File No. 1(148-7)G/PC/15

Government of Pakistan
Ministry of Planning, Development & Reform
(Governance Section)
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Subject: Guidelines for Five Steps Reform Cycle and CCC

F/A
F/B

Draft Guidelines for Five Steps Reform Cycle and Citizen Client Charter (CCC) have been prepared and are placed below for kind approval. If approved we may forward the Cabinet Division for placing in the Secretaries' Committee.

(Javed Sikander)
Chief (Governance)
09-04-2015

Member (GIR) Office
Dy. No. 124
Date: 9-4-2015

~~Member (Governance)~~

DR. SYED TAHIR HIJAZI
Member (Governance, I&R)
13/4/15

~~Ch (G)~~

MINISTER'S OFFICE
Diary No. 1182
Date: 14-4-2015
Time:

Minister (P,D&R)

2. What process was adopted to prepare the guidelines? It isn't mentioned.

3. Can we discuss again.

M (GIR)

AHSAN IQBAL
Minister for Planning & Dev.

Ch (G)

DR. SYED TAHIR HIJAZI
Member (Governance, I&R)

4. Discussed with Member (Gov), PI issue alongwith guidelines placed in the file.

21/4/15

YDF
ASST

GOVERNMENT OF PAKISTAN
PLANNING COMMISSION
MINISTRY OF PLANNING, DEVELOPMENT & REFORM
(Governance Section)

No.1(148-7)G/PC/15 Islamabad, 21st April, 2015

Office Memorandum

Subject:- **Reforms in Government**

The undersigned is directed to say that the Minister for Planning, Development and Reform made a presentation on reform agenda to the Prime Minister of Pakistan on 12th February, 2015 highlighting the main weaknesses of the existing civil service structure and governance issues. The problems and challenges identified during the presentation include human resource, institutional & inter institutional arrangement, process and poor service structure at federal, provincial and district level. The Minister for PDR also pointed out that civil service restructuring in the wake of globalization, emerging new technologies and devolution has become a necessity. He further pointed out that there is a need to look at public sector performance at four levels i.e. organizational performance, individual performance, aligning organizational and individual performance and re-structuring the service structure.

2. The Prime Minister of Pakistan has been pleased to direct the Ministry of Planning, Development and Reform to implement 5-step reform cycle and Citizen Client Charter. Draft guidelines on 5-step reform cycle and Citizen Client Charter have been prepared and are enclosed for views/ comments. To firm up both guidelines, a meeting with professional will be held on **27th April, 2015 at 11:00 am in Office of the Member (Governance) (Room No.140, 1st Floor) P Block, Islamabad.** The Member (Governance), Planning Commission will chair the meeting.

3. Your are requested to kindly make it convenient to attend or may nominate a relevant professional to attend the meeting.

(Javed Sikander)
Chief
051-9210252

1. Secretary, Establishment Division, Islamabad
2. Rector, National Defence University, Islamabad
3. Rector, NUST, Islamabad
4. Vice Chancellor, RIPHAH University, Islamabad
5. Rector, NUML, Islamabad
6. Rector, Bahria University, Islamabad
7. Dr. Muhammad Idress Kh, Head, School of Public Policy, PIDE, Islamabad

Cc:

i. Member (Governance), Planning Commission, Islamabad
ii. SO (P) with the request to make necessary arrangement for refreshment

Government of Pakistan

GUIDELINES
FOR
FIVE STEP REFORM IMPLEMENTATION CYCLE

BY
MINISTRY OF PLANNING, DEVELOPMENT & REFORMS
(GOVERNANCE SECTION)

