

# **ANNEXURES**

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## Acronyms

APUG	All Pakistan Unified Grades
BCURE	Building Capacity to Use Research Evidence
BPS	Basic Pay Scale
CDPR	Consortium for Development Policy Research
CERP	Centre for Economic Research Pakistan
CSA	Civil Service Academy
CSC	Civil Service College
CSCC	Civil Service College Consultants
CSL	Civil Service Learning
CSS	Central Superior Services
CTP	Common Training Program
DMG	District Management Group
EAD	Economic Affairs Division
EDI	Executive Development Institute
FIA	Federal Investigation Authority
FPSC	Federal Public Service Commission
GOP	Government of Pakistan
ICT	Information and Communications Technology
IPD	Institute of Policy Development
IRS	Inland Revenue Service
IST	In-Service Training
KP	Khyber Pakhtunkhwa
LGE&RDD	Local Government Elections and Rural Development Department
MCMC	Mid-Career Management Course
MoPDSI	Ministry of Planning, Development, and Special Initiatives
MPDD	Management & Professional Development Department
NAB	National Accountability Bureau
NDU	National Defence Unit
NIMs	National Institute of Management
NIPA	National Institute of Public Administration
NIPP	National Institute of Public Policy
NMC	National Management Course
NSPP	National School of Public Policy
OMG	Office Management Group
PAS	Pakistan Administrative Service
PCS	Pakistan Customs Service
PDP	Professional Development Program
PIDE	Pakistan Institute of Development Economics
PPSC	Provincial Public Service Commission

PSP	Police Service of Pakistan
PST	Pre-Service Training
PTAD	Pakistan Institute of Trade and Development
S&GAD	Services & General Administration Department
SMC	Senior Management Course
SMW	Senior Management Wing
STP	Specialized Training Program
STI	Specialised Training Institute
TER	Training Evaluation Report
TNA	Training Needs Assessment
UNDP	United Nations Development Programme

# **1 Executive Summary**

## **Introduction**

Citizens' expectations from the state with regard to service delivery have grown considerably over time. In a highly contested political environment, liberalization of media and strengthening of the civil society have fuelled these expectations further.

The state can only deliver if people serving as part of it have the motivation and capacity to do so. For a country as diverse and densely populated as Pakistan, a well-functioning and effective bureaucracy is fundamental to state capacity and becomes even more imperative to meet the growing needs of its citizens. The pressure on civil servants to improve service delivery has thus intensified and at the same time exposed capacity gaps in meeting these complex challenges.

Fortunately, the Government of Pakistan is cognizant of the importance of civil service training and the advantages accrued by equipping talent through timely interventions in professional development. This cognizance is established through the attention being given to training by both the Ministry of Planning, Development, and Special Initiatives (MoPDSI), and the recently constituted Federal Task Force on Civil Service Reform.

While the agenda for civil service reform is broad, a sound training regime remains a foremost tool at the disposal of the government for improving the capacity of the bureaucracy to meet the citizen's demands. The Federal Task has dedicated a full subcommittee on assessing the current landscape of training and developing proposals that allow for upgradation of existing talent within the federal government workforce.

MoPDSI is also committed to an overhaul of the civil service with a focus on understanding the current training system and its challenges. With support from UNDP, it has engaged the Consortium for Development Policy Research (CDPR) to undertake a first ever comprehensive Training Need Assessment (TNA) of civil servants.

## **Structure and design of the Training Needs Assessment**

This TNA is focused on the federal training regime and has been conducted for the National School of Public Policy (NSPP), its affiliate institutes, as well as Specialized Training Institutes (for the twelve occupational groups) delivering training to government employees serving in the Basic Pay Scale (BPS) 17 to 22.

Overall four stages of civil service trainings were covered.

1. Pre-service training - both Common and Specialised Training programs
1. Mid-Career Management Course (MCMC)

2. A Senior Management Course (SMC)
3. A National Management Course (NMC)

**Perception Survey:** A key contribution of the TNA has been the successful completion, for the first time, of a detailed survey of close to 500 civil servants across Pakistan. These surveys were conducted through an online questionnaire, limiting the findings of this perception-based survey have helped inform the bulk of the policy recommendations and reform guidelines presented in this report

More specifically, four perception-based surveys, aligned to each stage of civil service training, were conducted. Through these surveys responses from **469 civil servants** were recorded; 281 responses were on pre-service training (CTP and STP), 115 on the MCMC, 52 on the SMC and 21 on the NMC.

**Key informant interviews:** To supplement the findings of the survey, over 20 key informant interviews were taken with various stakeholders over the course of the TNA. These stakeholders included both beneficiaries of the civil service training (i.e. the officers being trained) and administrative and management staff of the training institutes.

**Organisational Assessment:** Finally, a detailed organizational assessment (through key informant interviews and an institutional assessment survey) of key training institutes was also conducted and covered the following:

1. National School of Public Policy (NSPP), Lahore
2. Civil Service Academy (CSA), Lahore
3. National Institute of Management (NIM) in Lahore, Islamabad, Quetta, Peshawar and Karachi
4. Twelve Specialized Training Institutes (STIs)

### **Civil Service Training Structure**

Officers in BPS 17 to 22 are considered to be at the heart of the bureaucracy and run the engine of the government. A few hundred are hired each year in BPS 17 as young officers and almost everyone goes on to retire at BPS 21 or 22. The central training system targets this tier of civil servants.

The first phase of training, pre-service training, begins immediately after induction and before the start of an officer's career. Pre-service training consists of a Common Training Programme (CTP) for grade 17 officers appointed as probationers to the Central Civil Service, concerned directly with the administration and permanent bureaucracy, offered by the Civil Service Academy (CSA) in Lahore.



This is followed by Specialized Training Programme (STP) offered by specialized institutions to officers divided into their service groups.

Following a minimum of 7 to 10-year gap, officers undergo a second phase of training, in-service training. Most of the training for the pool of central civil servants falls under the ambit of the federal government via the NSPP, while provincial services also have their own institutes called the National Institute of Management (NIMs). These trainings are mandatory for promotion to senior grades. MCMC is mandatory for promotion into grade 19, SMC for Grade 20 and NMC for grade 21.

### **Underlying power dynamics and capacity constraints**

Understanding the existing training system requires an appreciation of intra-bureaucracy power dynamics. There is a consistent underfunding of training institutions, often the first to see budgetary cuts during periods of fiscal constraint. In addition, the subsidiary nature of training institutes, barring the National Police Academy (NPA), leaves them with fewer options of alternative sources of funding through bilateral or multilateral donors. While the NSPP has managed to enhance its autonomy on this front, most STIs are still operating in constrained environments vis a vis their supervising bodies.

A relative lack of prestige attached to postings within training organizations also holds back the quality of training being imparted. In contrast to the military, where training postings are considered both prestigious and a stepping-stone in career advancement, civil service training institutes are considered 'temporary' postings, as bureaucrats attempt to negotiate better placements.

The diversity of the group of officers that undergo training (both pre-service and in-service) also affects the training system. This diversity exists on several accounts including educational qualification, socio-economic background, professional experience and personal preferences/aspirations etc. Moreover, post induction, in-service training, has to cater to an additional group of federal civil servants i.e. the ex-cadre. Civil servants in both streams follow different induction processes, undergo varying career progressions, and have dissimilar level of public sector exposure.

### **Overarching Gaps in Training**

The TNA has identified a number of key gaps in the existing training structure that can be addressed through the on-going reform efforts.

#### ***Absence of a National Training Framework***

*The absence of a national training policy or framework makes trainings primarily checkboxes to meet promotion requirements rather than tools to equip civil servants for the various challenges*

they will face. A time-bound national training policy with clearly delineated targets can allow for a systematic upgradation of the skill set by training institutions as the main providers of this service.

*A weak integration of training within overall human resource management of civil servants creates a disconnect between the process of identifying required skills, their demand, and eventually, the supply of trainings. Often the demand from ministries or departments where the civil servants are ultimately placed is not effectively and systematically communicated to training institutes. Hence, the content of training is not guided by government's needs.*

The detachment of training from actual needs is also demonstrated in the *weak integration of the modern drivers of change* in the training curriculum. Civil servants are seldom equipped with the knowledge and expertise to coordinate development efforts in the wake of a crisis, internal conflict or a natural disaster. The training they receive does not prepare them for the changing dynamics of the civil service or recurring service delivery challenges.

### ***The challenge of generalized versus domain specific training***

Pakistan's bureaucrats are prepared to be well-rounded officers who can serve in multiple capacities and have the security of their tenure. *These trainings do not foster specialisation.* The traditional focus of civil service training has been on courses that are general in content and aim to develop broad leadership and management skills. Content is seldom designed (except for in a few groups) to improve capacity to deliver 'specific' services.

On the whole, *opportunities for specialised training are limited.* Each STI (with the exception of Pakistan Administrative Services (PAS)) offers specialized training or short courses beyond the initial STP. However, the structure, frequency, and nature of the domain specific training varies across service groups. In the mid-career training course, only one of the five training modules expose officers to domain specific knowledge. Some specialized courses previously offered by some institutes such as PAS and National Institute of Public Administration (NIPA) – now replaced by National Institute of Management (NIM) - have been discontinued due to limited traction owing to design flaws in the training itself.

Lastly, the *experience of training also varies across cadre and non-cadre civil servants* making the design of specialised training more challenging. Officials from specific cadres may find trainings to be repetitive and less useful as compared to ex-cadre officials recruited directly by various Ministries, Departments, and Attached Bodies of the federal government. There is considerable overlap between mid-level and senior management level courses and a growing perception that *course content is heavily tilted in favor of certain service groups, such as PAS.*

### ***Inadequate financial and human resources***

*Training institutes, across the board, are constrained by limited resources. Due to budgetary limitations NSPP, NIMS and STIs find it difficult to start new projects that involve monetary investments. Such constraints also hinder investments in physical infrastructure - leading to inadequate physical space for lodging and sports facilities, out-dated books and lab equipment - and human resource development.*

*More importantly, training institutes are unable to offer adequate incentive structures and attract good trainers owing to these budgetary constraints. This situation is particularly severe in cities such as Quetta and Peshawar that are more reliant on outstation faculty.*

*Underpinning the above is the fact that training institutes exercise little financial autonomy. The financial dependence of these institutes on their respective line ministries limits innovative improvements and investments in training.*

### ***Curriculum***

*There are several gaps in the content. At the pre-service level training on communication skills (both written and oral) remains weak. Departments often find that officers lack knowledge on requisite official decorum and etiquettes post-CTP training. Their IT skills are also basic and there is demand for more advanced learning. In-service training curriculum needs more focus on IT and analytical skills in addition to introducing modules on stress and time management to help officers deal with challenges of senior posts.*

*Course delivery in terms of lectures vis a vis discussions, case studies, research papers and field visits also needs to be revisited. Recently there has been a reduction in local field visits that have often provided much-needed exposure and valuable learning experience to the officers. NSPPs recent experiment with introducing case studies has found them to be more impactful than research papers in terms of providing intellectual stimulation.*

*The capacity to continuously update the curriculum remains limited. Course development is fundamentally linked to the course evaluation; the process for which currently lacks any meaningful benchmarks to assess the performance of civil servants. All training institutions have built-in feedback loops to solicit views from trainees on the quality and content of their trainings. However, officers lack the incentive to provide useful feedback.*

*Moreover, revising the curriculum to align it with current requirements is further complicated by two factors. Firstly, there is varying autonomy of institutions to revise the curriculum. Secondly, the feedback is received immediately following completion of training instead of waiting for trainees to be posted and thus be in a better position to know what was needed of them.*

## **Private sector engagement**

*Engagement with private sector remains limited even though private sector expertise has been shown to complement efforts of training institutes in helping them meet their objectives more effectively and efficiently.*

For example, training institutions face difficulties in accessing quality trainers. The current human resource pool at NSPP and NIMs has only a few full-time faculty members with heavy reliance on visiting faculty members. Yet, *there is no active or regular collaboration of NSPP (despite several MOUs with foreign public policy institutes) with any private training/educational institute.*

## **Direction for reform**

The inadequacies found in Pakistan's current civil service training are comparable to overarching problems faced by several other countries. The directions laid out from future reform draws upon not only lessons from other country contexts where interventions have shown success but also context-relevant solutions that arise from local examples, embedded in familiar political, social, economic frames of reference.

Some of these ideas are summarized below. If the reform efforts find a way to manage these, the training system can help meet the core objectives of a good civil service structure i.e. build capacity and sustain motivation.

**Inculcating Specialisation:** *Trainings should prioritize adaptive flexibility in officials through its design and make trainings responsive to the requirements of the departments.* At the core of it all is the issue of addressing and managing a diverse group of civil servants, with different aspirations, experiences and expectations. At some level this can be addressed by inculcating specialisation. This involves the balance between core and specialist training for entrant's vis a vis ongoing learning and development throughout careers, the latter requiring wider career incentives and changes to civil service or departmental cultures. This balance can be achieved by:

- Use of electives to encourage adaptive learning: One way to address lack of adaptability is to allow for self-selection in courses, similar to what happens in universities where you have electives to choose from.
- Providing opportunities for Continuous Professional Development, which can enable civil servants to acquire domain-specific knowledge and skills as and when needed.
- Culminating training into a qualification to make trainings more meaningful. In the interim, accreditation, whether by a national regulator or an international organisation, can be an important indicator of quality of training.

**Addressing knowledge gaps:** There is a need to deliberate on the best ways to bring in outside thinking from academia, business schools, the private sector or interest groups and the public more

widely into civil service training. It is important that training institutes are given the autonomy and fiscal resources required to bridge knowledge and expertise gaps that exist within their domains.

- This can be done by outsourcing sections of training to expertise that is already available in the country.
- A more proactive engagement with the private sector/local organisations can help fill in the knowledge gaps
- Other avenues that can be explored include collaboration with institutions to for internships or study tours that provide more applied knowledge in relevant areas.

**Strengthening linkages with departments:** It is critical to ensure training is responsive to the needs of the departments and ministries utilizing their services.

- Firstly, a stronger link needs to be established between recruitment, career planning and promotion policies with policies of training and development. Unless this is done at the topmost level, through a national training policy, training policy will remain divorced from departmental level needs and requirements.
- Foremost in this is clarifying the role of the Establishment Division - an agency of the Government responsible for recruitment of civil servants and an apex organization for all training institutes and its expectation from the civil service training regime and how it plans to integrate training outcomes into human resource management.
- Evaluation feedback on civil servant's impression of training can drive continuous improvement. The NSPP can setup training objectives that are easily quantifiable and such objectives can be regularly revised based on feedback of stakeholders.
- Funding models can be changed to alter department's engagement. A mixed funding system – both supplier (training institute) and buyer (department) funded has shown to reap the greatest benefits. This encourages the trainer (supplier) to be proactive with respect to developing future training programs, while simultaneously being sensitive to trainee (buyer) needs.
- Departments can design their own additional courses to cater to specific needs.

**Managing diversity:** While diversity stemming from differences in background, experience and qualification brings different insights and encourage change and innovation, it also creates challenges.

- Ways to identify and address individual weaknesses should be explored. Assessment of pre-service training can be done through a standardized test, passing which should be a mandatory requirement to make it to the next level. In-service training can be preceded by a diagnostic test to identify individual weaknesses. Subsequently remedial courses can be offered to those deficient in essential/core skills

- Currently assessments are based on a common baseline and scale, with an assumption that all trainees are at par. At the time of induction, assessments can be linked with *categorized* pass outs stating the level and area of expertise attained by the officers.

**Finally, training institutes need to be made autonomous:** All key training Institutes such as the NSPP, CSA and STIs must be provided adequate financial autonomy along with the authority to make independent management decisions. One way to do this is reduce reliance on government funds and explore other options of raising revenue.

# 1 Introduction

Civil service represents the core strength of any state throughout the world. Effective training, professional development and career path management for civil servants not only improves their professional competence but also boosts their morale and learning.

Successful reforms in these areas can substantially enhance effectiveness and efficiency of the civil service. In fact, civil service reform may be the single most critical policy change a government can bring, as it impacts the success of several other political and economic reforms. A capable civil service is fundamental to state capacity and attaining several policy objectives.

For a country as diverse and densely populated as Pakistan — fast urbanising, with a population surpassing 200 million — a well-functioning and effective bureaucracy becomes even more imperative in meeting citizens' growing demands. Over the past few years, pressure on civil servants to improve service delivery has intensified. This process has also exposed some genuine capacity constraints faced by the bureaucratic machinery in overcoming various challenges of governance in a modern era.

The government is committed to an overhaul of the civil service and a federal task force has been mandated to identify ways to reform the bureaucratic system. While the agenda for civil service reform is broad, a solid civil service training regime remains the foremost tool at the disposal of the government to improve the capacity of the bureaucracy in meeting the demands of the citizens. Governments can only deliver if people serving as part of it, that is those that form part of the bureaucratic machinery, have the motivation and capacity to do so. This underscores the need for continuous infusion of new skills, tools and methods to ensure government servants are well-equipped to deliver services effectively and efficiently.

In this area, the Ministry of Planning Development and Reform (MoPDSI) is currently implementing a project 'Innovation and Reform in Government for High Performance' with assistance from the United Nations Development Programme (UNDP) Pakistan. The project aims to design and implement initiatives to enhance the efficiency, effectiveness, transparency and accountability of the public sector through institutional change, training and performance management.

To support this work, MoPDSI and UNDP have engaged the Consortium for Development Policy Research (CDPR) to undertake for the first time a comprehensive Training Need Assessment (TNA). The TNA was conducted for the National School of Public Policy (NSPP) and its affiliate institutes, as well as Specialized Training Institutes (for the twelve occupational groups) delivering training to government employees serving in the Basic Pay Scale (BPS)-17 to BPS-22. The TNA also includes an indicative review and rapid assessment of the training needs and structure for government employees serving in lower grades.

