

1. The first chapter is titled as, "Historical Background of Administrative Reforms in Pakistan," which deals with the definition of Administration and Bureaucracy, the establishment of East India Company, its Administration, the origin of Civil Service, the I.C.S, and its role. The administration means "to care for

or to look after the people and to manage their affairs." Administration, public or private, civil or military at large scale is a process at work in a department, a store, a bank, a university or high school, a city government. "Bureaucracy is a special form of social organization that provides procedures to elaborate and administer substantive guidelines for structuring political action through the delegation and specialization of authority". The first charter of the East India Company empowered the company to assemble in any convenient place, hold the court, and make ordain and constitute reasonable laws and constitution, ordinance for the good government of the company of all factors, officers and for the advancement of traffic and trade. "The first important change in the system of civil bureaucracy of the East India Company came as the Aitcheson commission, 1886-87." One of the recommendations of the Aitcheson commission was to abolish which distinction between covenanted service and the uncovenanted service, and to establish the 'Imperial Civil Service of India'. Later modified to the 'Civil Service of India' (CSI), and subsequently to the 'Indian Civil Service', (ICS), which was used in India until the partition of the Indian Sub-continent in 1947. Finally, "the mutiny of 1857 gave the deathblow to the existence of the East India Company". A series of Acts and commissions were introduced, the Act of, 1858, the Act of 1861, the Act of 1892, the Indian Council Act of 1909, the Montague Chelmsford Reforms 1919, the Indian Act of 1935, Moreover, it also deals with the colonial era and discuss the various administrative reforms which were introduced by the Britishers in sub-continent from 1858 to 1947.

2. The second chapter is titled as "The administrative Reforms after Partition," which deals with the many administrative reforms introduce by the newly created state of Pakistan. "After partition the ICS or the Indian civil service was converted into Central Superior Post (CSP) and along with (Political Service in Pakistan) PSP was put under the umbrella of all Pakistan service after the partition, the structure of government was changed very little." Most had little experience and were in junior position. "The job of setting up Pakistan's administration fell largely to two senior civil servants who had been members of the Indian Audit and accounts service, Ghulam Mohammad and Chaudhry Mohammad Ali", in the