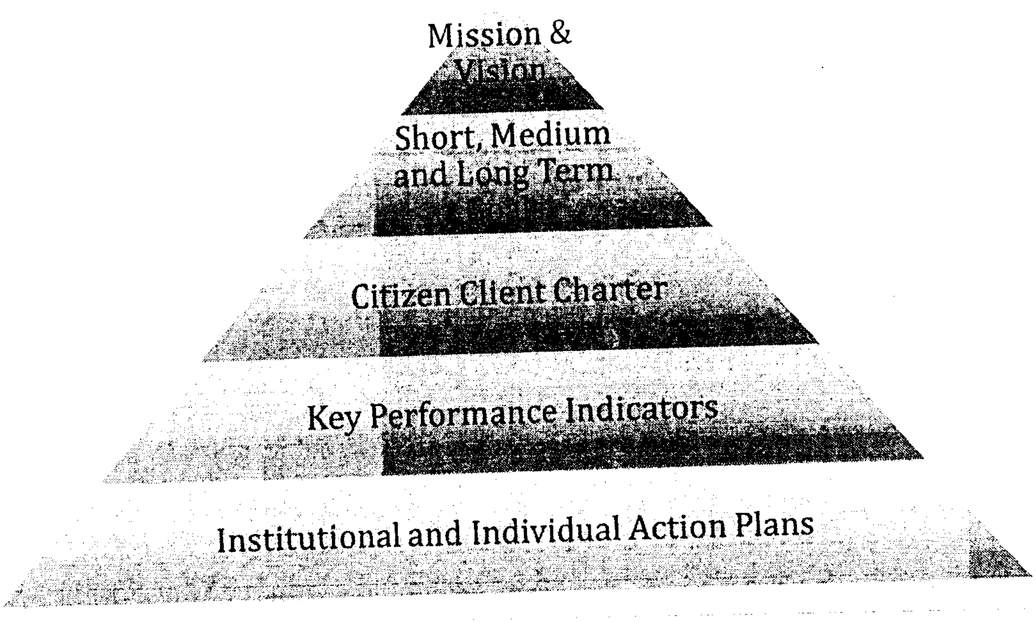
April 2015

INTRODUCTION

Background and Purpose

The Ministry of Planning and Development has been renamed as Planning Development and Reform and has assigned the tasks of Reforms. The Minister for Planning, Development and Reform made a presentation on civil service reform agenda to the Prime Minister of Pakistan on 12th February, 2015 highlighting the main weaknesses of the existing civil service structure and governance issues. The problems and challenges identified during the presentation include human resource, institutional & inter institutional arrangement, process and poor service structure at federal, provincial and district level. He further pointed out that there is a need to look at public sector performance at four levels i.e. organizational performance, individual performance, aligning organizational and individual performance and re-structuring the service structure. The Prime Minister of Pakistan was pleased to direct the Ministry of Planning, Development and Reform to develop mechanism to implement 5 Step Reform Cycle proposed by the MOPDR therefore, guidelines to implement 5 steps reform cycles have been prepared on the direction of Minister for Planning, Development and Reform.

The Federal Government of Pakistan is an expansive system of administration that provides many services to citizens, provincial governments, international agencies and other stakeholders. To best perform its functions and duties, it is imperative that the Federal Government reviews its mission, formulates goals, makes action plans and monitors progress. This is also part of the 5 step reform agenda illustrated below. Since an organization is best understood by its staff, this manual aims to provide the leadership and staff of ministries/divisions the tools to optimize the performance of their organization. It provides a step-by-step guide to ministries and divisions to engage staff to implement the reform agenda. The manual should be taken as a starting point in the implementation of meaningful reforms. Ministries are encouraged to use the best practices listed in the manual, as well as their good faith efforts, to bring meaningful change in the system of governance.



5 Steps Reform Cycle

STEP 1: MISSION AND VISION STATEMENTS

Mission and vision statements can help ministries focus and prioritize important tasks. Although ministries know their purpose and objective, the mission of the ministry can get lost in daily routine. The vision and mission statements help staff and stakeholders remember the ministry's priorities as they plan and implement projects.

Themission and vision statements let citizens and concerned ministrieshave a snapshot view of what the ministry is and what it wants to do. When the vision and mission statements are easily visible, citizens can learn about the ministry without having to work hard for the information. Then, those with common interests can take the time necessary to learn more. This can be very helpful when recruiting staffor building partnerships with other ministries.

The mission and vision statements are also very helpful in having employees who are focused and bound together in common purpose. Not only do the statements themselves serve as a constant reminder of what is important to the ministry, the process of developing them strengthens the employees' relationship with the ministry.

There are many other reasons to develop vision and mission statements. For example, having clear and compelling vision statements can:

- Draw federal employees to common work.
- Give hope for a better future.
- Inspire employees to realize their dreams through positive and effective action.
- Provide a basis for developing other aspects of the ministry's action planning process: short, medium and long term goals, as well as Key Performance Indicators.

Vision Statement

The vision of a ministry is the future desirable state of the ministry. A vision statement describes the direction a ministry wants to take and the aspired end result once it gets there.

Mission Statement

The mission statement reflects the operational purpose of the ministry, the reason why the ministry exists, its core services. It answers the question – how does the ministry intend to serve citizens - in the process of achieving its vision. The mission statement describes *what* the ministry is going to do and *why* it is going to do that. For example, "Promote the use of technology in public educational institutions by providing appropriate infrastructure, equipment and training teachers."

Having a clear mission statement can:
- Convert the broad dreams of the ministry into more specific, action-oriented terms.
- Explain the ministry's goals to interested parties in a clear and concise manner.

Mission statements look at the big picture, however they are concrete, and "action-oriented". The mission statement might refer to a problem, such as an inadequate housing, or a goal, such as providing access to health care for everyone. And, while they do not go into a lot of detail, they start to hint at how the ministry might fix these problems or reach these goals. Some general guiding principles about mission statements are that they are:

- *Concise.* While not as short as vision statements, mission statements generally still get their point across in one sentence.
- *Outcome-oriented.* Mission statements explain the fundamental outcomes the ministry is working to achieve.
- *Inclusive.* While mission statements do make statements about ministry's key goals, it is very important that they do so very broadly. Good mission statements are not limiting in the strategies or sectors.

Each ministry's/ division's/ department's mission statement must answer following four essential questions:

- What does the ministry/ division do?
- How does the ministry / division do it?
- Who does the ministry / division to do it for?
- What value is the ministry/ division bringing?

The Process of Developing Vision and Mission Statements

- *Involve the staff.* Involve both the ministry's /division's leadership and staff so that the mission and vision statements are meaningful to the employees.
- *Set aside several hours to work on the statement.* Mission and vision statements are short, however writing one is not a short process. It takes time to come up with language that simultaneously describes a ministry's/ division's heart and soul and serves as an inspirational beacon to everyone involved in the ministry.
- *Plan a date.* Set aside time to meet with the staff that will be helping the ministry make the mission statement.
- *Be prepared.* Since several people will be involved, provide a brief background of mission and vision statements at the beginning of the session.
- *Brainstorm.* Consider every idea. Stimulate ideas by looking at sample mission statements.
- *Use "radiant words."* Once the basic idea is in writing, polish the language of the mission statement. The statement should create dynamic, visual images and inspire action.

Difference Between Mission and Vision Statement

Vision statements inspire employees to dream. Mission statements inspire employees to take action.

STEP 2: TRANSLATE VISION AND MISSION STATEMENTS TO SHORT, MEDIUM AND LONG TERM GOALS

Background

Interpretation of national challenges is a significant milestone for all federal ministries/ divisions and their concerned departments. Translation of vision/mission strategies into short, medium and long term goals helps define a system of management for future policymaking, monitoring & evaluation, budgetary plans and individual responsibilities.