## **Objectives of the TNA**

Broadly, the objectives of the TNA were to assess the capacity gaps and the need for capacity development along with an understanding of the financial needs and budget commitment, inform government's efforts towards legal and regulatory reforms along with changes in training curricula and help identify the needed institutional capacity for restructuring training.

The TNA was a three-phased exercise.

1. First phase included an overall mapping and assessment of mandatory training courses being delivered at different stages of service i.e. from pre-service training at CSA Academy to subsequent trainings courses for promotions offered to federal and provincial government employees at NSPP and affiliate units across Pakistan. The assessment was done through
  - a. A perception-based survey of both cadre and ex-cadre officials who had graduated from pre-service and in-service training courses during the last 3 years; and
  - b. Organizational assessment of key training institutes (such as NSPP, NIMs, CSA) - main suppliers of trainings received by civil servants
2. Second phase included an organizational assessment of twelve Specialized Training Institutes (STIs) across various dimensions (technical and financial capacity, infrastructure, quality of faculty and resources, effectiveness of and challenges to training) in search for ways to address challenges and inform policy.
3. The final phase was an indicative review to take stock of the training needs of officials at subordinate grades (BPS 1-16) and capacity building opportunities, if any, currently being provided to them.

## **Components of the TNA**

### ***Perception based survey***

Four perception-based surveys were designed for each stage of training civil servants undergo. These stages included

1. Pre-service training to cover both Common and Specialised Training programs
  1. Mid-Career Management Course (MCMC)
  2. A Senior Management Course (SMC)
  3. A National Management Course (NMC)

A total of 469 responses were recorded of which 281 were from the pre-service survey (CTP and STP), 115 from the MCMC, 52 from the SMC and 21 from the NMC. While the sample for pre-service included the entire population from the past five years, the sample for MCMC, SMC and NMC courses was selected through stratification and was hence representative.



The survey was rolled out during the months of March and April 2019. The surveys were hosted on the Google forms platform and links shared with the survey respondents. Five respondents were interviewed over the phone whereas forty were interviewed in-person across all major cities (Islamabad, Lahore, Karachi, Quetta and Peshawar).

The responses of this survey have been recorded and data set has been submitted to the MOPDSI and UNDP. The detail survey report including the questionnaires, methodology, sampling, summary statistics and a synopsis of the key findings is also available.

### ***Institutional Assessment***

A detailed organizational assessment of key training institutes - main suppliers of trainings received by civil servants – was also conducted. This assessment covered the following institutions.

1. National School of Public Policy (NSPP), Lahore
2. Civil Service Academy (CSA), Lahore
3. National Institute of Management (NIM), Islamabad
4. NIM, Quetta
5. NIM, Peshawar
6. NIM, Karachi

This assessment is based on in-depth interviews with senior most management of these key training institutes. Relevant information was gathered through a multi-stage process. A structured survey along with a check list of documents was shared with training institutes. Subsequently, interviews/meetings were scheduled with relevant officials. A thorough review of relevant documents of the concerned organizations was conducted to enrich the interview data.

Key findings of the organisational assessment have been documented separately in a standalone report. Information is available on the list of officials met, visit plans, check list of documents, along with the questionnaire.

### ***Organisational Assessment of the STIs***

The first assessment was followed by another one for each of the 12 main Specialized Training Institutes (STIs). The key inquiries based on a theoretical framework developed in the inception report, included information on

1. Core Function
2. Training Resources
3. Faculty
4. Training Modules and Assessment
5. Administrative autonomy and capacity

## **6. Training Policy and Planning**

Feedback from STIs was gathered through a multi-stage process. Findings were based on in-depth interviews with senior management of all 12 STIs. Similar to the previous assessment, an institutional assessment questionnaire along with a check list of necessary documents was shared with focal persons of each STI, ahead of a detailed in-person interview. The primary objective of the questionnaire was to collect supporting data on issues such as finances, as well as to get feedback on issues that institutes perceived as important.

The full list of questions, along with detailed report of each visit including key findings is available as a separate report.

### ***Key informant interviews***

Under-pinning all this work, were a number of key informant interviews with a variety of stakeholders. An important component of all phases was to seek input from key stakeholders specially to mould the perception survey and organisational assessment of key training institutes including STIs. The team held at least 20 interviews with various stakeholders over the course of the TNA. These stakeholders included both beneficiaries of the civil service training (i.e. the officers being trained) and administrative and management staff of the training institutes.

A list of the key informant interviews along with a summary of the main findings are available in as a separate write-up and informs the rest of this work.

## **2 Rationale and Approach of the TNA**

### ***Attracting and Retaining Talent***

A civil service that is capable of managing solutions for Pakistan's numerous social and economic development challenges is recognized as a significant need. The need becomes more pressing as tasks of delivering basic services, developing policy, regulating social and economic activity, and enabling economic growth becomes more complex with urbanization, economic development, and population growth. Given this starting point, the task of building a well-equipped and capable civil service relies on two mechanisms:

The first is recruiting high quality talent that is ably motivated to perform its duties.

And the second, and arguably more important one, is ensuring that the talent once recruited is equipped with the tools it requires to deal with the myriad challenges at different stages of professional advancement.

Indeed, the problem is one of *attracting* and then *retaining* the right talent. Which then brings us to two critical questions:

- How to induct the right skill set/talent into the civil service?
- How to ensure a motivated bureaucracy?

It can be reasonably asserted that effective training, professional development and career path management for civil servants can help improve their professional competence, morale, and learning leading to both capacity and motivation to deliver. Successful reforms in these areas can thus substantially enhance effectiveness and efficiency of the civil service and broadly improve service delivery and the government-citizen interface.

### ***Training for an effective civil service***

The link between civil service training and the overall effectiveness of civil service is underscored by several developments in Pakistan.

- Citizens' expectations from the state with regard to service delivery have grown considerably over time. This has been fuelled by liberalization of media and strengthening of civil society in a highly contested political environment. The pressure on civil servants to improve service delivery has thus intensified and exposed capacity gaps in meeting complex challenges. This emphasises the need for a continuous infusion of new skills, tools, attitudes and methods to improve the public service delivery structure.
- Additionally, timely training-based interventions also act as important evaluators of progress made by civil servants, and, if designed and utilized correctly, can double as a good information tools to capture their future prospects and capabilities. Furthermore, if training is more strongly linked to promotion, the performance of civil servants during these trainings can impact their career trajectory.

### ***Government's commitment***

There has been considerable deliberation within the MoPDSI and now the recently constituted Task Force on Civil Services Reform, on the appropriate way forward with reforms to improve public sector management and the quality of governance across Pakistan. The taskforce has dedicated a full subcommittee on assessing the current landscape of training, and developing proposals that allow for upgradation of existing talent within the federal government workforce.

Several major reform efforts, including changes to the induction processes for the Central Superior Services (CSS), have been developed and shared. Even though they have not yet been actualized, what they do demonstrate is a commitment on part of the government to respond to changes in the context that shape state-citizen interaction in the country. This is also exemplified through the

number of expert-led consultations, and technical input obtained by the federal government on the issue of civil service reform

## 3 The landscape

### 3.1 Understanding Key Players

The current landscape of civil service training is populated by four main actors:

- Cadre Trainees
- Ex-Cadre Trainees
- Training Providers
- Supervising Departments/Bodies

**Cadre Trainees** are the primary target for the current structure of civil service trainings. These are the civil servants recruited in BPS-17 through the Competitive Examination (CE) of the Central Superior Services, and who are subsequently allocated to 12 occupational groups. Over the course of their career, these civil servants undertake common training at the time of recruitment (CTP) to build cross-group camaraderie and obtain basic understanding of how the government functions, and what their role in it is; this is followed by specialized trainings (STP) for each occupational group, prior to their deployment in the service.

Subsequent of these two initial trainings, cadre civil servants are expected to attend a Mid-Career Management Course (MCMC) for promotion to grade-19, a Senior Management Course (SMC) for promotion to grade-20, and a National Management Course (NMC) for promotion to grade-21. A centrally recruited civil servant with a full career in the service will thus undergo five rounds of training of varying lengths. Alongside these trainings, it is possible that they will also receive other forms of professional development in the shape of foreign assignments, trainings, and graduate school, though this varies on a case-to-case basis.

**Ex-Cadre Trainees** are civil servants recruited directly by various Ministries, Departments, and Attached Bodies of the federal government. These are usually technical specialists who spend their careers within the organization of recruitment. Historically, ex-cadre officers have had a difficult time obtaining promotions at the same pace as those recruited through the Central Superior Services (CSS) examination<sup>1</sup>. Over the years, mid-career and senior cadre officers have also been invited to participate in MCMC, SMC, and NMC trainings for promotion to their corresponding grades.

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<sup>1</sup> CSS Exam is conducted by Federal Public Service Commission (FPSC) Islamabad for the recruitment of candidates to posts (BS-17) in the following services under the Federal Government.

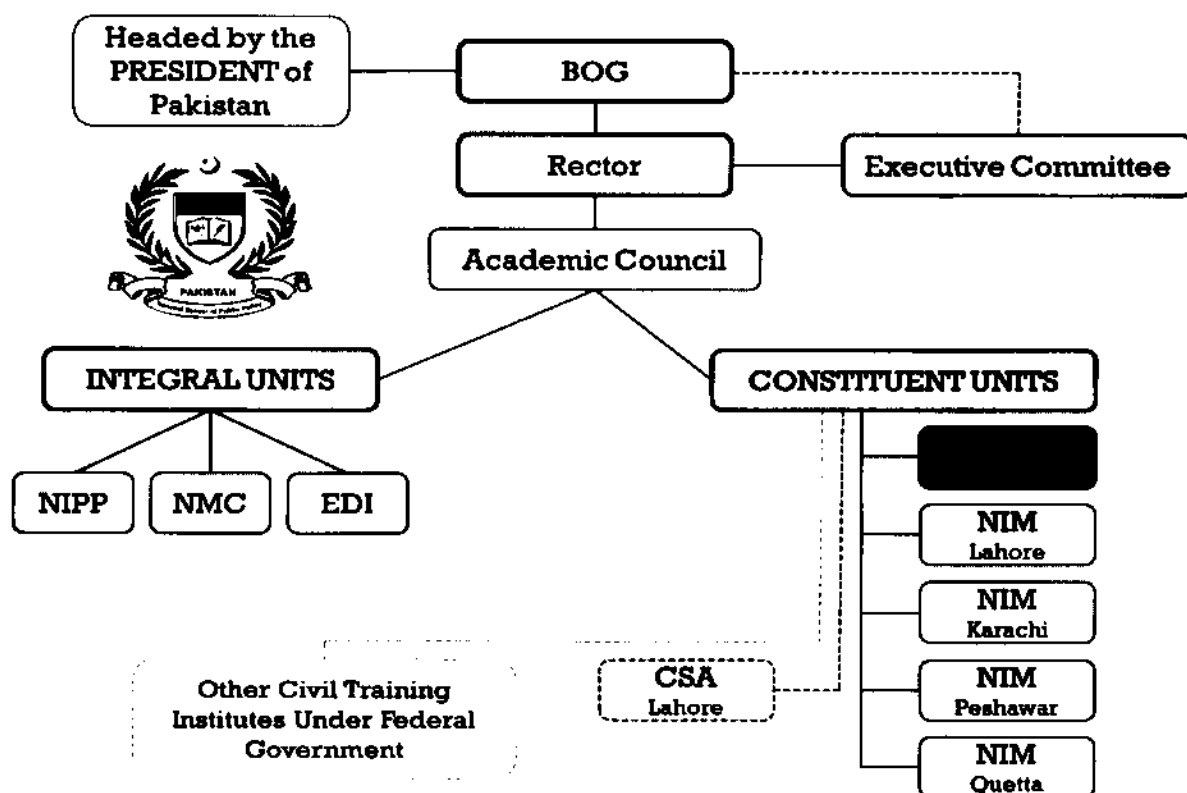
**Training Providers** are of various types, corresponding to the level of training. General and specialized training of new recruits is implemented by the Civil Services Academy (CSA) and the Specialized Training Institutes (STIs) of each occupational group. Higher tiers of training (MCMC and SMC) are provided by the National Institute of Management (NIMs) and the National School of Public Policy (NSPP) looks after the NMC. The NSPP is the apex organization for in-career general leadership and management training and oversees the functions of all NIMs.

**Supervising Departments/Bodies** are the institutions that act as administrative in-charge of the training bodies. For the mid-career and above training institutes, as well as the CSA and the Secretariat Training Institute (STI), this is the Establishment division. Every STI, except the National Police Academy (NPA) is linked to its parent department or Ministry, who act as the supervising body. The main functions include approving and disbursing budget, handling transfers and postings within training institutes, and, in some instances, reviewing curriculum and other training material.

### **3.2 Understanding the Training Structure**

Training systems vary from country to country and there may be several factors that affect the design of the basic training structure. Countries with strong unified central governments tend to have public service training system that are more centralized but regional training centres may also exist. Central institution remains responsible for defining the overarching objectives of the civil service trainings and develops strategies, contents and policies. In countries with more devolved government systems, both the central and lower administration can have their own training facilities.

Pakistan has a hybrid training structure which is centralised at the federal level but also devolved to the provinces. Most of the training for the pool of central civil servants falls under the ambit of the federal government via the NSPP, while provincial services have, in addition, their own institutes.



In such a hybrid system certain types of training structures work better to respond to the needs of the government and at the same time fulfil the aspirations of the civil servants. By focusing on more on increasing adaptability of officials and providing skills and qualifications necessary to improve performance at all levels, civil service training can be made more effective.

Such a system can include training that enables officials to adapt to technological and legal changes, as well as any other governance changes that transpire while increasing the opportunity for specialization learning in later years.

### 3.3 Understanding Power Dynamics

Understanding the current shortcomings in the extant training system requires developing an appreciation of intra-bureaucracy power dynamics. The most relevant of these is the consistent underfunding of training institutions, which are often the first to see budgetary cuts during periods of fiscal constraint. This was a unified complaint that came from all general training institutes and STIs during the key-informant interviews.

The funding gaps, in turn, are reflective of several issues. The first is the role of supervising departments, for whom training institutes are one component in their larger organizational

structure. As a result, when budgets are allocated, other arms of these parent bodies are better placed to demand greater share of resources, due to their proximity to the organization's core functions. The emblematic case here would be the Secretariat Training Institute (STI) which is attached to the Establishment Division. It not only has to compete with other arms of the Establishment division for human and fiscal resources but is also competing with multiple other training institutes (CSA, PAS Academy) who carry greater clout and are able to obtain more resources.

Another related issue is that the subsidiary nature of training institutes, barring the National Police Academy (NPA), leaves them with fewer options in reaching out for alternative sources of funding through bilateral or multilateral donors. While the NSPP has managed to enhance its autonomy on this front, most STIs are still operating in constrained environments vis a vis their supervising bodies.

This constraint is subsequently also visible in the way curriculum review processes operate. All training institutions have feedback loops built in to solicit views from trainees on the quality and content of their trainings. However, revising the curriculum to make it more in line with current requirements is trickier, given that feedback is rarely cycled in from trainees who have already been placed post-training (and are thus in a better position to know what was needed of them). For the pre-service training bodies, the existence of the Final Passing Out Exam (FPOE) administered by the Federal Public Services Commission (FPSC) is another limiting factor, as it limits the extent to which STIs can develop and modify what they are teaching. Instead, the FPOE curriculum ends up shaping a great deal of what is being taught at the STIs.

Finally, another lasting power dynamic issue is the relative lack of prestige attached to postings within training organizations. In contrast to the military, where training postings are considered both prestigious and a stepping-stone in career advancement, civil service training institutes are thought to be 'temporary' postings, as bureaucrats attempt to negotiate better placements. Part of this has to do with the absence of major incentives, barring an extra monetary allowance, being given for knowledge and training-based work. Another reason, mentioned earlier as well, is the routinized nature of training as a check-box exercise rather than a central pillar of human resource management. Similarly, because skill identification, career placements, and job progression do not follow systematic trajectories, civil servants who may be motivated to serve in training institutes, will likely not be identified at early stages of their career, nor would they be equipped to actualize their interest.

### **3.4 Understanding Diversity amongst Civil Servants**

The group of officers that undergo training (both pre-service and in-service) is extremely diverse. This diversity exists on several accounts including educational qualification, socio-economic background, professional experience and personal preferences/aspirations etc. The solution to

managing this diversity however lies beyond the remit of the training institutions (see box below) but is an important feature of the landscape where trainings occur.

At the induction stage, officers joining the CSA are assigned to one of the twelve occupational groups based on merit and provincial job quota but the variations within the group remain. Ensuring all officers are brought at par is especially critical for preparing them to undergo specialized training at the respective STIs, following the completion of the CTP. Findings from the TNA, however, confirm this remains a challenge for the CSA.

Moreover, post induction, in-service training, has to cater to an additional group of federal civil servants ie. the ex-cadre. Civil servants in both streams follow different induction processes, undergo varying career progressions, and have dissimilar level of public sector exposure. Ex-cadre officers mainly belong to technical and professional categories (as highlighted in section 2.1), e.g. specialised positions in Ministries of Education, Science & Technology, Food & Agriculture, Population Welfare, Special Education, Communications and a host of Attached Departments, Subordinate Offices, Bureaus, Commissions, Research Organisations, etc. And even though these officers account for almost 80 to 90 percent of the positions within the Federal Government, they enjoy relatively limited career progression compared to civil servants in the occupational groups.