Short Term Goals: Federal ministries and their concerned departments should analyse the services or complaints that can be addressed or improved within a period of 1 year. These goals would be devised in a way that certainties are tested through projects and a relevant framework of mechanism is initiated. For instance, the federal ministry of information technology & telecommunications would speculate the change of demographics that are using cellular service, forecast rise in number of users within ten years and evaluate security loopholes to control unlawful activities.

Medium Term Goals: These goals should be for a period of 1-3 years. They should aim at prioritizing national issues, example: important budget allocations, consultations and international collaborations etc. Medium term goals should define the fundamental pillars for long-term strategies and how they can work in a sustainable course of action. For instance, ministry of information technology & telecommunications may decide on providing more licenses to new companies for cellular services or improve the existing infrastructure.

Long Terms Goals: They should aim at a span of 5 years. Their concern would fall into evaluating success of medium term goals and finding alternatives that might be more effective. Long terms goals should venture into a holistic dimension, which will offer concrete solutions to the entire population. For instance, to facilitate residents of remote areas, ministry of information technology & telecommunications maytake measures to make cellular services accessible nation-wide.

STEP 3: CITIZEN'S/CLIENT'S CHARTER AND KEY PERFORMANCE INDICATORS

Concept of Citizen's/ Client's Charter

The Citizen's/ Client's Charter is a written declaration by a Government department that highlights the standards of service delivery that it subscribes to, availability of choice for consumers, avenues for grievance redress and other related information. In other words, it is a set of commitments made by a department regarding the standards of service, which it delivers.

Though not enforceable in court of law, the Citizen's/ Client's Charter is intended to empower citizens and clients so that they can demand committed standards of service and avail remedies in case of non-compliance by service providing ministries. The basic thrust of the Citizen's/ Client's Charter is to render public services citizen centric by making them demand driven rather than supply driven.

Note: Please refer to the manual on citizen's/client's chart for specific instructions.

Key Performance Indicators

To translate vision and mission statements, goals and citizens/clients charters into actionable steps Key Performance Indicators are needed. Key Performance Indicators (KPI) are financial and non-financial metrics used to help the ministry define and measure progress toward its goals. They help the ministry understand how it is doing against its objectives. Once the ministry has analysed its mission and defined its goals, it needs to measure progress towards those goals. KPIs provide a measurement tool. The strategic measures are translated into a series of operational ones across the ministry to ensure that the goals are met. KPIs assist a ministry to measure that it is 'on track' – most often, that it is working towards and attaining a beneficial outcome or improvement. In many cases, KPIs are used in projects and to measure service delivery.

Characteristics

A Key Performance Indicator must have the following characteristics although it does not need to satisfy each characteristic in order to be effective.

- Relevant to and consistent with the specific ministry's vision, strategy and objectives;

- Focused on ministry wide strategic value rather than non-critical local outcomes – selection of the wrong KPI can result in counterproductive behaviour and sub optimised outcomes;
- Representative – appropriate to the ministry together with its operational performance;
- Realistic – fits into the ministry's constraints and cost effective;
- Specific – clear and focused to avoid misinterpretation or ambiguity;
- Attainable – requires targets to be set that are observable, achievable, reasonable and credible under expected conditions as well as independently validated;
- Measurable – can be quantified/measured and may be either quantitative or qualitative;
- Used to identify trends – changes are infrequent, may be compared to other data overa reasonably long time and trends can be identified;
- Timely – achievable within the given timeframe;
- Understood – individuals and groups know how their behaviours and activities contribute to overall ministry goals;
- Agreed – all contributors agree and share responsibility within the ministry;
- Reported – regular reports are made available to all stakeholders and contributors;
- Governed – accountability and responsibility is defined and understood;
- Resourced – the program is cost effective and adequately resourced throughout its lifetime; and
- Assessed – regular assessment to ensure that they remain relevant.

Procedures to Create KPIs

KPIs are created through backward induction of the Long Term, Medium Term and Short Term goals. KPIs should be developed by a committee, which consists of leadership and junior staff and must represent the various departments of the ministry.

1. Create the Project Team

It is proposed that a cross functional team is set up to implement the KPI's measurement. The team must consist of BS-19 and above officers, consisting from different sections that have a clear view of the ministry's goals and priorities. The team must also be familiar with the performance measures or be given a short training course. The number of the team members depends on the size of the concerned ministry and may vary between four to six members.

2. Map the Ministry's Core Process

Before the concerned ministry can drive the performance of the organisation it needs to have a clear picture of the core processes. Draw a flow diagram that shows the major steps to perform the task. This may include steps like:

a. Take enquiry
b. Provide information
c. Receive application
d. Process application
e. Deliver the output

3. Establish Roles, Responsibilities and Critical Success Factors

Now the concerned ministry needs to allocate a role to each step in the core process. Who will actually perform that step? For instance, the receptionist might take the enquiry and provide information. The officer then receives the application, processes it and sends it on. Review the Critical Success Factors and define the duties of each employee to ensure that the ministry is able to achieve its goals. For example, the service delivery staff at NADRA may need to:

a. Be polite and courteous
b. Accurately provide information
c. Guide visitors to the appropriate forms

4. Choose the Basis of The Concerned Ministry's Key Performance Indicator

After mapping the core processes, the concerned ministry may have ascertained a few critical factors that need to be addressed to ensure that the process is completed successfully. From that list, now select the concerned ministry's KPIs. The concerned ministry should try having only 1 or 2 KPIs per Critical Success Factor. There are some vital factors that need to be taken into account when selecting KPIs.

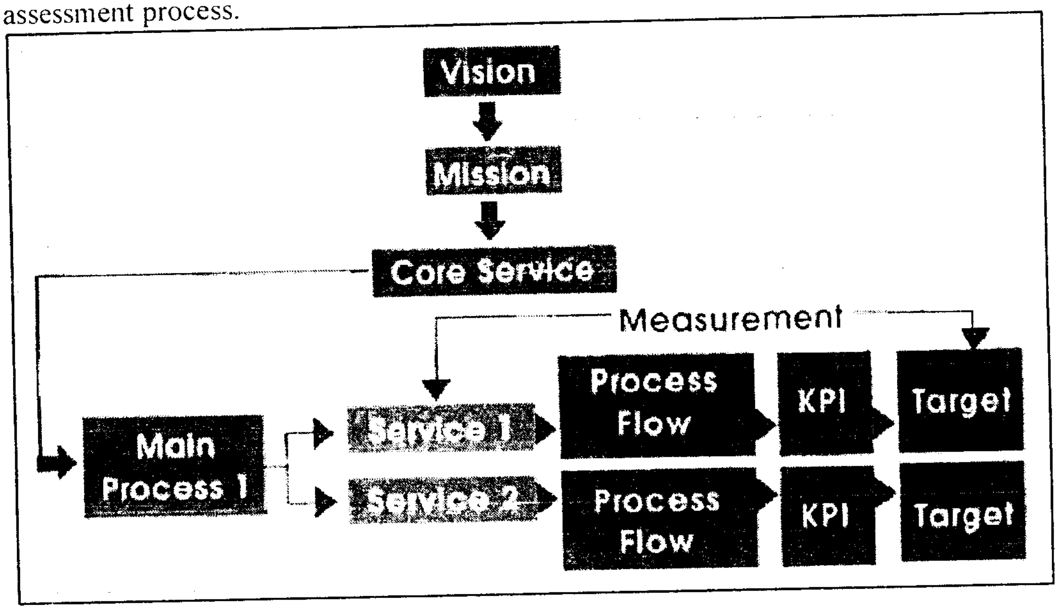
a. The employee responsible for the KPI needs to have full control over achieving the KPI. For instance it would be counter productive making the receptionist at a Driver's License Office responsible for timely processing when the photo counter might be the reason for delays. In this case, it would perhaps be more effective to make the photo counter staff responsible for the KPI of reduced wait times.

b. The concerned ministry needs to have hard, objective data because as they saying goes, "what isn't measured, isn't managed". The concerned ministry needs to be able to compile hard, object data to measure the KPI. Looking through the ministry's list of options consider whatcan truly be measured. Without hard data it is difficult to get a clear picture of what is really going on in the ministry. Also hard data enables more fruitful and objective discussions during performance reviews with individual team members. For example, it might be important for NADRA service delivery staff to be polite and courteous. It can perhaps be observed in person but making it a KPI may be not be advisable because it is difficult to measure courtesy. On the other hand, measuring the number of applications processed each week is a better KPI because it is easy to measure and has customer-satisfaction as a built in characteristic.

5. Set the Target and the Review Dates

Once the ministry has identified its objective/strategic direction, critical success factors and KPIs, it is necessary to establish some levels or criteria of accomplishment for which the ministry is aiming. This is the Performance Standard or Target.

This is often an overlooked step in the process of establishing KPI. Establishing a level will set the target for the unit on how well they "ought" to do. If a level or "criteria for success" is not established prior to the reporting of the assessment results the staff and management can devolve themselves from the undesirable outcomes. Establishing a specific indicator for accomplishment creates a cohesive target for the ministry and an interest and excitement in the assessment process.



Educate and train staff to facilitate the use of KPIs. Employees should be motivated and empowered by giving them controlled authority and responsibility for improvement, in relation to the processes they are responsible for achieving. Managers should be encouraged to delegate responsibility and workers to identify their own measures and look for solutions.

7. Report the Progress

Citizens, other government entities, donor agencies and stakeholders may require progress reports. One key audience that needs timely and prompt reporting is the one whose performance is being assessed. If their performance is not at the level expected or desired, prompt feedback is very important to enable them to take appropriate correction action. Feedback needs to be timed with data collection cycles so that whenever possible, action can be taken that will affect the next cycle performance measured. An extended time lapse between receiving performance results and reporting them back to those accountable can result in capacity, process and outcome adjustments that are too little, too late, or both.

Based on the size of the ministry and criticality of the decision made through the KPIs, it is also recommended to have a KPI governing body, which should consist of senior management from key departmental units across the ministry. The size of the governing body might change based on the size of the department.

8. Refine and Modify KPIs to Retain Their Relevance

There may be many reasons why a selected KPI might no longer be as effective as it was thought to be or why additional KPIs need to be provided. Some of the key reasons are highlighted below:

a. Dynamic Ministry: the ministry might have changed gradually over time to keep up with the mandate in certain cases, hence changing its service model.

b. Competitive Environment: In case the market has become clogged with competitors, then more focus should be given by the senior management on identifying areas where they are lagging and areas of improvement.

c. Leadership Change: With change in leadership in the concerned ministry, the area of focus might also change.

STEP 4: ACTION PLANS

Institutional Action Plan

After establishing a goal and assessing the rules, roles and tools, concerned ministries can develop an action plan (select the strategies that will be implemented over time to achieve and maintain energy and sustainability goals).This action plan should target specific audiences with tailored strategies and take into account the need to review and revise strategies in the long-term. The action plan must include appropriate metrics and regular measurement. Remember that planning useful efficiency and sustainability evaluation is necessary before a ministry begins to implement an action plan.When developing the ministry's action plan, refer to the Institutional Change Continuous Improvement Cycle for help:

- Articulate the ministry's energy or sustainability goal—setting specific, measurable, and verifiable metrics.
- Identify linkages among resources, activities, and outcomes—as well as gaps or disconnects that need to be addressed—through the ministry's analysis of institutional context.