All of this leads to huge diversity within each cohort. This diversity is a challenge for the training institutes as they have to make both groups attain the same objectives as part of the same training program. However, government is seeking solutions to this (box below).

#### **Reforming Induction to address diversity<sup>2</sup>**

The new government is committed to improving the overall induction process to attract the right skill set and talent. The key tool for doing this would be to restructure both the induction and training mechanisms.

Based on international evidence, a major recommendation that has come up in the deliberations of the Federal Task Force on Restructuring the Civil Service is that initial recruitment and placement should be on a specialized basis and later on generalist style training can be imparted to senior positions. It is proposed that entry-level exams be designed to test analytical ability, domain-specific knowledge and aptitude of candidates.

The task force has suggested restructuring the Central Superior Services (CSS) entry process, to rest on a revised examination structure. The nature of the current examination will be converted into an evaluation of analytical core skills rather than simple knowledge of theory and facts. This will ensure that candidates with domain-specific knowledge and aptitude join specialised streams or clusters, enabling a specialised

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<sup>2</sup> Based on discussions with members of the task force, and as documented in <https://www.dawn.com/news/1501012>



bureaucracy, streamlining allocation and, at the same time, encouraging linkages with universities to offer pre-service training.

Four stages are proposed as part of revising the recruitment system: a screening test, followed by cluster-based specialised recruitment and psychometric evaluation and interview of the candidates who qualify for the final selection. This proposal has buy-in from the Federal Public Service Commission but is awaiting cabinet approval.

## **4 Overarching Systemic Gaps**

### **4.1 Absence of a National Training Framework**

*The absence of a national training policy or framework* surfaced repeatedly as a primary issue with regards to the overall training structure. This emerged especially strongly during the course of key-informant interviews (KIIs) carried out for this report. This absence has meant that trainings have largely become checkboxes to meet promotion requirements rather than tools to equip civil servants for their variegated challenges. The presence of a national training policy, especially one that is timebound with clearly delineated targets would allow for the systematic upgradation of civil servant skills, with training institutions as the main provider of this service.

In the context of training programs, the most efficient systems seem to be those which have national body defining training needs, goals and standards, as well as monitoring the quality of the training that is supplied, and network of training suppliers in the form of regional training institutes and contracted suppliers. This format allows for an environment with some competition and efficient use of scarce resources

The need for an overarching policy document also has to be underpinned by an understanding of the organisational/ departmental needs of the government machinery and must speak to these needs and help identify broadly the skills that must be acquired by public officers to respond to department level needs.

*The weak integration of training in the overall human resource management of civil servants* emerged as another issue on this front. This means that the identification of skills, their demand, and ultimately, the supply of trainings is not happening in any systemic manner. Currently, civil servants attend compulsory trainings as stepping-stones for promotions, while independently looking for trainings based on any number of motivating factors (such as foreign trips). The main human resource management bodies, i.e. the supervising departments of civil servants do not maintain central repositories of what trainings are offered and what skills are required. Setting up a functioning marketplace for skill identification and provision is a pressing need identified through this TNA.

At the same time, there is a ***weak integration of the modern drivers of change*** within the training curriculum. Modern day governance challenges and drivers of change are constantly compelling civil servants to acquire new skills and learning. In view of the current governments commitment to strengthening local governments, civil servants should be prepared to undertake management of municipal services. They should have knowledge and expertise to coordinate development efforts in the wake of a crisis, internal conflict or a natural disaster. Civil servants at the moment are receiving no training to prepare them for the changing dynamics of the civil service or these recurring delivery challenges.

Finally, the absence of a unified training policy and the resulting lack of concerted fiscal resources for training, as well as the lack of integration with overall human resource management has meant that both ***refreshing material of extant trainings being imparted, and identification of officers for training is haphazard in nature***. Some training institutes have demonstrated dynamism in updating their curricula, whereas others have struggled to do so, largely out of fiscal constraints and the inability to adequately document skill requirements.

## **4.2 Creating generalists versus specialists**

### ***Does the current system support specialization?***

Officers in grades 17 to 22 are considered to be at the heart of the bureaucracy and are the people who run the engine of the government. A few hundred are hired each year in grade 17 as young officers and almost everyone goes on to retire at grades 21 or 22. Pakistan's bureaucrats are prepared to be well-rounded officers who can serve in multiple capacities and have the security of their tenure. But the training system does not foster specialisation. The traditional focus of civil service training has been on courses that are general in content and aim to develop broad leadership and management skills. The course content is seldom designed to improve the capacity to deliver 'specific' services (except for in a few groups).

### ***Career versus post system***

While exposure to domain specific knowledge remains a critical part of civil service training, the debate on having specialized versus generalized training depends to a large extent on the training structure and its objectives. Two main systems are widely used in public service systems across the world: a career system and a post system. Both call for a different structure of training system.

A career system rests on a training structure that offers trainings to allow career development. In such a system, initial training aims at general preparation of the civil servant with subsequent adaptational training focused on specialized preparation of civil servants for specific tasks. This plays a substantial role in determining promotions.

In a post system, career development is not a normal expectation, specialists can be recruited as and when needed and specialised training is less important. Specialized resources are recruited for specific jobs. Hence public provision of training is not as critical.

In Pakistan, civil service predominantly follows a career system in which the initial training (i.e. CTP) as well as adaptational training (i.e. STP and in-service) is of paramount importance.

Evidence from OECD countries strongly supports the view that regardless of the personnel system in place, in-service training should be *adaptational* – i.e. civil servants should have exposure to both specific and general training but most importantly on the relevant challenges faced by the public sector<sup>3</sup>.

#### *Recruitment and induction policy*

The recruitment and induction policy of the government greatly impacts training outcomes and is an important determinant of the level of specialisation required during the training. Whether or not recruitment is based on prior qualifications and educational attainment affects the type of the training architecture put in place. Most countries recruit new personnel for the civil service based on a specific educational background or after recruitment, provide comprehensive trainings to ensure newly recruited civil servants are well equipped with the necessary knowledge and prepared for state service. This system requires little or no adaptational training in the first years of service and may be the reason why most continental-European governments have been late in discovering the need for in-service training<sup>4</sup>.

In a system such as the British, where the recruitment process takes into account only the level, and not the content, of previous education, and where long-term initial training immediately following recruitment is also rare, the value of an efficient adaptational training system is acknowledged much earlier<sup>5</sup>.

Pakistan follows a route similar to the British. Induction via the CSS examination is blind to prior knowledge and educational attainment of candidates. There are no set criteria which give weight to prior knowledge of a specific domain before a candidate enters the service. As a result, all candidates once inducted have to go through the CTP and, depending on field allocations, the STP. Promotion to higher grades is then linked to in-service training (MCMC, SMC and NMC). However, this is set to change (see section 2.4)

In a recruitment system where, prior knowledge is assessed and used as a criteria, immediate specific training and adaptation skills are not required and could wait till much later in their careers. Also having a broader mix at the recruitment stage significantly increases the effort required to

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3 OECD (1997), "Public Service Training in OECD Countries", *SIGMA Papers*, No. 16, OECD Publishing, Paris, <https://doi.org/10.1787/5kml619ljzn-en>

4 OECD (1997), "Public Service Training in OECD Countries", *SIGMA Papers*, No. 16, OECD Publishing, Paris, <https://doi.org/10.1787/5kml619ljzn-en>

5 OECD (1997), "Public Service Training in OECD Countries", *SIGMA Papers*, No. 16, OECD Publishing, Paris, <https://doi.org/10.1787/5kml619ljzn-en>

bring all entrants at par, especially given the short duration for pre-service training. Such a system has substantially more implications for highly specialized fields like accounts and audit, information service and railways.

### ***Key Findings from the TNA***

The TNA highlights specific findings that contribute to the debate on specialized versus generalised training. The context laid out above can help to understand and seek solutions for some of the key constraints that emerged from the TNA exercise.

***Limited opportunities for specialisation:*** In Pakistan opportunities for specialised training are limited. Only one of the five training modules expose officers to domain specific knowledge. Each STI (with the exception of PAS) offers some form of opportunity for specialized training or short courses beyond the STP. However, the structure, frequency, and nature of the domain specific training differs across these institutions.

***Specialised courses have a weak design:*** The PAS had a mandatory requirement to attend trainings upto 12 days a year but was later discontinued. Major reasons for the low traction for such trainings is the lack of utility of under-going these trainings and the inadequate design of the training itself. A few officers who enrolled for short 2-3-day courses offered at NIPA and CSA said they only did this to full-fill a requirement but felt that duration of such courses was insufficient to allow for any substantial learning.

***Weak understanding of departmental needs:*** Training content may not always support departmental priorities or needs. There is no systematic way of aligning the changing requirements of the public sector with the structure and content of the training programs as the objective and hence training needs of the responsible ministries and departments are not regularly updated. Due to this weak link, demand from the ministries or departments where officials ultimately work are not communicated sufficiently to the training institutes and the content of the training is not guided by government's needs.

Most STIs (such as PAS and Commerce) and NIMs reported little to no engagement with line ministries on the requirements of the work expected from the civil servants. Both the aforementioned service groups require government servants to have specialised knowledge in Public Financial Management that include budgeting, planning and execution, engagement with the private sector, donor and multi-lateral program management, national and international negotiations, and corporate governance. Civil servants are expected to become familiar with these issues much earlier in their career, before they reach the stage of SMC training where they are formally imparted training on these topics.

**Diversity amongst civil servants:** In Pakistan there is a lot of variation in the civil servant's experience with the relevance of modules, sensitivity of the course to training needs etc. Training has to be relevant for a diverse group. Some find the trainings too generic and unchallenging while others find them useful and relevant. A major reason for this diversity in experience is the fact that the group of civil servants under-going training come from different back grounds whereas the trainings aim to be as generic as possible. The debate between specialised versus generalised training thus needs to be informed by who the training is designed for.

**Catering to Cadre and ex-cadre officials:** The experience of these trainings also varies across cadre and non-cadre civil servants. Officials coming from specific cadres such as PAS, Commerce, etc. find the trainings to be repetitive and less useful as compared to ex-cadre officials who require more time at each stage and for each topic. At times senior officers find NMC trainings a compulsion to get promoted, instead of a knowledge enhancing experience. Civil servants also find considerable overlap between MCMC and SMC.

## **5 Key constraints to effective delivery of training**

### **5.1 Lack of Parity across Service Groups**

The TNA confirms the perception the *course content tends to favour certain service groups*, in fact just one i.e the Pakistan Administrative Services (PAS). The training modules are primarily catering to the needs of this service group. Officers belonging to financial service groups such as Inland Revenue Services, Pakistan Customs Service and Pakistan Audits and Accounts and technical service groups such as Railways and Postal feel such trainings do not contain any specialized content to assist them in the role within their field.

This concern is especially pronounced at the MCMC level. Officers appearing for the MCMC are relatively young and early on their careers are more likely to benefit from specialised training. Without much practical learning and exposure, they are best placed and in need to appreciate the value of specialised trainings. Several stakeholders, from whom feedback was sought, emphasised that *more specialized and domain-specific content would be especially beneficial for officers of grade 18 and 19* when they have to set their career pathways.

The objectives of the in-service training become hard to achieve unless there is adequate value addition for officers across all service groups.

## 5.2 Limited Financial and Human Resources

**Budgetary restrictions on new projects:** Most of the financial constraints faced by NSPP, NIMS and STIs stem from budgetary limitations and restriction on new projects that involve monetary investments. Such constraints hinder investment in physical infrastructure as well as human resource development. An incomplete auditorium building at NIM Quetta since the past decade, or insufficient building and hostel facilities at rented premises for NIM Islamabad are some examples of where such constraints impact the quality of training.

**Procedural delays:** When available, procedural hurdles can affect the timely release and utilization of funds. Important financial decisions, including the size of the budget, are usually made by controlling ministries. Bureaucratic impediments in smooth day-to-day operations include delays in release of funds usually as a result of adherence to PPRA rules. In a fairly extreme case, stringent requirements of PPRA rules make it difficult to purchase even simple groceries etc. for the training institute mess at NSPP.

**Weak sources of revenue:** The training fee received by all NIMS from the Establishment Division, in view of the current inflation, is inadequate to meet the training expenses, forcing institutes to under-go expense cuts, particularly curtailing field visits. The recent austerity drive has further worsened the budgetary positions of the training institutes.

**Low financial autonomy of training institutes:** All of this indicates low financial autonomy exercised by the management of the training institutes. The financial dependence (in terms of the amount of resources, release of funds etc) of these institutes on the respective line ministries leave little room for any innovative improvement in the training.

**Inadequate infrastructure:** Current funding is barely sufficient to meet the operational expenses of the trainings. As a result, provision of adequate physical space for lodging and sports facilities, regularly updated library and availability of latest equipment, such as desktops, with upgraded technology remain major concerns largely resulting from availability of funds.

There is also a stark difference in the quality of resources available, across all NIMS. Provision of academic facilities such as IT labs and libraries, as well as hostel and sports facilities are major instances in this regard. Such disparities not only affect the quality of the training, but also the trainee's motivation.

**Human Resource Constraints:** The efficacy of any training institution is dependent on the quality of its faculty. Attracting and retaining faculty positions, from both academia and (especially) within the civil service, remains a challenge for training institutes. Almost all training institutes face some

kind of human resources constraint. These constraints are further exacerbated by financial constraints.

***The training institutes are often unable to attract good trainers due to inadequate incentive structures.*** The in-house faculty is both limited in number and quality. Finances allocated for training are spread across a vast number of institutes. This may contribute to a gap in funding to hire quality instructors and to establish a group of permanent teaching staff.

There is also persisting notion that ***training institutes are not considered prestigious placements for civil servants on deputation.*** This leads to a substantial number of vacant positions at the training institutes. Typically, officers that have preferences for a specific station and are unable to find postings in their field, opt for these training positions.

This ***situation is particularly severe in cities such as Quetta and Peshawar,*** where security concerns and other socioeconomic factors significantly impact preferences of officials, pushing them away from such posts. As officers willing to serve in these posts are hard to find, this results in an over-reliance on visiting faculty. However, here too training institutes are constrained by lack of funds and are unable to provide consistent quality of training across all institutes.

Due to curtailment of travel allowances, it is especially ***difficult for training institutes in Quetta and Peshawar to tap into experts outside of these stations*** and hence are constrained to rely on the pool available within these cities. Thus, getting quality guest speakers is also a concern.

***Over-reliance on visiting faculty has some negative spill overs too.*** They prevent trainings from become participatory in the sense of allowing trainees to build long term associations. Visiting faculty is for a much shorter span than permanent faculty, often for a day or a single lecture. This provides limited opportunity to civil servants to engage in conversation and networking.

### **5.3 Gaps in the Curriculum**

Since the establishment of NSPP, training has become more rigorous with a renewed focus on developing a few key competencies required across all levels of civil service. Competencies/skills like evidence-based decision-making and problem-solving, leadership, team building and resource management, are now becoming common across management courses conducted by the NSPP and its constituent units. SMC and NMC are also focusing on instilling skills like policy formulation and strategizing policy implementation. At the same time training modules are also being constantly updated keeping in mind the complexities of modern-day challenges to service delivery.

However, there were several gaps highlighted during the TNA with regards to the curriculum and its revision. Key gaps are mentioned below.

1. The TNA finds that at the pre-service level there is a ***genuine need for trainees to improve their communication skills***, both written and oral.
2. The ***current training officers receive in ICT is also very basic***. While this helps trainees from various backgrounds to reach a basic standard required for their practical work, there is demand for more advanced learning.
3. While officers are expected to have learnt about ***requisite official decorum and etiquettes after completing the CTP, departments find this training to be inadequate***. Moreover, given that officers are posted in the field right after induction, it is also crucial to train them in stress and time management at this level. This would help officers deal with the challenges of practical work.
4. Curriculum at the in-service level also needs revision to ***improve focus on IT and analytical skills***, along with introducing modules on stress and time management. This would help officers deal with challenges that come with senior posts.
5. Emphasis on originality through ***penalizing plagiarism must be encouraged at all levels***.
6. The ***balance between lectures vis a vis discussion, case studies vis a vis research papers and class lectures vis a vis field visits also needs to be revisited***. There have been cuts in field visits which could be an important part of an officers learning experience especially in terms of providing exposure. NSPP's recent experience has shown case studies to be more useful than research papers, considered by trainees as more challenging and thought-provoking.
7. ***Field visits whether local or foreign must be planned appropriately*** to ensure maximum value for money for the trainees as these activities consume significant resources.
8. An ***expanding role of the private sector*** and the recent popularity of public limited companies to undertake service delivery, ***demand skills*** beyond those delivered in existing civil service trainings. Over the years, there has been a major change in the role of civil servants and expectations from the government. The government is moving away from regulation and control to a market that is freer and has a better enabling environment for engagement with the private sector. This engagement needs to be built in strongly within the curriculum and the training structure at large for a more effective civil service.

Overall, the government should aim to align its training program with both the needs of the civil service staff and to the broader governance context. This requires regular adjustment of curricula to keep the skills and knowledge of the civil service aligned with the direction taken by government as a whole, as well as to ensure officers are adaptable to address complex policy priorities and respond to increasing citizen expectations. This calls for both engagement with governmental institutions and a broader range of actors outside of government including the private sector.



## 5.4 Weak Engagement with the Private Sector

**Engagement with private sector remains limited** even though private sector expertise can complement the efforts of the training institutes and help them meet their objectives more effectively and efficiently.

Engagement with private sector is critical for several reasons.