Tie the ministry's plan directly into the goals and metrics the ministry has established and select strategies that can help the ministry change particular department's behavior to achieve those goals.

It is recommended that the institution plan be developed by concerned ministries/divisions' leadership to include tangible actions that can help achieve the ministry's goals and vision. In order for the action plan to be pragmatic and achievable, the budget, staffing and other constraints must be kept in mind by the leadership when developing the action plan. Prioritize the low cost, high impact services.

A sample Institutional Action plan is below, however ministries can develop their own plans as well as they find fitting.

[TYPE MINSTRY/DIVISION'S NAME]					
	Department 1	**Department 2**	**Department 3**	**Department 4**	**Department 5**
Year 1	Type Task	Type Task	Type Task	Type Task	Type Task
1st Q					
2nd Q					
3rd Q					
4th Q					
Year 2					
1st Q					
2nd Q					
3rd Q					
4th Q					
Year 3					
1st Q					
2nd Q					
3rd Q					

Individual Action Plan

Individual action plans are derived from the institution's action plans. The difference between institutional and individual action plan is that while the institutional action plans provide a pragmatic timeline of goal-oriented critical tasks, individual timelines translate the institution's goals into tasks that are individual employees' responsibility. They must be made keeping in mind each employee's job description, qualifications, critical functions and career aspirations. It is advisable that once the institutional action plan has been shared with department heads, the department heads meet one on one with each subordinate to decide on an individual action plan. The individual action plan must define the critical tasks that each employee needs to achieve in order for the department to meet its collective goal. The following steps are recommended to achieve meaningful individual plans:

1. Ministry/Division defines its Institutional Action Plan that delegates tasks to departments.
2. Department heads identify the timeline of each task and match its implementation with budgets and other constraints.
3. Department heads also identify appropriate staff for each task.
4. They discuss the critical tasks with each employee, determine a timeline for completion, and facilitate the employee in completion of task.

Step 5: Performance Monitoring, Evaluation and Reward System

Improved monitoring and evaluation is at the heart of governance reforms. The evaluation must be done for both the ministry and staff. The following steps are necessary for meaningful performance evaluation.

Independent Evaluator: In order to ensure that the ministry and its employees are meeting their mission, vision, KPIs and actions plans, an independent evaluator/ evaluation firm should be hired. The evaluator/ firm should be well versed in human resources and have immunity from giving a sub-par evaluation to the ministry or its staff. It will report directly to Prime Minister's Office or Cabinet Division.

Supervisors should schedule meetings with employees on a one on one basis every six months (at least) so that employees' progress can be reviewed regularly. This will also give employees the opportunity to share with their supervisors any tools, equipment or support that they need in order to perform their duties effectively. Weightage should be assigned to the following characteristics of a well-rounded and high performing public servant.

Characteristic	Recommended Weightage
Achievement of KPIs	70
Meaningful initiatives and creativity	15
Staff Evaluation (from at least 4 colleagues and supervisor) & Attendance	15

As apparent in the above marking scheme, a 360 degree evaluation for each employee must be conducted each year to evaluate the employee based on the perception of his supervisor and colleagues. Grading must be offered by the following criteria.

Tier	Cumulative %
Outstanding	100
Very Good	80
Good	60
Satisfactory	50
Poor	30

To compel supervisors to offer thoughtful evaluation to staff, a forced bell curve must be assigned to the evaluation. This will prevent supervisors from saturating their department with outliers. The following bell curve is recommended for each grade under each supervisor.

Tier	Percentage of Employees in Each Grade Level
Outstanding	30
V. Good	30
Good	20
Satisfactory	10
Poor	10

To ensure transparency, concerned ministries must make the evaluation of employees and the ministry itself online and public. This will empower the public to understand the hard work of public servants and also create healthy competition between staff.

Reward and Punishment Mechanism: The evaluation would be meaningless without

Ideas

- Mandatory for Implementation and Monitoring Unit
- E-Governance: Biometric, e-filing
- Incentivization and Accountability:
- Create a body consisting of leadership and junior staff.
- Incentivization: select candidates for scholarships and trainings based on merit and performance
- Measure project performance
- Define targets

Government of Pakistan

Guidelines for CITIZEN'S / CLIENT'S CHARTER(CCC) & GRIEVANCE REDRESS MECHANISM(GRM)

Ministry of Planning, Development & Reform
(Governance Section)

April 2015

1. INTRODUCTION

1.1. Background and Purpose

The Ministry of Planning and Development has been renamed as Planning Development and Reform and has assigned the tasks of Reforms. The Minister for Planning, Development and Reform made a presentation on civil service reform agenda to the Prime Minister of Pakistan on 12th February, 2015 highlighting the main weaknesses of the existing civil service structure and governance issues. The problems and challenges identified during the presentation include human resource, institutional & inter institutional arrangement, process and poor service structure at federal, provincial and district level. He further pointed out that there is a need to look at public sector performance at four levels i.e. organizational performance, individual performance, aligning organizational and individual performance and re-structuring the service structure. The Prime Minister of Pakistan was pleased to direct the Ministry of Planning, Development and Reform to develop mechanism to implement 5 Step Reform Cycle including Citizen Client Charter. In view of the above, guidelines have been prepared on the direction of Minister for Planning, Development and Reform. Service delivery is one the area, which needs attention of the government as it, contributes to socio-economic development and improves the confidence of general public on government. Service delivery cannot be improved without designing and implementation of time bound services being provided by public institutions to the citizens of a country through a Charter. Guidelines for implementation of Citizen/ Clients Charter have prepared which will be forwarded to each ministry/ division/ department at federal with the approval the Prime Minister of Pakistan and his Cabinet. Each Ministry/ Division will prepare and implement CCC on directive of the Prime Minister of Pakistan.