- The private sector remains an important stakeholder in public service delivery, contract enforcement and policy implementation and hence it is necessary to expose trainees to the private sector's experience and skills.
- In an era of increasing reliance on corporate style management and public-private partnerships, developing affiliations/ collaborations with domestic and international institutes and training partners is important.

The government training institutions continue to face difficulties in accessing quality trainers. The current human resource pool at NSPP and NIMs has only a few full-time faculty members while visiting faculty members dominate the staff roster. Yet, **there is no active or regular collaboration of NSPP with any private or public training/educational institute**. Despite several MOUs with foreign public policy institutes, nothing concrete is operational. This must be rectified.

## 5.5 Course Review Process is not comprehensive

In-service trainings regularly obtain feedback from participants where the course review report (CRC) remains a prominent and consistent feature of all public sector trainings. However, it is unclear how effectively input from the CRC is used to provide feedback to modify courses, modules and improve the training facilities. **The structure of CRC needs to ensure that the evaluation is objective, and biases limited**. This process should be structured, streamlined and institutionalised to become more effective.

Currently, the current **course evaluation system faces a shortage of meaningful benchmarks** to assess the performance of the civil servant.

The CSA has systems in place to get course feedback but **officers often need to be incentivized to provide feedback**.

There is also a course review committee for every course tasked to analyse the course's strengths and weaknesses. However, **CSA has a little authority to influence the curriculum, in response to this feedback**. The curriculum is primarily designed by the Establishment Division.

## 6 Direction for Reform

The inadequacies of Pakistan's current civil service training architecture, and the issues identified by a range of stakeholders, are comparable to overarching problems faced in civil service capacity building in a lot of other country contexts as well. Nearly every country has a range of mechanisms designed to train and equip civil servants, yet several struggle to maintain and upgrade a high quality of human resource in public service. It is nonetheless instructive that lessons are drawn from contexts where training and learning and development interventions have adapted to contemporary challenges in public service and shown success.

While the discussion that ensues is not meant to provide an actionable and exhaustive list of recommendations or map the entire range of issues discussed earlier onto solutions, it does offer direction for overall policy reform based on findings from this TNA.

Some of the solutions that can be drawn from this exercise appear to be of a long-term nature and go to the heart of questions about the kinds of institutions necessary to support civil service development.

1. **Inculcating Specialisation:** At the core of it all is the issue of addressing and managing a diverse group of civil servants, with different aspirations, experiences and expectations. At some level this can be addressed by inculcating specialisation. This involves the balance between core and specialist training for entrant's vis a vis ongoing learning and development throughout careers, the latter requiring wider career incentives and changes to civil service or departmental cultures.
2. **Knowledge production:** However, there is also the issue of increasing opportunities for research and sharing knowledge within government. More widely, there are issues surrounding the best ways in which to bring in outside thinking from academia, business schools, the private sector or interest groups and the public more widely.
3. **Strengthening linkages with departments:** At the same time, it is also critical to understand and respond to the needs of the departments and strengthen linkages between those providing training and those making the ultimate use of this service
4. **Managing diversity:** while the issue of specialisation is referring to domain specific training, this point has got more to do with the different skill sets and capabilities within the service group and the need for the training system to bring everyone at par regardless of their background, qualifications and prior experience.
5. **Making training institutes autonomous:** Finally, a sustainable mode operation is one in which training providers have the authority and the financial autonomy to make key decisions to direct trainings.

Several of the inadequacies of Pakistan's current civil service training are comparable to those faced in a few other country contexts such as Singapore and United Kingdom. Such country case studies are well-researched and can be found online. Understanding global best practices and cross-

country learning can also be useful. However, context-relevant solutions can also arise from local examples, embedded in familiar political, social, economic frames of reference. (See annex for case study on Pakistan Army that has taken some of the best practices in the world and adapted them to local conditions).

Some of the ideas presented below focus on bridging these gaps. If we find a way to manage these, the training system can help meet the core objectives of a good civil service structure i.e. build capacity and sustain motivation.

## **6.1 Inculcating specialization**

### ***Use of electives to encourage adaptive learning***

As previously mentioned, trainings should prioritize adaptive flexibility in officials through its design in order to make trainings responsive to the requirements of the departments.

One way to address lack of adaptability is to allow for self-selection in courses, similar to what happens in universities where you have electives to choose from. Trainings across all three tiers (MCMC, SMC and NMC) can be designed to have two segments; one focuses on general issues/skills and is mandatory, while the other allows officials to select elective courses based on their needs. These electives can include service specific courses and more advanced public policy, governance, international relations, and political management modules. In this way the trainees would have the flexibility to select the courses and focus their training experience towards meeting their requirements and addressing their knowledge gaps.

In terms of designing electives, NSPP can take input from different line ministries and also vet course structures through specialized institutes and universities. For example, courses on audits, taxation etc. can be vetted through the Institute of Chartered Accountants of Pakistan (ICAP). Hence some of the electives can be outsourced and also lead to a professional qualification.

An example of such a need is when senior officers sit on boards of companies that have a government stake. Under SECP Corporate Governance Rules 2017, a person cannot simultaneously be on the board of more than five companies. However, in Punjab, the Finance Secretary sits on 60 Boards. Such a position requires specific functions and an understanding of the legal and procedural structures within companies. Potential engagement with the Pakistan Institute of Corporate Governance (PICG) to train officers on corporate governance can provide them to get an opportunity to get certified to become directors on boards with a better understanding of their roles and responsibilities.

### **Professional Accreditation in the UK Fast Stream**

In the UK Civil Service Fast Stream, inductees in different schemes have the opportunity to gain professional qualifications/accreditations to add to their skillset and professional development. For example, Fast Streamers in the Financial service are able to gain a professional accountancy qualification. Similarly, the Project Delivery Fast Stream also allows trainees to gain qualifications from the Association for Project Management (APM). As these civil servant's progress in their careers, these qualifications give them the insights and the tools necessary for effective policy making.

### ***Continuous Professional Development (CPD)***

Opportunities for CPD can also enable civil servants to acquire domain-specific knowledge and skills as and when needed. The importance of Continuous Professional Development (CPD) cannot be overstated, especially in fast-paced era of governance when challenges faced by and expectations from public officials are constantly evolving.

Findings from the TNA reveal an absence of any organized structure that offers opportunities for CPD. Career progression is completely delinked with performance assessment. While most respondents of the perception survey seemed content with duration of the courses, they expressed dissatisfaction with limited opportunities for professional development.

A well-structured CPD can ensure knowledge and capabilities of public officers are up to speed with the requirements of their jobs. At the same time, it can help officers stay interested and motivated in their assigned roles. CPD can help make officers become familiar with culture of the private sector and understand how it operates.

### ***Culminating training into a qualification***

Pakistan's National Defence University (NDU) has modified its final training segment into two portions in order to address the issue of specialisation and adaptability. The pool of trainees contains both civil servants and military officers. Initially, both groups are trained together. The military officers then undergo specialized training, following which both groups are combined again for a common study tour. After specialized training, military officers are offered a Master's degree in Strategic Studies. A similar approach can be adopted by NMC whereby trainings offered at the MCMC, SMC and NMC level are vetted through a university to ensure there is convergence towards a master level qualification.

Recently, NSPP has replaced independent research papers with case studies. Building on this approach, willing candidates can be provided additional learning hours so they can qualify to receive an MPhil in Public Administration or Public Policy. Linking this degree with additional

financial allowance can provide an incentive for officers to perform well and undertake trainings in areas of their interest and relevance.

As an interim step NSPP can offer accreditation, through international bodies for courses it offers. Eventually these could be counted towards a more formal qualification.

#### **Programme accreditation approaches**

Some main organisations involved in learning programme accreditation include EAPAA (The European Association for Public Administration Accreditation), NASPAA (the accreditation organization for PA programs in the USA) and CIAPA (the recently established accreditation organization for accreditation of public administration programs within the International Association of Schools and Institutes in Administration).

The process of accreditation is mostly standardized: the board of the accreditation organization in question makes a decision to accredit or not to accredit a program in public administration that has requested such accreditation. The request is based on a report from a site-visit team of international experts in public administration and peers that has examined the quality of the program during a short visit to the university and its judgment of a previously written self-evaluation provided by the institute requesting accreditation.

NASPAA's accreditation process, driven by public service values, is mission-and outcomes-based, and grounded in an in-depth self-evaluation of programs using the NASPAA Accreditation Standards. Programs seeking accreditation use the self-study process to support ongoing program improvement, strengthen their commitment to public service education, and showcase their accomplishments.

Accredited programs must contribute to the knowledge, research, and practice of public service, establish observable goals and outcomes, and use information about their performance to guide program improvement.

EAPAA is Europe's accreditation agency in public administration education as proofed by the European Quality Assurance Registry for Higher Education (EQAR). EAPAA has been reviewed and accepted by the International Network for Quality Assurance Agencies in Higher Education (INQAAHE), a world-wide association of over 200 organisations active in the theory and practice of quality assurance in higher education. It focuses on public administration, public policy and public management programmes.

CIPA (the International Commission on Accreditation of Public Administration Education and Training Programmes) has been appointed in August 2012. It is responsible for developing and initiating a process for the accreditation of public administration education and training programs, building on the joint United Nations/IASIA report on Standards of Excellence for Public Administration Education and Training.

Source: de Vries, M. (2014), *"International Accreditation of PA Programs: Narrations of an Evaluator, The NISPAcee Journal of Public Administration and Policy, Vol. VI, No. 2,*  
[www.degruyter.com/downloadpdf/i/nispa.2013.6.issue-2/nispa-2013-0008/nispa-2013-0008.xml](http://www.degruyter.com/downloadpdf/i/nispa.2013.6.issue-2/nispa-2013-0008/nispa-2013-0008.xml). From  
<https://www.oecd.org/gov/national-schools-of-government-building-civil-service-capacity.pdf>

## 6.2 Addressing Knowledge Gaps

Moving forward, it is important that training institutes are given the autonomy and fiscal resources required to bridge knowledge and expertise gaps that exist within their domains. During the course of several interviews, training institute leaders highlighted that continuous conversations with relevant professional and academic bodies would allow for greater visibility of trends and approaches. This is particularly true for STIs, where best practices and standards often change in light of new evidence.

One possible approach that has been explored by some bodies, and can be explored further, is *outsourcing sections of training to expertise that is already available in the country*. The police's National Police Academy (NPA), for example, has frequently outsourced gender-sensitivity training of police officers to NGOs working in this domain, often with very positive results. Organizations with greater autonomy, such as the NPA, are better equipped to undertake such initiatives, and moving forward, it may be better to provide other institutes with similar resources.

Linked to the previous point is also the *need to engage more proactively with the private sector/local organisations to help fill in the knowledge gaps*. Despite several constraints, many training institutions carry out their work admirably and some of those with dynamic leaderships have cultivated partnerships with academia and professional bodies for the purpose of bringing in more cutting-edge expertise and fresh material to their curricula. The NSPP's relationship with the Centre for Economic Research in Pakistan (CERP) to introduce training in evidence-based policy design is a standout example.

### International Best Practice

The Singapore Civil Service College maintains strong linkages with local organizations – client organizations, academic institutions and other stakeholders – as well as regional and international institutions to share and get new findings of research and other innovations. The College also collaborates with various international agencies and organizations for the exchange of experiences in leadership, policy development and public administration. The list for local and international linkages of Singapore's Civil Service College is shown in the table below.

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1. All ministries and statutory boards
  2. ASEAN Conference on Civil Service Matters (ACCSM)
  3. Canadian Centre for Management Development (CCMD)
  4. China Association for International Exchange of Personnel (CAIEP)
  5. Civil Service College, UK
  6. Commonwealth Secretariat
  7. Institute of Southeast Asian Studies
  8. Japan Council of Local Authorities for International Relations (CLAIR)
  9. Nanyang Technological University
  10. National University of Singapore Ngee Ann Polytechnic
  11. Public Service Division
  12. The Australian National University
  13. The Institute of Policy Studies
  14. World Bank Institute
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*Source: Managing civil service training institutions: What lessons can countries learn from Singapore?*

This table above can be used as indicative list to explore potential collaborations for NSPP and other STIs. Both NSPP and NIMs must establish regular collaborations with local and foreign institutes. This would help improve the training quality and expose the officers to update the training material.<sup>6</sup> Each training institute considering its own area of expertise in civil services can help identify a few relevant centres of excellence for partnerships.

Other avenues that can be explored include collaboration with institutions to for internships or study tours that provide more applied knowledge in relevant areas.

### **6.3 Strengthening linkages with Departments**

Civil service training has to ensure that the officers receive training that is not only relevant to their position, but, also, to the context in which they will be fulfilling their duties i.e. responsive to the needs of the departments and ministries utilizing their services.

#### **Understanding the expectation of the Establishment Division**

Establishment Division is the agency of the Government of Pakistan responsible for recruitment to the Central Superior Services (CSS) examination, held annually through the Federal Public Service Commission (FPSC). The Establishment Division's role - as an Apex organisation for all training

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<sup>6</sup> reference: <https://www.researchgate.net/publication/249921609>

institution - and its expectation from the civil service training regime needs to be understood and properly conveyed to relevant stakeholders on how it plans to integrate training outcomes into human resource management.

A stronger link needs to be established between the role of the recruitment, career planning, promotion policies with policies of training and development. Promotions should be linked to training outcomes. As there is a lack of any proper career planning by the Establishment Division responsible for postings/transfers it creates unpredictability, lack of transparency and a lack of enthusiasm for training opportunities.

Unless this is done at the topmost level, through a national training policy, the training policy will remain divorced from departmental level needs and requirements.

### **Strengthen Feedback Mechanisms**

Evaluation feedback on civil servant's impression of training can drive continuous improvement. Such feedback can also be used to ensure that training is effectively equipping staff with the right skills and knowledge needed to fulfil their duties. This can further ensure that investments in training are meeting actual needs and aligned with government's objectives.

The NSPP can setup training objectives that are easily quantifiable and such objectives can be regularly revised based on feedback of stakeholders. These stakeholders should include not only past trainees but also controlling ministries and departments whose officers are being trained and who will eventually use their services.

### **UK – Evaluation and Validation of Training Courses<sup>7</sup>**

The objective of evaluations and appraisals is to identify whether or not learning has the intended effect. Pakistan can learn from the example of the UK that has adopted a range of methods to assist with evaluation and validation of training courses. These are based largely on the Kirkpatrick model, blended with some of the models of Hamblin, Rae and Kearns. The objective of learnings is to improve the effectiveness of individuals and ultimately change the way organizations operate.

In the UK, the methods employed include jointly setting up individual and organizational goals for trainings (element of Kearn's base line). Once the training commences, informal and formal feedback is obtained on each component and module (Kirkpatrick's reaction level). Accordingly, this feedback is used to draw an action plan (Kirkpatrick's learning level). The final stage is about re-assessing the impact of the programme. This is done at a reunion six months after completion of the programme (Kirkpatrick's behaviour level).

<sup>7</sup> Horton, S. (2007). Evaluation of leadership development and training in the British Senior Civil Service: the search for the Holy Grail. Leading the Future of the Public Sector: The Third Transatlantic Dialogue University of Delaware, Newark, Delaware, USA, 16.



The feedback provided by participants becomes an important part of the information considered by the programme director in making decisions about the continuing evolution of Top Management Programme (TMP). The feedback is, however, only part of the puzzle. Other major influences include changes and initiatives within the external environment in which the public sector operates. For example, there is now a much stronger emphasis than in the past on delivery of services from the citizen's perspective. This has involved, among other things, including live case study group work in the health, law and order and community development sectors.

Singapore's Civil Service College has also strengthened its connections with client organizations, which in turn facilitates many important activities involving training, such as training needs assessments, selection of trainees, evaluation and research to increase relevance and innovative capacity. The Singapore experience also suggests that evaluation of training effectiveness in terms of its usefulness to performance in work conditions will not be possible, unless training objectives are clearly defined and are measurable in quantitative and qualitative means<sup>8</sup>.

NSPP and NIMs can thus adopt a multi-level evaluation process that includes obtaining periodic evaluations from a) the Establishment Division b) the trainees c) the client organizations/ministries/departments where the trainees work. An online feedback mechanism can be developed which is accessible by departments where they can provide input on specific issues to be covered by the trainings.

#### **Departments can design additional courses**

Some departments are designing trainings to cater to their own specific needs. For example, the Inland Revenue Service Training Institute offers a large number of specific trainings linked to procedural and legal issues. A large number of officers were also trained on the Amnesty Scheme recently implemented by the government. Similarly, the Postal and Railway training institutes also offer specific trainings to respond to demands raised by parent departments.

#### **Adopting Funding models to alter department's engagement**

Even though the state funds training in all countries, there are two basic models by which it does so: supplier-funded and buyer-funded models.

In the supplier-funded model, the training institute/contractor is funded directly by the government. While this model has the advantage of simplicity since it is easier to budget, it creates the impression that it is free to the end-user, i.e. the civil servant. This creates the problem of low

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<sup>8</sup> Tessema, M. T., Soeters, J. L., De Groot, G., & Tesfaselassie, M. F. (2007). Managing civil service training institutions: what lessons can countries learn from Singapore? *International Journal of Human Resources Development and Management*, 7(3-4), 300-318.

attendance at training programs since there is no money going out of the department's pocket. Moreover, the training institute/contractor would also be free to design programs based on its own capacity, rather than real training needs.

In the buyer-funded model, the administrative unit, e.g. a department, allocates funds for training in its budget. As a result, training is generally more bespoke to actual needs. However, this model runs into the problem of fungibility since funds earmarked for training can be used for other needs.