1.2 Concept of Citizen's / Client's Charter

The Citizen's / Client's Charter is a written declaration by a Government department that highlights the standards of service delivery that it subscribes to, availability of choice for consumers, avenues for grievance redress and other related information. In other words, it is a set of commitments made by a department regarding the standards of service, which it delivers.

Though not enforceable in a court of law, the Citizen's / Client Charter is intended to empower citizens and clients so that they can demand committed standards of service and avail remedies in case of non-compliance by service provider organizations. The basic thrust of the Citizen's / Client's Charter is to render public services citizen centric by making them demand driven rather than supply driven.

Federal Ministries/ Departments are expected to design a Client's Charter instead of a Citizen's Charter in case they are not dealing with the public directly. The difference between the two service recipients is as follows:

i. Citizens

Citizens are individuals, groups of individuals (companies, trusts, associations, unions etc.) and the common public at large. They are outside the government and are generally referred to as *external clients*. Being outside the government machinery, the general presumption is that they do not have sufficient knowledge of the government's internal processes. Therefore the responsibility is on the service provider to ensure that citizens are well aware of the service standards and the expectations from service recipients. It cannot be presumed that all citizens are literate or understand the official language, and it may be necessary to communicate with them in the local language also.

ii. Clients

Clients could be government agencies and government employees availing services from another government agency. Services here will exclude administrative control activities, references and opinions to be provided on policy-related matters which cannot be disposed-off within pre-defined time norms. Clients are part of the government and are generally referred to as internal clients. Being part of the government machinery, the general presumption is that clients have sufficient knowledge of the government's internal processes. Therefore the responsibility of ensuring that clients who are also part of the government are well aware of the service standards and the expectations from service recipients is equally divided between the service provider and the service recipient. It is presumed that all clients are literate and communicating with them in the official language of the service provider agency is sufficient.

iii. Citizen's Charter / Client's Charter or Citizen's / Client's Charter

The Charter prepared by the department may be either called a Citizen's Charter or a Client's Charter depending on whether the organization is serving internal or external clients. It can be called 'Citizen's / Client's Charter' in case the service recipients are a combination of the two. For simplicity, it is referred to as Citizen's Charter in the remaining document.

1.3. Concept of Grievance Redress Mechanism

Grievances are terminology of resentment against specific acts of lapse or charge that are wrong or supposed as wrong, and requiring corrective action to be taken. In other words, if a grievance is received, it needs to be redressed. For the present purpose, grievances include complaints by service recipients against non-delivery of services as expected by service recipients, but do not include requests for service delivery in the normal course.

Grievance Redress Mechanisms (GRMs) are process systems set up by organizations to receive record, investigate, redress, analyze, prevent, or take any other appropriate action in respect of grievances lodged against them. GRMs in Federal Ministries / Departments include grievances received by them from the public and clients / service recipients as well as from their own employees. As such, these include issues related both to service delivery as well as to employment related matters (e.g. transfers, promotions, pensions, pay fixation).

For the purpose of compliance system, GRMs include systems to manage grievances received in respect of service delivery issues mainly. Such grievances are generally received from the public, but in some cases these could also be received from client departments / employees or retired employees. For example, Estates Office is responsible for allocation of government residential accommodation to Federal government official This is a service delivery issue and not a service matter and therefore will be covered under compliance system by Estate Office.

1.4. Guidelines for Information

All Guidelines on Citizen's / Client's Charter including duties of 'Responsible Officer' for Citizen's / Client's Charter will be available on website of each ministry/ department to be designed for the purpose.

1.5. Help Desk Facilitation and Support

All queries relating to guidelines on CCC Implementation and Compliance should be sent to centralized office may the PDR Division. Each ministry/ department should send its CCC to centralized office.

2. CITIZEN'S / CLIENT'S CHARTER

2.1. Format of Citizen's Charter

The Citizen's Charter for a Ministry / Department should contain the following nine sections:

i. Cover Page
ii. Vision
iii. Mission
iv. Service Standards
v. Grievance Redress Mechanism
vi. Stakeholders / Clients
vii. Responsibility Centers
viii. Indicative expectations from service recipients
ix. Month and Year for next review of the charter

In what follows, each section is described briefly.

i. Cover Page

To ensure instant recognition and user-friendliness, it is important that all Citizen's / Client's Charters have a uniform cover page as given below (specimen):

Ministry of Planning, Development and Reform **Official Logo** **CITIZEN'S / CLIENT'S CHARTER** **Ministry of Planning, Development and Reform** **P Block Pak Secretariat** **Government of Pakistan** **Islamabad** **website ID: www.pc.gov.pk** **April 2015**

ii. Vision
This should be consistent with the Vision of the Ministry / Division

iii. Mission
This should be consistent with the Vision as well as Departmental Strategy.

iv. Service Standards
The information in this section should be presented in the following format

SERVICE STANDARDS

S NO.	MAIN SERVICES*	Document required for	Officer Responsible/ Designated	Number of days service to be provided

* Main Services include services that are being provided on a regular basis to the Ministry / Department's service recipients. Departmental Services rendered occasionally under exceptional or extraordinary circumstances should not be a part of Main Services. These services should also have supporting grievance redress processes. If officer/ official in the ministry/ division / department fail to deliver service in accordance with prescribed standard, a fine will be imposed on responsible officer/ official.

v. Grievance Redress Mechanism
This section should contain information relating to the following items:

a. Name and contact details of Public Grievance Officer:
b. Helpline number/Website url to lodge grievance
c. Response to be expected by person lodging the grievance
d. Timelines for redress

vi. Stakeholders / Clients
This section should contain the list of stakeholders / clients who have been consulted for setting service standards. The stakeholder consultations done for the Strategy development process may be used for the purpose of setting standards as well.