The experience of the Eastern Bloc countries shows that a mixed funding system reaps the greatest benefits. In this model, the state funds the basic overheads of the training institute/contractor but the bulk of the income comes from the actual administrative unit. This encourages the trainer (supplier) to be proactive with respect to developing future training programs, while simultaneously being sensitive to trainee (buyer) needs.

## **6.4 Managing Diversity**

### ***Identifying and addressing individual weaknesses***

Evidence supports the notion that diversity stemming from differences in background, experience, qualification can bring different insights and while creating challenges can also encourage change and innovation<sup>9</sup>. This in turn can produce more accountable and trusted public services and better decisions that are more attuned to the needs and interests of all the citizens. *"For the benefits of diversity to be felt, we must create an environment where differences of thought and outlook are not only respected but expected"*<sup>10</sup>.

Hence, diversity amongst ranks of civil servants can be beneficial for the overall functioning of the civil services. Combining officers from different services and provinces for training can also promote networking opportunities useful for both professional and individual growth of officers.

However, for this to be the case the course content has to appeal to all service groups. The "one size fits all" notion of managing diversity is now obsolete.

Almost all countries where bureaucracies are structured on the colonial British model face the issue of generalists versus specialists and their varied treatment in civil service. Even the Indian bureaucracy has had extensive debates on this topic.

Keeping in mind the multi-dimensional nature of this issue of diversity and the need to specialise, several interventions can be explored.

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9 A Brilliant Civil Service: becoming the UK's most inclusive employer. The Civil Service Diversity and Inclusion Strategy

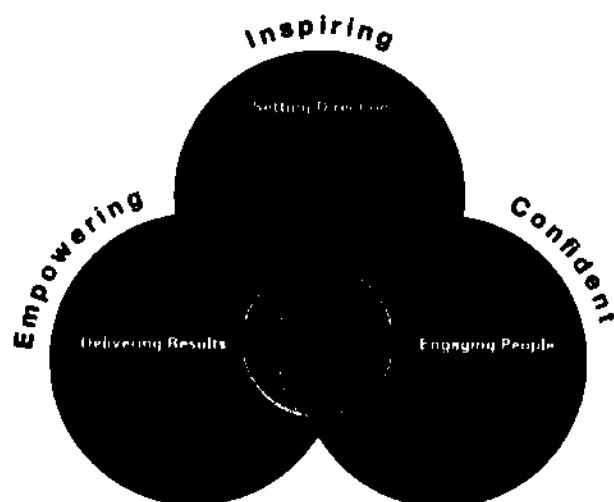
10 A Brilliant Civil Service: becoming the UK's most inclusive employer. The Civil Service Diversity and Inclusion Strategy

First is that assessment of pre-service training can be done through a standardized test, passing which should be a mandatory requirement to make it to the next level. Such a test can be conducted by an external agency such as National Testing Services (NTS). This falls outside the scope/mandate of the training institutes but is separately being explored the by government as part of overall civil service reform efforts.

Another option is in-service training can be preceded by a diagnostic test to identify individual weaknesses. Subsequently remedial courses can be offered to those deficient in essential/core skills (deemed essential to successfully perform certain roles) to ensure that officers with diverse educational backgrounds, professional experience and service types are brought at par when they reach the level of in-service training<sup>11</sup>.

For example, the UK Civil Competency Framework found in Figure 2.1 includes ten competencies arranged in three clusters: setting direction, engaging people and delivering results (Civil Service Human Resources, 2015).

#### UK Civil Service Competency Framework 2012-17



Source: Civil Service Human Resources (2015), "Civil Service Competency Framework 2012-2017", London, UK

To deal with generalist versus specialist issue, the MCMC level training can also have more specialised content whereas SMC and NMC trainings can be oriented more towards leadership and policy related skills.

11 Civil Service Reform in Pakistan, Dr. Ishrat Hussain.

[https://ishrathusain.iba.edu.pk/speeches/New/Civil\\_Service\\_Reform\\_Jul18\\_2011.docx](https://ishrathusain.iba.edu.pk/speeches/New/Civil_Service_Reform_Jul18_2011.docx)

A Brilliant Civil Service: becoming the UK's most inclusive employer. The Civil Service Diversity and Inclusion Strategy  
Ospina, S. (2001). Managing Diversity in Civil Service: A Conceptual Framework for Public Organizations. UNDESA-IIAS.

A key takeaway from the case of UK is also that it has very effectively identified the core competencies through its **Capabilities Plan** relevant to public service delivery, which has helped in setting a clear pathway for the training system of civil servants with diverse backgrounds.

#### **United Kingdom's Capabilities Plan**

A **capabilities plan** for the development of civil services was published in 2013, proposing ways to address skills deficiencies in four key areas essential to delivering better public services. These key areas include ensuring teams are equipped to lead and manage changes as well as to embrace new ways of working; improved understanding of and engagement with the private sector; delivering successful projects and programs; and redesigning services and mainstreaming innovation.

In order to achieve the above-mentioned goals, the civil service in the UK has undertaken a series of centrally administered trainings and workshops, through the Civil Service Learning (CSL). Moreover, some decentralized and more customized, department level courses relevant to particular occupational streams have also been introduced.

In order to meet this goal, it has taken a corporate and a unified approach across all government levels and made efforts to break out of departmental silos. This has been done through making leaders at every level of the civil service responsible for delivering the capabilities plan for development of civil services.

A systematic implementation of the capabilities plan for the development of civil services is in place, where the Head of the Civil Services leads implementation. He/ she is assisted by the head of the civil service human resources, with a team committed to focus on building capacity and tracking progress across the civil services. Each year the plan is revisited and revised based on how it is delivered.

#### **Fast streaming civil service**

An important aspect of revamping the training structure is the way assessments are structured. Currently assessments are based on a common baseline and scale, with an assumption that all trainees are at par. It would be less challenging to alter the design of the assessments rather than of the entire training system.

At the time of induction, assessments can be linked with *categorized* pass outs stating the level and area of expertise attained by the officers. This can in fact serve as a stronger yardstick to determine postings following training and can also lead to fast-track promotions. It would also create incentives, lacking in the current system, for good performing or motivated officers to enrol in more challenging courses to fast-track their careers. Such a system has been used successfully in United Kingdom which has a fast track option for both fresh entrants and in-service public officials to ensure that steady stream of well-qualified and trained officers is available for key line departments.

### UK Civil Service's Fast Stream<sup>12</sup>

The Civil Service Fast Stream is an accelerated leadership development program that provides talented graduates from a range of backgrounds with the experience, skills and knowledge needed to become senior leaders within the Civil Service. Most applicants apply for the Fast Stream directly out of university. This gives the Civil Service access to some of the best talent within the UK. By offering competitive wages, the Fast Stream is able to stay abreast with most private sector graduate schemes.

The Fast Stream offers a choice of 15 schemes, each within a different profession and with a different career path. Applicants can select up to four schemes, in preference order. Successful applicants then follow a personal development plan which is tailored to the strengths and qualifications of each applicant. Most schemes within the Fast Stream last for 2-4 years, and some also offer the chance to gain professional qualifications/accreditations.

Since 2013, the Civil Service has been using a Competency Framework to identify the skills, knowledge, and behaviour that lead to successful performance. This approach has ensured all job applicants are assessed against the same criteria. Recently, a system of Success Profiles<sup>13</sup> has been developed which draws on a much wider range of elements such as strengths, ability, experience, technical skills, as well as Civil Service Behaviours. This approach builds on an individual's natural strengths and talents, giving job applicants greater opportunity to demonstrate their suitability for a specific role. It also enables recruiting managers to tailor criteria and selection methods to vacancies, maximising their ability to match the best candidate to each role.

## 6.5 Making Training Institutes Autonomous

All key training institutes such as the NSPP, CSA and STIs must be provided adequate financial autonomy along with the authority to make independent management decisions. Ideally, training institutes must move towards a *sustainable* mode of operation whereby it limits its dependence on government funds as real autonomy comes only with financial autonomy.

Training institutes can explore various options for raising revenues and reducing reliance on the government. An obvious route is to deepen engagement with the private sector.

### The Australia and New Zealand School of Government (ANZSOG)<sup>14</sup>

An example of successful public private partnership in the case of civil service training is ANZSOG, which works in collaboration with its government and academia partners. This partnership is evident in the manner in which the school is designed. ANZSOG's primary objective is to train public sector officials to create "public

<sup>12</sup> <https://www.faststream.gov.uk/>

<sup>13</sup> <https://quarterly.blog.gov.uk/2018/07/03/a-new-approach-to-recruitment-and-promotion-in-the-civil-service/>

<sup>14</sup> [https://soc.kuleuven.be/io/pubpdf/rapport\\_OpdebeeckLiesbeth\\_polltt\\_2010\\_Training\\_top\\_civil%20servant.pdf](https://soc.kuleuven.be/io/pubpdf/rapport_OpdebeeckLiesbeth_polltt_2010_Training_top_civil%20servant.pdf)

value". To do this it provides tailored education programs, promotes innovation, and conducts research on issues important to public sector performance. The various partner governments play their role by funding and designing the programs offered at ANZSOG and selecting the most talented civil servants for the courses. By doing this they invest in the quality of the public sector. Member universities contribute by providing ANZSOG with facilities and their best staff members.

A second way is to generate income in lean periods by offering consulting services. Most training institutes have well-established infrastructure and access to allied resources that are only put to use when courses are being offered. Such resources can be used to generate funds by catering to the training needs of private market. Moreover, the training institutes enjoy strategic influence in the public sector of Pakistan, and they can leverage this to earn from overheads charged to consultancies.

#### **Civil Service College – Singapore**

The operational code of the civil service training college in Singapore provides important insights that has important lessons for Pakistan. The funds for the Civil Service College come from three major sources:

1. budgetary allocation by the government
2. funding by sponsoring organizations
3. and fees from participants' employers<sup>15</sup>.

In addition, the college also generates its own revenue<sup>16</sup> through provision of consultancy services and of training to those outside of the civil services.

Administratively and despite provision of funds by the government, the College is an autonomous agency that is government-sponsored but not managed by the government. Thus, it has the required autonomy to carry out evolutionary and flexible programs critical to the changing needs of the training environment. Since 1 October 2001, the College has been generating its own funds through provision of training and consulting while operating as a self-financing statutory board.

Training institutes also need clear segregation of training budgets vis a vis administrative/ salary budget available to the institute. Subsequently, it should be ensured that as part of any austerity measures or cost-cutting drives, training budget should not be protected.

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15 Kubr and Prokopenko, 1991; Thomas and Theresa, 1995

16 CSC, 2003

# Annexure 1: Literature Review

## Local Literature

One of the most prominent works on reforming the structure of civil service in Pakistan is a study authored by Dr. Ishrat Hussain, for the National Commission for Government Reforms (NCGR). While the report covers the entire domain of civil service in Pakistan and speaks about reforming overall civil service, it particularly addresses the need to reform and improve the training system<sup>17</sup> to make it more responsive to government needs.

**Improving quality of training:** According to the study, the technical expertise of civil servants needs improvement. Hence, the guiding principal for training institutions has to be quality of training imparted to civil servants in order to lead to improvements in their knowledge and performance. One way is to attract high caliber staff/faculty at training institutes by providing the right incentives<sup>18</sup>. The report by International Crisis Group also highlights this concern. Instructors do not view these faculty positions as desirable. The reports suggest this can be achieved by extending the model operational at NSPP - in terms of salaries and perks offered - to other training institutes. Extra points may be given to officers that join as a faculty hence, linking this to their promotion<sup>19</sup>.

**Expanding scope of training:** The NCGR report also emphasizes on providing trainings to ex-cadre officers who – in their entire career - do not receive any “systematic training” to help them develop new skills and acquire knowledge of modern techniques. Just like management training, professional training can also be linked to promotion to the next grade and made mandatory at both the federal and provincial levels. Moreover, their technical skills also need to be continuously upgraded<sup>20</sup>. The report by International Crisis Group reiterates this point and the need for formal training of ex-cadre officials. The report further suggests expansion of foreign study programs for grade 17 officers in pursuit of a post-graduate degree aimed at supplementing their existing training with cross-country learning<sup>21</sup>.

**Improving governance of the training system:** The NCGR study also recommends ensuring all training institutes remain autonomous and responsible for maintaining the standard of service delivery and capacity to deliver. The training institutes should also have the autonomy to design courses, spend their allocated budget, and manage general operations. The concerned Minister or Secretary may chair the Board to maintain links with the department or ministry concerned. The institute should be encouraged to conduct research geared towards policy formulation at the

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17Hussain, I. (2008). Report Of The National Commission For Government Reforms On Reforming The Government In Pakistan. Government of Pakistan.

18 Ibid

19International Crisis Group.(2010). Reforming Pakistan's Civil Service.

20 Hussain, I. (2008). Report Of The National Commission For Government Reforms On Reforming The Government In Pakistan. Government of Pakistan.

21 International Crisis Group.(2010). Reforming Pakistan's Civil Service.

relevant ministry<sup>22</sup>. To improve the governance structure to make training institutes more effective, the NCGR report presents two options.

- The first option states that "a centralized Training Division under the Cabinet Secretariat in the Federal Government and S&GAD under the Provincial Government" should be set up, responsible for placing participants in different training courses according to a detailed TNA. This division would monitor and maintain a record of trainings received by each officer, design courses and hold workshops, and coordinate all training institutions for best use of infrastructure and resources. This option will lead to a more unified training system but may result in more inefficiency as managing a large force can be challenging.
- The second option is to have "a decentralized training system in which each Division in the Federal Government or each Department in the Provincial Government is responsible for the training of officers under its control." The same duties as under the first option would need to be performed, but a new Training Wing will have to be established in each Division or Department. This option will be more efficient but there may be overlap in responsibilities<sup>23</sup>.

**Need for cohesion:** A report by GIZ also identifies weaknesses in civil service trainings. One key gap is the lack of a coherent national policy for training. Every institution has its own approach to developing curriculum and teaching methodology. Top-level policymakers or relevant ministries are not identifying priority areas for integration at each level of training. Moreover, the trainings do not respond to the needs of the relevant departments. No benchmark has been established for evaluation of trainings. The report proposes that by identifying "what ought to be" and "what is", it will become easier to establish how trainings can improve performance of civil servants<sup>24</sup>.

**Improving evaluation:** Training institutes do not identify strengths and weaknesses of its trainees to help them in their careers. Only NSPP has a basic system of evaluation. Training is also not linked to promotion or future appointments to encourage a more serious interest in the training program. GIZ report states that that current method of training does not equip the civil servants to deal crisis situations, examine situations analytically or learn problem solving. Even the curriculum development does not have a systematic approach to ensure it is teaching relevant, up to date

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22 Hussain, I. (2008). Report Of The National Commission For Government Reforms On Reforming The Government In Pakistan. Government of Pakistan.

23 Ibid

24 Imtiaz, S. A. (2013). A Study on the Civil Service Structure, Civil Servants Training and an Overview of National Commission of Government Reforms in Pakistan. GIZ.



courses to trainees. Only NSPP has adopted this approach. Other institutes may learn from its example<sup>25</sup>.

**Filling the skill gap:** The literature also looks at specific service groups. A Skills Need Assessment Report that focuses on PAS officers identifies the need to focus on particular skills for training officers not just relevant to PAS officers but officers in other service groups too. These skills include financial management, conceptual clarity in key laws, change management, negotiation skills, media management, data analysis and project management. To ensure these skills are taught in the correct manner, practical training is required and can include mock exercises for tasks required later in their jobs, foreign tours for global exposure, simulation exercises to give young officers exposure to decision-making, case studies and role playing<sup>26</sup>.

**Measures undertaken by departments:** USAID has also carried out a TNA exercise in collaboration with FBR and customs department on compliance and risk management. While the analysis was specific, the findings are applicable to other groups. The report emphasizes on training for producing risk management plans and to ensure compliance management for officers of grade 17 and above. Other departments can also identify particular areas that can be introduced as modules in the training curriculum. The need for recruitment of additional staff for FBR was also identified. Such capacity issues should also be addressed in other departments. The FBR may also consider establishing a Tripartite Capacity Building Agreement with a geographically close country that has a more advanced compliance risk management program. Similar collaborations can also be sought for other departments<sup>27</sup>.

The literature also identifies certain measures already undertaken by some training institutes that can be replicated. The CSA has introduced changes in their 44<sup>th</sup> and 45<sup>th</sup> CTP curriculum to strengthen training such as focusing more on public speaking, IT skills including e-governance systems, and using research evidence for decision-making. It has also placed emphasis on use of case studies to teach various modules. CSA's internal assessment suggests getting input from third parties such as academic institutes to regularly update their curriculums<sup>28</sup>.

Pakistan Audit and Accounts Academy (PA&AA) has also worked on improving its specialized training program. It initiated the Human Resource Strategy 2016. A committee was formed by the Department of Auditor General of Pakistan (DGAP) to reframe the STP syllabus in light of changing financial models and shared results with FPSC. Based on the strategy, the current department plan has provisions for partnerships with SAIs around the world to facilitate foreign assignments and attachments. DGAP has also signed an MOU with the Institute of Chartered Accountant of Pakistan

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<sup>25</sup> Ibid

<sup>26</sup> Academy, C. S. (2017). Skills Needs Assessment of PAS Officers: Report Of A Focus Group Discussion.

<sup>27</sup> USAID Trade Project. (2014). Training Needs Analysis Report: Compliance Risk Management Pakistan Customs.

<sup>28</sup> Civil Service Academy. (2017). Review of Civil Service Training and Structure: Brief on CTP.

(ICAP) to establish an exchange program facility. Internal assessments and a comprehensive strategy can help departments make relevant changes<sup>29</sup>.

### **The Pakistan Army Model for Trainings**

The Pakistan Army has an extensive training program that has evolved with time according to the demands of modern warfare. According to their philosophy, training is a continuous process that is closely knit with the career progression of army officers. The training process starts from the first day, when an officer is inducted in the Pakistan Military Academy (PMA). This two-year program provides academic and military courses that aim to inculcate a variety of academic and practical skills, critical for informed decision making. The methodology of teaching is not limited to lectures. The faculty uses tools like model discussions, case studies, group discussions and tactical exercises to ensure a well-rounded learning experience. <sup>30</sup>At the end of two years firstly, a degree is awarded equivalent to a BSc. Secondly, and most importantly, a ranking is formed based on the performance of cadets. This ranking determines their career progression and seniority in subsequent years. **This link between training and opportunities for promotion is one of the key components that make the army model of training so successful.** This link remains through out an army officer's career. Once, the basic training at PMA is finished, all cadets go to their assigned units where they receive special to arms training. Each arm has its own training school, which provides specialized training. Following are the various training schools<sup>31</sup>:

- School of Armor and Mechanized Warfare
- School of Artillery
- School of Army Air Defence
- Military College of engineering
- Military College of signals
- School of infantry and tactics
- Army aviation college
- Army service corps school
- Army medical college
- Ordinance college
- College of electrical and mechanical engineering

These trainings continue while an officer gets promoted from lieutenant to captain and from captain to major. A special branch on career management at GHQ determines the courses required by various batches, their frequency and allocates officers to these courses. These courses are technical and give practical lessons to help officers in their day-to-day work as well as prepare them for any crisis. The performance in these trainings also determines an officer's annual report, which

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<sup>29</sup>Department of the Auditor General of Pakistan (2016). Human Resource Strategy 2016.

<sup>30</sup> (Pakistan Army, n.d.) <https://www.pakistanarmy.gov.pk/AWPReview/TextContent48b6.html?pld=267&rnd=469>

<sup>31</sup> (Pakistan Army, n.d.) <https://www.pakistanarmy.gov.pk/AWPReview/TextContent8213.html?pld=109&rnd=470>

is instrumental in determining his promotion. This is another key point, which makes the training model so successful. **Specialized training plays an integral role in future performances as well as in clearing the promotion board for the initial ranks.**

One of the most important training programs in an army officer's career is the Staff College, which officers have to take for promotion from Major to subsequent ranks. This is a highly intensive and challenging program, which lasts one year. Entry into the Staff College requires clearing a competitive entrance exam for which an officer can try for only four times. This training provides tactical training and leadership skills needed for senior ranks. It is conducted through various methods such as group discussion, research papers, critique of plans and self-study. It is geared to train officers to help them command larger numbers. **The course uses a syndicate method for teaching.** In this method, for each term students are assigned Directing Staff, an officer of the rank of Lieutenant Colonel, who guides them during the term. Hence, each student gets guidance from four different Directing Staff, so as to benefit from a variety of experience and to ensure fair evaluation<sup>32</sup>.

The performance under this program dictates future appointments and positions. Those who excel in the course are selected for instructor positions at the Staff College. **The prestige associated with an instructor position, is another key lesson, which can be learned from the army.** All instructors at the Staff College are internally placed and are considered to be the best in their batch. This not only ensures that only the most highly qualified officers are teaching incoming batches, but also acts as a motivating factor to perform well in the course.

**Another way the army encourages continuously high performance is through the use of an Officer Efficiency Index (OEI).** This index comprises of points, which are based on performance evaluations for various courses, excellence in sports, and results of annual reports. The index is used for promotion to senior ranks as well as for any foreign appointments or eligibility for foreign courses.

Another major training program for reaching the senior most rank of general is the War Course at the National Defence University. However, not everyone can take the course. Officers are selected based on their OEIs since there are restricted seats. This training is aimed to help officers prepare for the responsibilities of the senior most ranks, which includes strategic and policy planning. This training is the only program, which has an external faculty in addition to senior army officers. Hence, the course involves individual and group research-oriented work in which trainees can interact with visiting faculty members who are government officials or scholars. **At the end of the program, graduates receive a degree in MSc War studies awarded by Quaid-e-Azam University. This degree provides an additional motivation to take this course and perform well in it**<sup>33</sup>. The completion of the course adds points to the OEI, which helps the promotion board to determine which officer will be promoted to the rank of general.

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32 (Pakistan Army, n.d.) <https://www.pakistanarmy.gov.pk/AWPReview/TextContent8df9.html?pld=291&rnd=495>

33 (Pakistan Army, n.d.) <https://www.pakistanarmy.gov.pk/AWPReview/TextContent4882.html?pld=292&rnd=496>

**A critical point to note in the entire training process of the Pakistan Army is that the curriculum is always evolving.** A branch in GHQ, Inspector General Training and Evaluation (IGTE), monitors the syllabus and methodology for all institutions. The syllabus changes according to innovation in technology, new techniques used by other countries, as well as changing situations that demand new skills. The aim is to stay up to date on all current developments and to equip officers to respond to them accordingly.

Source: KII with a senior army official

## **International Best Practices**

### **1. United Kingdom: National School of Government**

The National School of Government (NSG) of UK is one of the most prominent training and development institutes (TDI) across the world. It began as a division within the Treasury in the 1960s, grew into the Civil Service College in 1968, later developed as an autonomous agency and then became part of the Cabinet Office. It ultimately became the NSG in 2005. However, in 2007 it was detached from the Cabinet Office and is currently a non-ministerial department.

NSG is closely linked with the government, acting as its learning and development organization. It has exceptional understanding of the public sector and is viewed as a mechanism for change within the public sector. NSG aims to improve performance of individuals, teams and organizations by offering a range of high-quality learning prospects.<sup>34</sup>

In addition, NSG offers over 300 open learning programs that include short term as well as long term courses. The purpose of these courses is to enhance the required skills and knowledge of civil servants. Further, NSG also provides a variety of e-learning programs. Availability of online learning tools allows participants to develop their skill set and knowledge through NSG's virtual school.<sup>35</sup>

### **Capabilities Plan<sup>36</sup>**

*What is the capabilities plan and motivation behind it?*

The UK has not always kept its civil officers up to date with the skills required to enable them to work in the most efficient and effective way. Instead, the officers themselves have informed authorities about the skills they need to be able to deliver public services in a superior way. For this purpose, a capabilities plan for the development of civil services was published in 2013, proposing ways to address skills deficiencies in four key areas essential to delivering better public services. These key areas include ensuring teams are equipped to lead and manage changes as well as to

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<sup>34</sup> National School of Government, 2009: 4:7

<sup>35</sup> [https://soc.kuleuven.be/io/pubpdf/rapport\\_OpdebeeckLiesbeth\\_pollitt\\_2010\\_Training\\_top\\_civil%20servant.pdf](https://soc.kuleuven.be/io/pubpdf/rapport_OpdebeeckLiesbeth_pollitt_2010_Training_top_civil%20servant.pdf)

<sup>36</sup> UK Civil Service Capabilities Plan 2013 < <https://www.gov.uk/government/publications/civil-service-capabilities-plan> >

embrace new ways of working; improved understanding of and engagement with the private sector; delivering successful projects and programs; and redesigning services and mainstreaming innovation. In order to achieve the above-mentioned goals, the civil service in the UK has undertaken a series of centrally administered trainings and workshops, through the Civil Service Learning (CSL). Moreover, some decentralized and more customized, department level courses relevant to particular occupational streams have also been introduced.

It is important for UK to have its civil services become more skilled and integrated and less bureaucratic. In order to meet this goal, it has taken a corporate and a unified approach across all government levels and made efforts to break out of departmental silos. This has been done through making leaders at every level of the civil service responsible for delivering the capabilities plan for development of civil services. The plan includes substantial investments in top talent through learning and development programs. This includes learning with private and third sector colleagues. It has been ensured that staff has the skills to lead significant programs of change.

With regards to what the departments need to do, the capability plan has given responsibility to Permanent Secretaries to ensure their departments are implementing the new management processes. Permanent secretaries are in charge to provide support and leadership to their managers and other individuals in service to guarantee that use of processes stimulate change in management methods and help people strengthen their performance and progress in their careers.

UK aims to create a refined culture in the civil service, which it intends to attain by introducing new ways of working, value-adding ways of managing people as well as by valuing good performance in a rightful manner. To meet this ambition, the civil service of the UK is responsible for facilitating and providing its staff with the required opportunities to improve individuals' competencies. For instance, in 2011-2012, an estimate of £425 per civil servant was spent in formal learning and growth prospects to aid them in performing better in their work. It is greatly emphasized in the capabilities plan that everyone needs to play a bigger role in his or her own development.

#### ***Implementation on paper***

A systematic implementation of the capabilities plan for the development of civil services is in place, where the Head of the Civil Services leads implementation. He/ she is assisted by the head of the civil service human resources, with a team committed to focus on building capacity and tracking progress across the civil services. Each year the plan is revisited and revised based on how it is delivered.

#### ***Ways of measuring progress***

A multi-tiered strategy has been devised by the UK to measure progress or success of the above explained capabilities plan. First, the People Survey will measure staff engagement as well as indicators such as skills, learning and development, and leadership and management of change. Second, Management Information will reflect the efficiency achieved through the capabilities plan. Third, qualitative and quantitative data about learning and development will inform about the

number of people who have completed training and also give evaluation data on quality of these trainings. Fourth, information from the human resources function including evidence on workforce planning and recruitment/ retention. Lastly, information gathered by the professions that will indicate levels of professional skills, for instance the number of people with a certain qualification.

One key takeaway from the case of UK is that it has very effectively identified the core competencies relevant to public service delivery, which has helped in setting a clear pathway for the training system of civil servants. Concurrently, the particular needs for specialized strands within the civil service also have to be met and cannot be overlooked amidst training of core groups. In addition, it would be beneficial for Pakistan to encourage engagement of civil servants with the private and third sector for enhanced learning and development.

## **2. New Zealand<sup>37</sup>**

The Australia and New Zealand School of Government (ANZSOG) is somewhat a new institution in comparison to the UK's. It was founded in 2002 as a not-for-profit institute, formed by a group of numerous Australian and New Zealand governments, universities and business schools. All these partners were aware of the need to improve the competence of the public sector in the area of policy and management. There was a need for a body that could teach public sector managers a way to create public value. To achieve this goal, ANZSOG was established as a center that would facilitate learning to upcoming leaders of the public sector.

ANZSOG works in collaboration with its government and academia counterparts and this partnership is evident in the manner in which the school is designed. The governments play their role by funding and designing the programs offered at ANZSOG, and selecting the talented civil servants for the courses. It is an effective way to invest in the quality of the public sector. On the other hand, member universities contribute by providing ANZSOG with their best staff members. Furthermore, ANZSOG also supports research in public sector administration as well as offers a variety of training programs and executive workshops. The design of these programs and workshops is to widen the knowledge, skills and understanding of the civil servants for a better performing public sector.

There also exists a Leadership Development Center (LDC) in New Zealand, which is largely funded by the government and was established in 2006. LDC was largely seen as an implementing body of the public service Senior Leadership and Management Development Strategy. The objective of the Strategy was to look into the weaknesses embedded in the public sector leadership development arrangements. In order to overcome the shortcomings of the public sector leaderships, the LDC offers advice and training programs customized to the specific needs of senior managers.

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<sup>37</sup> [https://soc.kuleuven.be/io/pubpdf/rapport\\_OpdebeeckLiesbeth\\_pollitt\\_2010\\_Training\\_top\\_civil%20servant.pdf](https://soc.kuleuven.be/io/pubpdf/rapport_OpdebeeckLiesbeth_pollitt_2010_Training_top_civil%20servant.pdf)

The key takeaway from the case of New Zealand for efficient, effective and quality delivery of public services is to encourage collaboration of government with academia/ universities as well as support uptake of research public sector administration and management.

### **3. Eastern European Countries<sup>38</sup>:**

#### ***Albania, Armenia, Hungary, Latvia, Lithuania and Slovenia***

The experiences of the group of countries, with respect to public administration, that prior to 1990 were collectively known as the Eastern Bloc also present a good case study of the challenges a modern, growing, state faces in the delivery of good governance via a competent and modern civil service. Even though all of the countries of the former Eastern Bloc differ greatly from each other with respect to historical experience, let alone differ from Pakistan, they are united by a history of a difficult political transformation, often marked with conflict, which hindered effective state-building and delivery of public goods and services. As such, it is prudent to draw lessons from these countries on how civil-service training and development strategies have adapted to contemporary challenges in public service.

One of the key takeaways from the collective experiences of these countries is that there is a balance to be made between the components of human resource management that are best managed at the local, or most devolved level, and those that require national coordination. In the context of training programs, the most efficient systems seem to be those which have national body defining training needs, goals and standards, as well as monitoring the quality of the training that is supplied, and network of training suppliers in the form of regional training institutes and contracted suppliers. This format allows for an environment with some competition and efficient use of scarce resources.

Another point that comes to light is the importance of funding models in training provision, i.e. how training is funded. Even though the state funds training in all countries, there are two basic models by which it does so: supplier-funded and buyer-funded models.

In the supplier-funded model, the training institute/contractor is funded directly by the government. While this model has the advantage of simplicity since it is easier to budget. However, it creates the impression that it is free to the end-user, i.e. the civil servant. This creates the problem of low attendance at training programs since there is no money going out of the department's pocket. Moreover, the training institute/contractor would also be free to design programs based on its own capacity, rather than real training needs.

In the buyer-funded model, the administrative unit, e.g. a department, allocates funds for training in its budget. As a result, training is generally more bespoke to actual needs. However, this model runs into the problem of fungibility since funds earmarked for training can be used for other needs.

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<sup>38</sup> Lessons on Best Practice in the Approach to Effective Civil Service Training (2003)

The experience of the Eastern Bloc countries shows that a mixed funding system shows the greatest benefits. In this model, the state funds the basic overheads of the training institute/contractor but the bulk of the income comes from the actual administrative unit. This encourages the trainer (supplier) to be proactive with respect to developing future training programs while simultaneously being sensitive to trainee (buyer) needs.

#### **4. India**

By virtue of the shared origins of the Indian and Pakistani Civil Services, recruitment into the Indian Administrative Service (IAS), the elite group of officers responsible for most of the country's administration, follows a process that is largely similar to the one employed by the Central Superior Services (CSS) in Pakistan.

Candidates are first screened by a series of examinations on various subjects conducted by the Union Public Service Commission (UPSC), followed by an interview which assesses a candidate's overall personality. The premise of this series of hurdles is to determine whether or not the candidate will be able to meet the demands of the job of an IAS officer. While the initial examinations and interview determine a candidate's suitability for the job, equally, and perhaps more important, is the training that officers receive. This training is split into two distinct phases: a 'Foundation Phase' which lasts for two years, and 'In-Service Training' at various stages of a civil servant's career. The Foundation Phase is in turn split into three phases in what is called a 'sandwich pattern': two phases of institutional training with a phase of district training in between.

However, despite the arguably higher quality of human resource at the IAS' disposal, many voices in India have called for reform in the IAS in general, and the IAS training architecture in particular, because of failures in public good delivery. Moreover, it can also be argued that both the IAS and CSS operate in similar socio-economic and political environments.

In light of the similarities in origin, training architecture, and environment, an instructive exercise would be to examine the key lessons that can be learnt from the recommendations that have been made for reforming the training architecture in India.

One of the first lessons is to develop a nationwide training policy. India's National Training Policy 2012 aims at developing a professional, impartial and efficient civil service that is responsive to the needs of the citizens and developing proper ethics, commitment to work and empathy for the vulnerable sections. The policy sets out to achieve these objectives through inculcation of requisite knowledge, skills and attitude to civil servants, based on a competency framework. The policy also covers issues such as eligibility and target population for training; role of training institutions; trainer development; foreign trainings; resource provision (minimum 2.5 percent of salary budget for each organization); training for urban and rural development; implementation framework both at national and state level; and monitoring and evaluation for review of training programs.

In particular, the policy recommends that each ministry/department should:



- appoint a training manager;
- establish a training cell;
- formulate job descriptions and competency frameworks for all positions;
- develop Cadre Development Plans (CDPs);
- link training and development with career progression;
- make supervisors responsible for training of their subordinates;
- prepare and implement a well-laid out training plan on an annual basis;
- provide induction training to new employees;
- and include training as a separate section each year in its annual report.

Another key lesson is around the duration of training. Training duration must increasingly be in-line with the profile of civil service entrants. One of the recommendations of the Kiran Agarwal Committee<sup>39</sup>, which was formed to review the content and duration of induction training of IAS officers, was that since the average age of IAS entrants is increasing, the duration of training must decrease because of easier access to learning resources because of Information Technology as well as the possibility of longer careers.

Another key lesson was the need to update training methods and bring them in-line with modern techniques “to effectively engage the Trainees, both within and outside the classroom”. The idea behind this is to give trainees a “blended learning” environment that increases their competency and confidence.

The content of training must also be focused on developing the competencies that the trainees would need throughout their careers. A report prepared by the Center for Good Governance in Hyderabad<sup>40</sup> lays out a framework to guide the structure of induction training. The framework is called the “SCALE framework” and focuses on five key competencies that must be developed in trainees:

- Subject/Sectoral Expertise
- Citizen Focus and Service Delivery
- Administrative & Managerial Skills
- Leadership & Teamwork
- Ethical Values

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<sup>39</sup> Report in 2014

<sup>40</sup> Referenced in Report of the Committee to Review Induction Training Syllabus, June 2007

In its report, the CGG uses the framework to first identify the key competencies required by trainees at various stages, identify the gaps in existing programs, and uses this knowledge to design programs and fill the gaps.