vii. Responsibility centers and Subordinate organizations
This section should contain a list of the Responsibility Centers and Subordinate Organizations

under the administrative control of the Ministry/Department. Information in this section should include references to the service standards of the Responsibility Centers and Subordinate Organizations, how to lodge a grievance against them, and the role of the Ministry/Department in ensuring that they have set standards for service and are delivering services accordingly.

viii. Indicative expectations from service recipients

This section should contain responsibilities of the Citizens / Clients if they are to avail efficient service delivery at the standards stated in the Charter. Examples of this would include submitting completed application forms along with all the required enclosures, duly attested where required; cross-checking for information or the latest position on a matter on the Department's website before raising a query or a grievance etc.

ix. Month and Year for the next review of the Charter

This section should indicate the month and year for the next review of the Charter. This allows the citizens to be patient till the next major revision. The next date of review should not be too distant. Upper time limit of once in a year or once in two years may be prescribed.

2.2. Concluding Remarks on Charter Format

The above formats show the standard format for the Citizen's Charter. Ministries/Departments may need to include additional information pertinent to their specific domain in the Citizen' Charter. In such cases, the information can be included, but without changing the overall look and feel of the Charter. Care must be taken not to make the Charter too long. If the additional information that the Ministry/Department needs to include is very lengthy, it can be provided separately on the website in another document, and in the Charter a reference can be given as to how and where the information is available. It is imperative that the Citizen's Charter be kept user friendly as well as concise by including all the necessary information, but without clutter, rhetoric, and very lengthy information which may be daunting for the average service recipient.

2.3. Requirements on Publication of Charter

Mandatory Requirements for Charters of Ministries/Departments are as follows:

- The Charter is to be made in bilingual version as per requirements of the Official Languages and approved by Minister-in-charge before publication.
- After publication forty 40 copies are required to be sent to Parliament, 10 Copies to PM office, 10 copies to PDR, one copy each to all Ministries/ departments.
- The Charter needs to be placed on the Ministry / Department's website. It may also be publicized in select newspapers / media to ensure wide publicity if required by the nature of work allocated to a ministry / department
- In offices located in Region it should also be published in the local language in addition to English and Urdu for circulation in the region
- A single page containing extracts of main services and standards from the charter can be displayed at the Reception and other prominent places in the Ministry / Department

Citizen's Charter Design and Implementation Process/Plan

Step 1:	Step 2:	Step 3:	Step 4:	Step 5:	Step 6:	Step 7:	Step 8:	Step 9:
Collect information on service standards can be achieved by Ministry / Department 20 days	Collect information on service standards achieved by Responsibility Centres 10 days	Plan for stakeholder consultations on service standards of Ministry/ Department and its RC 15 days	Receive inputs through stakeholder consultations 10 days	Consolidate internal information and stakeholder consultation results 5 days	Prepare Charter and get approval 20 days	Publish Charter in public domain 5 days	Ensure implementation of Charter by Staff 15 days	Initiate process for State compliance by Responsibility Centres 19 days

Task 1: Identify services delivered **Task 2:** Identify indicators to measure service standards **Task 3:** Estimate current service standards **Task 4:** Document the current service standards	**Task 1:** Prepare list of RC **Task 2:** Prepare list of services offered by RC **Task 3:** Estimate current service standards achieved by the RC **Task 4:** Document role of Ministry/ Department in service delivery by RC	**Task 1:** Identify stakeholder groups to be consulted **Task 2:** Prepare plan to receive stakeholder inputs **Task 3:** Design tool to collect data on service recipient expectations **Task 4:** Design tool for internal stakeholder consultations on services and service standards **Task 5:** Design tool for external expert consultations on services and service standard	**Task 1:** Administer survey tools as per survey plan **Task 2:** Analyze data collected through survey tools **Task 3:** Prioritize stakeholder expectations **Task 4:** Design tool for internal stakeholder consultations on services and service standards **Task 5:** Design tool for external expert consultations on services and service standard	**Task 1:** Compare existing service standards with stakeholder expectations **Task 2:** Finalize standards of service delivered by Ministry/ Department	**Task 1:** Prepare draft Citizen's Charter **Task 2:** Circulate draft CC for comments **Task 3:** Finalize Charter **Task 4:** Make Urdu/ English version of final Charter **Task 5:** Get the Charter approved by Minister-in-charge	**Task 1:** Upload the Charter on website **Task 2:** Provide printed copies of Charter **Task 3:** Disseminate Charter contents.	**Task 1:** **1:** Send Communication to all Responsibility staff Centre **Task 2:** **Task 2:** Conduct Agree training/ orientation sessions for responsibility staff on centre Citizen's Charter	Task Provide Inputs Roadmap with

3. GRIEVANCE REDRESS MECHANISM

3.1 Formats for Grievance Redress Mechanism

The Grievance Redress Mechanism for a Ministry/Department/ Responsibility Centers should cover the three processes of receipt, redress, and prevention and should contain information in the following sections:

i. Information on receipt

ii. Communications to complainant

iii. Criteria for classification

iv. Time norms for redress

v. Level of responsibility for Redress

vi. Analysis and prevention

In what follows, each process section is described briefly.

i. Information on receipt

Every Federal Ministry/Department/Responsibility center shall identify the place, time, and personnel for receiving grievances brought personally by the complainant or received by post. Such a person should ideally be a part of the information facilitation counter or the reception or an as an arrangement in the form of an internal desk/unit/section/division in an office. He/she would be responsible for receiving the grievances, issuing the acknowledgment receipt simultaneously and maintain the record in the format given below. In case of online system the acknowledgement should be sent automatically.