## 5. Korea

The Republic of Korea has been a leader in training government officials to be catalysts of economic development. By law, the Ministry of General Affairs (MOGA) was required to establish an annual education and training plan and convey it to the heads of government ministries, agencies, and training institutions. MOGA, in its annual plan for education and training of government officials, reflected in the plan the major policy decisions of the Cabinet. In particular, training programs were newly developed or aspects of existing programs reorganized accordingly. Thus, one can view such training as pre-emptive or concurrent—a strategy to equip midlevel officials with the advanced knowledge and techniques they would need to design and execute development policies.

### *Key features<sup>41</sup>:*

**Training first, assignment later:** The Government of the Republic of Korea government stipulates that government officials newly employed or due for promotion attend training programs before assignment. Appropriate training is provided pre-emptively to ensure that job responsibilities at each stage of development can be carried out accurately and effectively.

**Establishing legal and institutional frameworks:** One reason for the success of civil service training in the Republic of Korea is its solid legal and institutional foundation. The government enacted and revised laws concerned with civil service training and training institutions from the beginning.

**Bridging government policy and training:** The Korean training system which bridged government policy and training contents maximized the effects of training on the capacity development of government officials. It also raised organizational capacity by utilizing and integrating the accumulated capacities of individual officials to the greatest effect.

**Public service ethics training:** The Republic of Korea emphasizes public service ethics training for government officials as well as skills, knowledge, and technology training. Through public service ethics training, government officials formed public servant mindsets and solidified their loyalty to government.

**Designing a training program from the trainee's perspective:** The government conducts needs analysis on a regular basis in order to improve the quality of its training programs.

### *Commissioned Training*

The Government of the Republic of Korea employs commissioned training which is conducted by private or public institutions other than government training institutions for government officials. Commissioned training is divided into two kinds: domestic training and overseas training.

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<sup>41</sup> <https://development.asia/policy-brief/building-world-class-civil-servants>

### *Domestic training*

Domestic commissioned training is composed of several programs such as long-term training for the director-general and manager levels, college and postgraduate training, and short-term training. Long-term training for director-general and manager level officials is conducted in public institutions for one year. College and graduate training provide government officials with opportunities to attend graduate programs at universities with financial support from the government. Selected midlevel officials attend evening graduate schools for earning master degrees. Short-term training includes both foreign language training and 3-day special skills training programs at private institutions.

### *Overseas training*

Overseas training was introduced in 1977 as a means for the government to benchmark the science and technological knowledge of advanced countries; it was expanded to include all areas of government ministries in 1979. Ministry of Personnel Management (MPM) sends one or two applicants from individual government ministries for the overseas degree program each year. Specifically, each ministry selects its candidates based on foreign language proficiency and job performance, and MPM makes the final decision on selection for the program.

## Annexure 2: Sampling Frame, Design, and Methodology

The sample for the in-service trainees was drawn separately for each course - MCMC, SMC and NMC.

### Sample Frame

#### 1. Pre-service sample

The relevant population includes all officers across the twelve service groups that have successfully completed both CTP and their respective specialized training program (STP) in the past 5 years. The team limited the sample to cover batches from the 41st to 46th CTP.

#### 2. In-service Sample

*Sampling frame for MCMC:* All participants of this course from the last three years were part of the sampling frame. This means that everyone who was a trainee in the MCMC rounds 19 to 2642 - held between 2015 and 2018, in each location (i.e. Islamabad, Karachi, Lahore, Peshawar and Quetta) where the course was held - is part of the population from which the sample was drawn.

*Sample frame for SMC:* All participants of this course from the last two years from each location (i.e. Islamabad, Karachi, Lahore and Peshawar) where this course was held were part of the sampling frame. This includes all participants of the SMC rounds 22, 23 and 24 (these rounds were held between 2017 and 2018).<sup>43</sup>

*Sample frame for NMC:* All participants of this course from the last two years (i.e. NMC rounds 107, 108 and 109, held during 2017 to 2018) were part of the sampling frame.<sup>44</sup>

### Sampling Method

For each course, a 20 percent random sub-sample was drawn stratified across cadre and ex-cadre and within cadre across service groups. These sub-samples appended together constituted the in-service trainees' sample. Drawing samples separately this way allowed us to stratify across courses as well.

So, overall, we got a sample which is 20 percent of the entire in-service population and was stratified across courses (MCMC, SMC and NMC), cadre and ex-cadre, and within cadre across

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42 The dates for these MCMC rounds are as follows: 19<sup>th</sup> MCMC – 5<sup>th</sup> January to 10<sup>th</sup> April, 2015; 20<sup>th</sup> MCMC – 17<sup>th</sup> August to 20<sup>th</sup> November, 2015; 21<sup>st</sup> MCMC – 1<sup>st</sup> February to 6<sup>th</sup> May, 2016; 22<sup>nd</sup> MCMC – 22<sup>nd</sup> August to 25<sup>th</sup> November, 2016; 23<sup>rd</sup> MCMC – 20<sup>th</sup> February to 26<sup>th</sup> May, 2017; 24<sup>th</sup> MCMC – 21<sup>st</sup> August to 24<sup>th</sup> November, 2017; 25<sup>th</sup> MCMC – 1<sup>st</sup> January to 6<sup>th</sup> April, 2018; 26<sup>th</sup> MCMC – 6<sup>th</sup> August to 9<sup>th</sup> November, 2018.

43 The dates for these SMC rounds are as follows: 22<sup>nd</sup> SMC – 25<sup>th</sup> September, 2017, to 12<sup>th</sup> January, 2018; 23<sup>rd</sup> SMC – 26<sup>th</sup> February to 15<sup>th</sup> June, 2018; 24<sup>th</sup> SMC – 27<sup>th</sup> August to 14<sup>th</sup> December, 2018.

44 The dates for these NMC rounds are as follows: 107<sup>th</sup> NMC – 11<sup>th</sup> September, 2017, to 12<sup>th</sup> January, 2018; 108<sup>th</sup> NMC – 12<sup>th</sup> February to 15<sup>th</sup> June, 2018; 109<sup>th</sup> NMC – 13<sup>th</sup> August to 14<sup>th</sup> December, 2018.

service groups. The sample includes 399 civil servants from a population of 1,972. Of the 399 civil servants, 270 are from MCMC, 89 from SMC, and 40 from NMC.

After drawing the sample, the gender proportions within the sample were compared to the population ex-poste, and they were found to be very close. The representation of the different MCMC and SMC districts were also checked ex-poste to verify they were well represented in the sample. As NMC is held only in Lahore, the team did not have to check the district representation for this.

The sample was drawn anticipating a lower attrition limit of 20 percent and an upper limit of 40 percent of the initial drawn sample. Sample attrition is a feature of longitudinal or panel data in which individual observations drop out from the study over time due to multiple reasons. This means that the final sample is expected to include at least 240 people (with 40 percent attrition) or at most 320 people (with 20% attrition).

Further, the margins of error of each sub-sample for a 95 percent confidence interval<sup>45</sup> were calculated. For the MCMC sub-sample, the margin of error was 2.1%; for the SMC sub-sample, it was 3.8%; and for the NMC sub-sample, it was 6.1%.

## Sample Decomposition

The following tables provide the sample decomposition on different categories (gender, cadre, course and service group). As mentioned, the sample is approximately 20 percent of the population. The population consists of officers who have completed trainings in the last three years for MCMC and the last two years for each of SMC and NMC years.<sup>46</sup>

### Gender decomposition in sample

Gender	Number of People	Percentage
Female	37	9.3
Male	362	90.7
Total	399	100

### Cadre and Ex-cadre decomposition in sample

Cadre/Ex-Cadre	Number of People	Percentage
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<sup>45</sup> A 95% confidence interval is a range of values that you can be 95% certain contains the true mean of the population. Most commonly, the 95% confidence level is used. However, other confidence levels can be used, for example, 90% and 99%.

<sup>46</sup> The population for SMC and NMC was limited to the last two years as the course design was revised two years back.

<b>Cadre</b>	220	55.1
<b>Ex-Cadre</b>	179	44.9
<b>Total</b>	399	100

#### Course-wise sample decomposition

<b>Course</b>	<b>Number of People</b>	<b>Percentage</b>
<b>MCMC</b>	270	67.7
<b>SMC</b>	89	22.3
<b>NMC</b>	40	10.0
<b>Total</b>	399	100

#### Sample decomposition by service group

<b>Service Group</b>	<b>Number of People</b>	<b>Percentage</b>
<b>Commerce &amp; Trade Group</b>	6	2.7
<b>Foreign Service of Pakistan</b>	18	8.2
<b>Information Group</b>	8	3.6
<b>Inland Revenue Service</b>	41	18.6
<b>Military Land &amp; Cantonments Group</b>	5	2.3
<b>Office Management Group</b>	21	9.6
<b>Pakistan Administrative Service</b>	29	13.2
<b>Pakistan Audit and Accounts Service</b>	23	10.5
<b>Pakistan Customs Service</b>	27	12.3
<b>Police Service of Pakistan</b>	23	10.5
<b>Postal Group</b>	8	3.6
<b>Railways (Commercial &amp; Transportation) Group</b>	11	5.0
<b>Total</b>	220	100

The following tables provide for MCMC and SMC the sample distribution by district where the course was held: 47

#### **MCMC**

<b>District</b>	<b>Number of People</b>	<b>Percentage</b>
Islamabad	27	10
Karachi	60	22.22
Lahore	70	25.93
Peshawar	70	25.93
Quetta	43	15.93
Total	270	100

#### **SMC**

<b>District</b>	<b>Number of People</b>	<b>Percentage</b>
Islamabad	6	6.74
Karachi	38	42.7
Lahore	24	26.97
Peshawar	21	23.6
Total	89	100

Besides the above sample, the team will also email the interview questionnaire to the remaining officers from the population to supplement the data collected through interviews.

### **Survey methodology**

#### **1. Pre-service survey**

The survey instrument will be placed online as a structured questionnaire designed using google forms. The online questionnaire will take around 30 minutes to fill. A longer questionnaire can result in a lower response rate. Respondents will be allowed to fill the questionnaire in multiple sessions, with regular intimation such as reminders or acknowledgments (depending upon the stage of completion) sent via email. The surveys once emailed will be accompanied by an official letter from

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47 As NMC is held only in Lahore, this distribution is not provided for NMC.

the Ministry of Planning, Development and Reform (MOPDSI) and an email from the Civil Service Academy (CSA).

## **2. In-service survey**

Survey for in-service trainees will be conducted through a mix of telephonic and face-to-face interviews. An initial email will be sent to the sample, with an official letter of support from MOPDSI and potentially an email from National School of Public Policy (NSPP). Follow-up phone calls will be made. Those that do not respond by the cut-off date will be personally interviewed.

For personal interviews a team of Enumerators will be trained. Select LUMS students will be trained to interview the sample for SMC and MCMC. Senior project team members will interview senior officers that have completed NMC.

To ensure uniformity of responses, interviews will be conducted as per a structured questionnaire, with room to record additional, useful information. Such information gathered during the interview process will also be recorded.



## Annexure 3: Survey Report

*This report is a summary of findings from the perception-based survey. Detailed recommendations and analyses will be provided in the gap analysis report.*

### Key points:

As part of the training needs assessment, four perception-based surveys were designed for each of the four stages of training that civil servants undergo. These included:

- The pre-service training questionnaire
- The Mid-Career Management Course (MCMC) questionnaire
- The Senior Management Course (SMC) questionnaire
- The National Management Course (NMC) questionnaire

Perception surveys are most often used when one is trying to find out how people understand or feel about their situations or environments. Results are interpreted as perceptions rather than facts<sup>48</sup>. In analysing responses, best practices<sup>49</sup> suggest researchers to:

1. Interpret survey data not as facts, but as perceptions
2. Interpret results together with other data sources (Facts will be reflected here)
3. Understand what is behind the results to draw policy conclusions

The survey was rolled out over the months of March and April of this year (2019) to a targeted audience. The total number of responses received was 469; out of which 281 were from the pre-service survey, 115 from the MCMC survey, 52 from the SMC survey and 21 from the NMC survey. Table 1 shows the breakdown of respondents by training level and their response rates.

The questionnaires were hosted on the Google forms platform and links were shared with respondents via email. Occasionally, respondents needed to be reminded via telephone to respond to the survey. About five respondents from the in-service training sample were interviewed via telephone and their responses were recorded by enumerators. An additional forty respondents were interviewed in-person across Islamabad, Lahore, Karachi, Quetta and Peshawar, and their responses were recorded by enumerators. The respondents who were interviewed in person included those who were very senior bureaucrats with serious time constraints.

*Table 1 Breakdown of respondents and response rates*

Survey	Sample Size	Number of Responses	Response Rate (%)
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<sup>48</sup> <https://www.oecd.org/gov/regulatory-policy/49217483.pdf>

<sup>49</sup> [https://www.oecd-ilibrary.org/governance/measuring-regulatory-performance/good-practices-in-survey-design-step-by-step\\_9789264167179-6-en;jsessionid=vMHR2uZOK792wdbOv38JVO7-.ip-10-240-5-170](https://www.oecd-ilibrary.org/governance/measuring-regulatory-performance/good-practices-in-survey-design-step-by-step_9789264167179-6-en;jsessionid=vMHR2uZOK792wdbOv38JVO7-.ip-10-240-5-170)

Pre-service	1429 (population)	281	19.7
MCMC	270	115	42.6
SMC	89	52	58.4
NMC	40	21	52.5

One problem which was identified early in the rollout phase was that civil servants in the Foreign Service of Pakistan could not be contacted through phone calls as a significant proportion of them was not posted in the country. In order to contact them, the Foreign Office was contacted, and they were officially asked to participate in the TNA exercise by them (the Foreign Office).

#### **Pre-service training survey rollout:**

The pre-service survey for assessing demand perceptions of the training needs of participants of the Common Training Program (CTP) and the Specialized Training Program (STP) was designed with the questionnaire containing separate sections for different service groups which asked questions specific to the specialized training that they received. This survey was shared with all CTP batches from 41<sup>st</sup> to 46<sup>th</sup> CTP i.e. all batches in the last five years. This meant that the survey questionnaire was shared with over 1400 people in total.

The questionnaire link along with a letter of support was first shared with these CTP batches through formal emails by CDPR. Next, the participants were contacted through phone calls to inform them of the training needs assessment exercise and to urge them to fill the questionnaire. Some participants asked for emails to be resent to them which was promptly done. Further, email reminders were also sent to participants who did not fill the questionnaire despite previous email and phone correspondence which was established with them.

The primary mode through which the survey participants were asked to fill the questionnaire was online on Google forms. No in-person interviews were planned or conducted for the pre-service training survey due to the large number of people with whom the survey was shared. Some participants who were posted in far off regions with poor or inaccessible internet connections were interviewed on the phone. In the phone interviews, an enumerator recorded the responses of participants – as they spoke their answers to survey questions – into Google forms. Overall, about five phone interviews were conducted and the rest were filled online by survey participants. We received a total of 281 responses for the pre-service survey.

The people who could not be reached on the first call were tried four to five times at different times during a day and on different days throughout the rollout period which spanned two months from the beginning of March to the end of April. Ultimately, the people who did not fill the questionnaire could either not be reached or said that they were too busy to take time out to fill the survey or were simply not interested in filling it. Some participants responded badly over emails or phone calls by being aggressive or insulting to the enumerator who called them. They were not contacted again as it was clear that they would not fill the questionnaire.

### **In-service survey rollout:**

Random samples stratified on ex-cadre and cadre, and within cadre on service groups, were drawn separately for the courses, Mid-Career Management Course (MCMC), Senior Management Course (SMC) and National Management Course (NMC). The same approach was followed for surveying the trainees of each of these courses.

### **Survey of MCMC Trainees:**

270 civil servants were sampled for the MCMC survey covering the MCMC batches 19 to 26. These sampled trainees were first emailed the MCMC survey questionnaire link along with a letter of support from the Ministry of Planning, Development and Reform (MoPDSI) to inform them of the training needs assessment (TNA) exercise and to ask them to fill the questionnaire. Next, they were contacted through telephone calls to draw their attention to the emails which were previously sent to them and to urge them to fill the questionnaire. Further, their designations and office addresses were also obtained through these phone calls.

The sampled civil servants who did not answer their phones on the first attempt were called four to five times at different times during a day (and on different days) to ascertain that maximum efforts were made to reach them. The people who did not respond despite these efforts were categorized as unresponsive and were dropped from the sample. Even so, towards the end of the surveying period these people were tried a few last times. Other people who did not fill the questionnaire (despite repeated reminders) but did respond to phone calls were interviewed in person. As their designations and office addresses had previously been obtained, these meetings were set up in their offices during the month of April.

During the rollout phase, phone call reminders were also accompanied by email reminders to the survey respondents. Email reminders were sent to those participants who specifically asked for the emails to be resent to them and to those sampled civil servants who had not yet filled the questionnaire. This process of telephone and email reminders was repeated at suitable intervals (ensuring the apt amount of delay between reminders) during the rollout phase.

Out of 270 people in the MCMC sample, 115 filled the questionnaire by the end of the rollout phase with the MCMC survey response rate being 42.6%. The people who did not fill the questionnaire could either not be reached by phone, outright refused to participate in the exercise or were too busy to fill it. Further, some people who were busy and could not take out ample time to fill the questionnaire only filled the objective questions in it. This was encouraged by the research team to obtain at least responses to the objective questions. This also meant that only people who were willing to answer the open-ended questions answered them, which ensured the quality of those responses.