To ensure that all relevant particulars are available for further actions to be taken, full details must be recorded at the time of receiving a grievance or complaint as shown below and an additional column should be provided for tracking date of redress:

Particulars of Citizen / Client						Particulars of the Grievance			
S#	Date of Receipt	Name	Address	Landline / Mobile / Email	Whether Acknowledgement given at the time of receipt	Subject of the grievance	Office	Brief Description	Date of Acknowledgment Date of Redress
1	2	3	4	5	6 (Yes / No)	7	8	9	10

ii. Communication to complainant

At the time of acknowledgement, the complainant should be provided with the following information:

a. Grievance number to facilitate monitoring and reminders by complainants
b. Expected time of redress (Prescribed maximum time limit for completion of redress is three months)
c. If not addressed within expected time, action to be taken by complainant

If the grievance is not redressed within the expected time, the complainant should be provided with the following information by the person responsible for receiving the manual/postal grievances:

a. Information on reasons for delay
b. Updated expected time of redress
c. If not addressed within expected time, action to be taken by complainant

At the time of final redress, the complainant should be provided with the following information by the office responsible for redress of the grievances:

a. Action taken for redress
b. If not satisfied with the redress action, avenues for pursuing the matter further. The information should be given in the same letter/order through which the final decision on redress is conveyed to the complainant.

iii. Criteria for classification

Different types of grievances or complaints need different responses or ways to respond to them. Therefore, the grievance must be categorized to facilitate action appropriate to the type of grievance. The Department of Administrative Reforms and Public Grievances has provided five broad suggestive criteria under which the Ministry/Department can categorize their grievances. These five criteria can be listed in the following format:

#	Criteria	Grievance Category
1.	Charter related	
2.	Policy related	
3.	Personnel related	
4.	Pensioners' related	
5.	Vigilance related	

iv. Time norms for redress

Based on the criteria listed as above time norms for redress must be laid down as shown below:

#	Grievance Category	Time Norm for Redress

v. Level of Responsibility for Redress

In order to ensure that grievances are addressed within the prescribed time norms, the GRM should define the levels of responsibility for redress of each category of grievances and their time norms. In case the grievance is not redressed at a particular defined level then an avenue should be available to the complainant to approach the next higher authority. The responsible officials at each level should alert their next superior official well in time if a grievance is likely to exceed the prescribed time norm. The next higher authority should call for a report to redress escalated grievances.

They can then take appropriate action without the complainant having to repeatedly remind or pursue the issue. The table for level of responsibility for Redress must contain the following information as applicable:

#	Type of Grievance	Time line for redress at Level 1	Time line for Level 2	Time line for Level 3	Time line for Level 4

vi. Analysis and Prevention

Grievances can be viewed as free inputs to the organizations, to understand the expectations of service recipients better and initiate systemic reforms to meet those expectations. Ministries/Departments must analyze why they are receiving particular types of grievances more frequently than others. Such grievance prone areas need to be identified and analyzed for bringing about necessary changes proactively.

A format for root cause analysis of grievance prone areas is as follows:

#	Date and description of Grievance	Grievance prone areas identified	Root cause identified	Action required to improve system	Planned date and Authority responsible for taking action	Action taken date

3.2 Periodic Review

The Ministry/Department should have a system in place to call for monthly reports on grievance redress from Responsibility centers. The report should also contain information regarding the status of unaddressed/ unresolved grievances. In case of an automated system the monthly report should be able to automatically generate this information. All Ministries/ Departments should also consolidate the grievances redressed and pending at their own level on a monthly basis. The Incharge of Public Grievances of the Ministry/Department should review the grievances pending at their own level and with the Responsibility centers periodically.

3.3 Concluding Remarks

The above formats show the minimum format requirements for GRMs. Ministries/Departments can improvise and add on to the above formats to make their GRMs more efficient and effective. Although it is theoretically possible to maintain these formats manually, in order to implement them practically in situations where the volume of grievances is very large, it will be necessary to install an electronic system for recording receipt of grievances, issuing alerts when prescribed time norms are exceeded, and retrieving data at periodic intervals for conducting root cause analysis. A web-based system will be used in the Federal Government to manage grievances received by the MOPDR, Prime Minister Office, and Ministries/Department. This system is designed and managed by the MOPDR. A large percentage of such grievances received at the highest level are redressed at local/subordinate level. This system facilitates the higher organizations to send such grievances at a nodal point in each Ministry/Department from where they are further sent to the concerned office where it eventually gets redressed.

The Incharge of Public Grievances (a Joint Secretary level officer) in each Ministry/Department is using the system by accessing it through a user name and password given by MOPDR. All grievances received by the PM Office are forwarded electronically to the concerned Incharge of Public Grievances. The MOPDR will also be shortly connected to this system. The system will have a facility for the Incharge of Public Grievances to create similar accounts for their subordinate offices and Responsibility centers that can further create their account till the last level. A facility is also provided for categorization and classification of grievances. The grievances are normally redressed at a decentralized level and higher formations that receive them can monitor the progress of redress received by them on a specially designed monitoring desk.

Design and Implementation Process/Plan

Step 1: Design of GRM 30 days	**Step 2:** Implementation of GRM 40 days	**Step 3:** Grievance Prevention 20days
Task 1: Prepare list of data items to be captured in the GRM **Task 2:** Prepare the internal process flow chart for GRM	**Task 1:** Implement the process flow through existing systems **Task 2:** Training/Workshops on GRM **Task 3:** Initiate process for automation related decisions **Task 4:** Launch the GRM **Task 5:** Publicize the GRM	**Task 1:** Conduct systemic analysis **Task 2:** Identify grievance prone areas and remedial actions **Task 3:** Take follow up action to address grievance prone area