### **Survey of SMC Trainees:**

After the MCMC rollout and while the call and email reminders were being sent to MCMC respondents, the SMC survey was also rolled out. 89 civil servants were sampled for the SMC survey from the SMC batches 22 to 24. From this sample, 52 filled the survey questionnaire by the end of

the rollout phase which meant that the SMC response rate was 58.4% which was higher than the MCMC survey.

As previously mentioned, the SMC survey rollout process was the same as MCMC. First, the sampled civil servants were emailed the questionnaire link along with a letter from MoPDSI authorizing and supporting the TNA exercise. They were next contacted through phone calls to draw their attention to the emails which were previously sent to them and to ask them to fill the questionnaire. Email reminders were also sent to respondents who asked for the emails to be resent to them and those who had not responded to the first email which was sent to them (this process is described in detail in the MCMC section).

The people who did not answer the first time that they were called were tried four to five times (at different times during a day and on different days) just like the MCMC survey. They were dropped from the sample if they could not be contacted even after these repeated attempts with one last effort made to contact them towards the end of the rollout phase in the last week of April. Further, some civil servants who did not fill the questionnaire online but with whom contact had previously been established were interviewed in person at their workplaces or by phone (as per their convenience). These interviews were conducted in April.

#### **Survey of NMC Trainees:**

The NMC survey was rolled out last. This was done because the research team wanted to gain prior surveying experience with the civil servants before the senior members of the bureaucracy were interviewed and because the NMC sample size was not very large.

There were 40 people in the NMC sample from the 107, 108 and 109 NMC batches. Out of these 40, we received 21 responses and therefore the NMC response rate was 52.5% which was higher than MCMC but lower than SMC.

The civil servants in the NMC sample were also first emailed the link to the NMC questionnaire (with a letter of support from MoPDSI). They were next called to inform them about the TNA and asked if they preferred to fill the questionnaire online or wanted to schedule in-person interviews (their designations and office addresses were also obtained through these phone calls). They were specifically asked about in-person interviews because of their seniority. The surveying and research team and the civil servants who were contacted mostly preferred to fill the questionnaire online; and we received about fifteen of the NMC responses in this manner. From the remaining sample, the civil servants who were posted in Lahore, Islamabad, Karachi, Quetta or Peshawar were interviewed in person by senior members of the TNA research team.

The civil servants who asked for email reminders and others who had not responded were resent emails at suitable intervals. Further, just like MCMC and SMC, those with whom contact could not be established the first time that they were called were tried again four to five times to maximize the chances of reaching them.

Overall, about six interviews were conducted in-person with the NMC respondents and their responses were entered into Google forms by the enumerators in the surveying team.

## **Pre-service Training: Common Training Program (CTP)**

### **Perception based survey – Key findings**

Pre-service training for centrally-recruited civil servants is divided into two components – the Common Training Program (CTP) and Specialized Training Program (ST). This section will focus on the CTP, which is imparted at the Civil Services Academy (CSA), located in Lahore. The subsequent section will look at participant's experience of specialized training through the service group specific STPs.

The CTP was initiated as part of the wide-ranging reforms introduced to the civil services in 1973, which created a unified cadre of civil servants, recruited through a single exam and subsequently allocated into 13 occupational groups.

The CTP runs once a year, for a duration of 6 months. Participation in the course consists of fresh recruits ("probationers") to the Central Superior Services (CSS), who have passed the written examination, the interview, the psychological and medical testing, and have been allocated to one of the 13 occupational groups. On April 30<sup>th</sup>, 2019, the 46<sup>th</sup> iteration of the CTP concluded, having begun in October 2018.

The 6-month CTP is divided into three terms, preceded by a period of registration, and a proficiency and diagnostic test for participants at the start of the training. The first two terms follow a similar schedule, with classes, examinations, and syndicate presentations accounting for most of the training activity. In the third term, participants are sent on a country study tour to different parts of the country as well as a military attachment; they also deliver presentations on contemporary issues related to Pakistan's governance and economy.

### **Attributes of the Respondents**

The survey administered for this training needs assessment (TNA) covered the entirety of the population attending the CTP over the preceding six years (2013-2019, 41<sup>st</sup> to 46<sup>th</sup> CTP). The total number of respondents who filled out the survey was 281, with 56% being male, and 44% female. The median family income was Rs. 50,000-100,000, and around 60% of the respondents reported an educational qualification of post-graduation or Masters. The remaining held an undergraduate degree.

While the target population was pre-service, the respondents' determined occupational allocations covered all 12 service groups. The highest number of respondents were from the Inland Revenue Service (IRS), the Office Management Group (OMG), and the Pakistan Administrative Service (PAS).

### **Training Facilities**

There is a general consensus among CTP staff and respondents that the training facilities available at the CSA are in need of a significant overhaul. The infrastructure is quite dated, and while some

new construction has taken place, fiscal constraints has meant that upgradation of residential and academic facilities is still pending. The institute also has weak IT support which they would like to improve. Examples include using LMS and Moodle for administrative tasks and managing assignments. CSA also wants to introduce a blended learning model to cater to more advanced probationers. To do this CSA would need a new audio-video library whereby probationers could use e-learning tools and engage with content more suited to their level. Leisure and extracurricular facilities are also lacking in quality and need upgradation. CSA currently has plans to develop an indoor sports arena, but it remains contingent on their budgetary allocations.

### **Course Structure and Schedule**

While the survey did not ask specific questions regarding the structure and scheduling of the course, subsequent interviews with the CSA reveal that it has actively been working to improve the standards of training provision and implement international best practices wherever it can. There has been an increase in extracurriculars to decrease the rigor of the training. They have also introduced a new external training program called BCURE, which seeks to develop evidence-based policy design capacity of civil servants. There has also been an ongoing effort to improve the skills of probationers, such as soft skills like conflict management and IT skills. Case study training has also been introduced and an MoU has been signed with LUMS.

The CTP batch is now split up into five houses and each house has a faculty member as a House In charge whose main task is to mentor the probationers. This has resulted in increased facetime among faculty and probationers. However, CSA would like to further increase the number of houses but can't because of limited faculty.

CSA also has systems in place to get course feedback from probationers but they often need to be incentivized to give the feedback – for the 46<sup>th</sup> CTP, their clearance was halted till they submitted feedback on their training. There is also a course review committee for every course whose main job is to analyse the course's strengths and weaknesses. However, CSA only has a little room to tinker with the curriculum since this is principally designed by the Establishment Division.

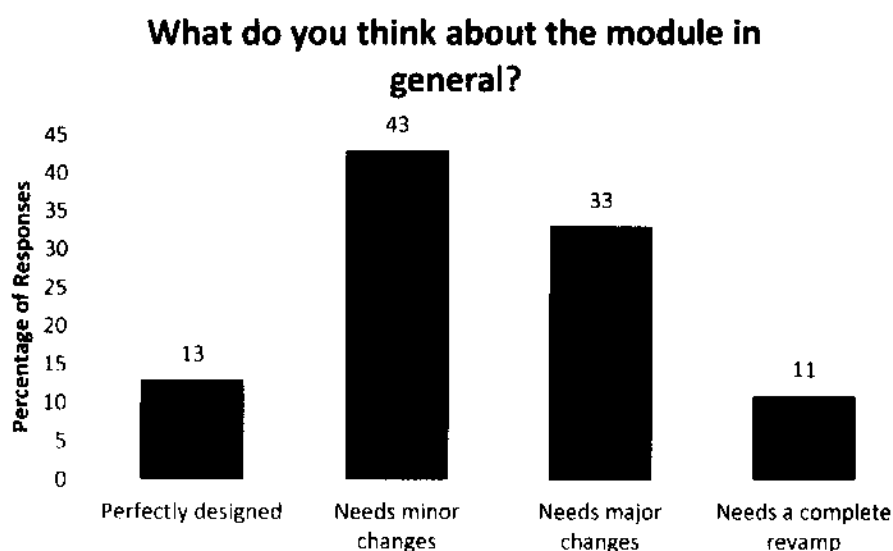
Respondents to the pre-service questionnaire highlighted several areas through which the course could be improved. The overwhelming majority (more than 60%) pointed to the pressing need to inculcate soft-skills training of 3 types – stress management, oral communication, and media management. Additionally, a majority of respondents also responded that writing skills training as well as training in the use of various IT facilities and software (beyond word processing software) is also desirable.

### **Module-wise Feedback**

The survey collected feedback on each of the academic/training modules covered during the six-month long CTP. The survey solicited feedback on four aspects of the module – a general overview, content, teaching methodology, and assessment methodology. The following section covers feedback on the 12 modules covered during the CTP.

### **IT Skills**

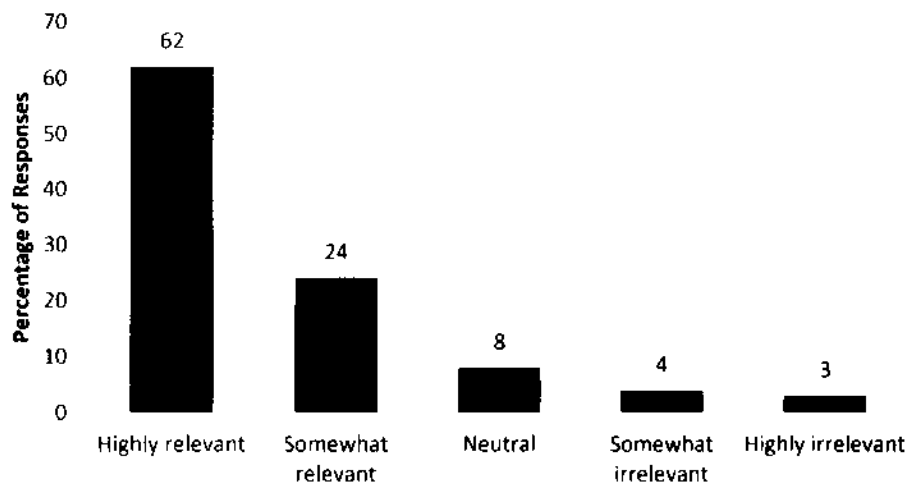
Just over 85% of the respondents felt that the course needed revision overall. However, a plurality (44%) felt that it needed minor tweaks, rather than a major overhaul. A majority felt that the teaching of the course was satisfactory and that it was considerably relevant to the requirements of the civil services. At the same time, however, a majority of respondents also felt the content of the course was irrelevant or out-of-date, which underscores the overall sentiment about the course. Around 52% of all respondents felt that the assessment methodology was not satisfactory, with 20% considering it to be either unrelated to the skills acquired and 15% too subjective in nature.



### **Government Procedures and Management**

A large number (84%) felt that the module was relevant, while a majority (55%) of respondents felt that the course content was satisfactory. Among those who felt that it needed changes, almost half felt that it needed only minor tweaks. As with the previous module, the critique of testing was limited to half of the respondents; among all respondents, 20% felt that it did not adequately test the subject, and a further 17% stated that the testing was too subjective.

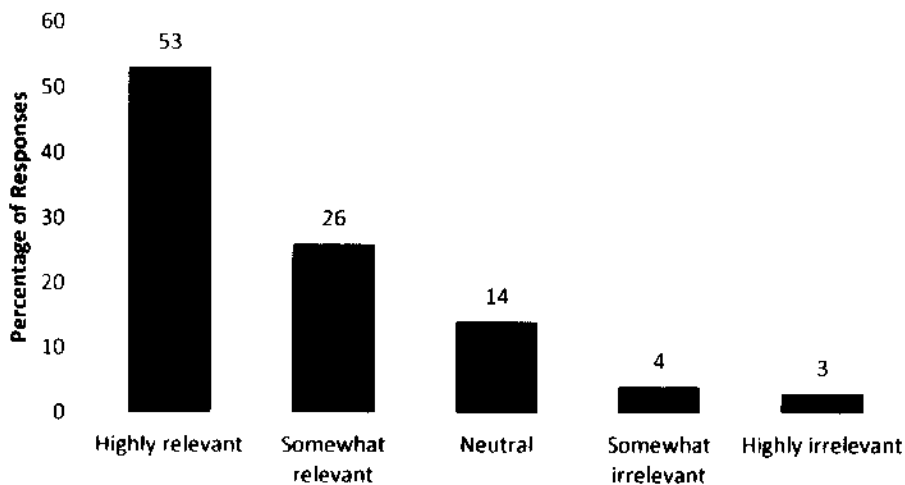
### Relevance to CTP Objectives



#### *Professional and Social Etiquette*

More than 50% of respondents felt that the course needed a major or a complete overhaul. With regards to its contents, a similar number felt that it was out of date or the course as it was currently taught was irrelevant. However, a majority (57%) felt that the course itself was considerably relevant to the objectives of the CTP.

### Relevance to CTP Objectives





### *Communication Skills*

There were higher levels of satisfaction overall with this module as 44% felt that it required minor adjustments, while a further 18% stated that it was perfectly fine as is. However as far as the identified shortcomings were concerned, 40% felt that the content could be brought up-to-date, while 29% felt that the testing was inadequate as far as its coverage of the course material was concerned. 92% of respondents agreed that the module was very relevant to the CTP objectives. In this regard, this was considered to be the most relevant module of the CTP curriculum.

### *World/Pakistan Affairs*

Similar to the previous module, a majority felt that that the course overall was adequately designed or it needed some minor adjustments. However, 40% of all respondents felt that the curriculum could be made more up-to-date. Similarly, more than 60% of respondents felt that the assessment could be improved, with greater focus on making it more objective and relevant to the material taught.

### *Vocabulary*

This module saw the highest number of responses (31%) regarding its irrelevance to the overall purposes of the CTP. In the same vein, 53% felt that it could be changed majorly or given a complete overhaul. There was also significant dissatisfaction with the assessment methodology; nearly 22% of respondents stated that the marking was too objective or unsatisfactory.

### *Kashmir Affairs*

55% of respondents stated that the course needed an overhaul or major changes. Only 25% of respondents were satisfied with the course content, with 30% stating that it was out of date and another 16% stating that it was irrelevant to the CTP.

### *Quantitative Tools for Decision-Making*

A surprisingly high number of probationers (28%) felt that the course was not relevant to their training exercise, while only 34% felt that the content was satisfactory. 30% were also dissatisfied with the testing, feeling that it did not adequately assess the material covered. Around 35% of respondents also highlighted that the quality of teaching was poor.

### *Government and Society in Pakistan*

This course had the highest approval rating from respondents with more than 70% feeling that it was perfectly designed or needed only minor changes. A majority of 55% also said that the content was appropriate, while nearly 60% felt that the assessment was satisfactory.

### *Public Sector Management*

Opinions were divided on the overall satisfaction with the course, with nearly 50% suggesting major changes or a complete overhaul. 21% felt that the content was irrelevant to the CTP while a further 30% felt that it could be more useful if the curriculum was updated. Around 28% also felt that the teaching quality could improve. Overall, however, a significant majority considered it to be more useful for CTP objectives if it was improved.

### *Research Activity and Research Report Writing*

There was considerable dissatisfaction with the course, with approximately 60% suggesting that it was in need of a major overhaul and adjustments. Around 40% of respondents felt that the content was not relevant to the subject itself. Around the same number of respondents also felt that the quality of teaching was poor, which is why the course suffered overall.

### *Economics and Public Finance*

The 12<sup>th</sup> and final module had a 70% satisfaction with the overall course with respondents suggesting that it was fine or needed only minor changes. 60% felt that the content was in line and satisfactory, while 55% felt that the assessment was appropriate. Only a quarter of respondents (25%) felt that the teaching quality was not satisfactory. An overwhelming 86% felt that the course was highly relevant to the objectives of the CTP.

## **Specialized Training Programs: Perception Survey of Course Modules**

This section deals with the perception survey of probationer respondents pertaining to the specialized training program (STP) conducted at their respective Specialized Training Institutes (STIs). The length of the STP varies depending on the occupational group; however, the taught training component runs for, on average, 6 months, followed by a probationary field-based assignment for on the job training that runs for a subsequent year.

The following subsections provide a general overview of responses pertaining to the relevance, quality, and curriculum content of the taught component of the STP. This is intended to identify strengths and weaknesses from the perspective of training recipients. These observations will be further supplemented by the institutional assessment of the STIs.

### **Customs STP**

Just over 50% of respondents stated that the content of the STP equipped the trainees for all major areas pertaining to their occupational group. A plurality of respondents felt that training for revenue collection was not favoured over other areas of their job description, such as anti-smuggling, money laundering, and customs enforcement. According to the responses, all three of these were covered adequately. The biggest gaps identified in the survey by the respondents were longer field-based probationary training under senior officers, and greater training on issues such as e-commerce, online purchases, transfer pricing, exchange rates, and banking instruments.

### **Foreign Service STP**

According to the perception survey responses, there is some dissatisfaction with the current content of the STP curriculum. Over 40% of respondents felt that the training did not adequately deal with important models associated with international diplomacy, while a significantly higher (77%) segment felt that there was no focus on relevant aspects of international trade. The content of the course, according to a large majority of respondents, does not focus on either writing-based or verbal assignments; instead the focus is more on reading-intensive exercises. There was a near unanimous consensus that simulation-style exercises were very useful for the overall training; however, respondents felt that more training on how to deal with problems of expatriates, greater training in languages of major trade partners, and a lengthier period of probationary training in the field with senior officers was required.

### **Commerce and Trade STP**

All respondents perceive that the training provides them with the requisite skills and understanding of important models of international trade. Similarly, a majority felt that the training encouraged the notion of greater freedom in the exchange of goods and services and that it did not promote protectionism. Major gaps identified include no requisite training in diplomatic protocols, which is necessary given that commerce and trade officers spend extensive periods as part of diplomatic missions abroad. Respondents also identified the need to increase focus on regional trade negotiations as part of the curriculum. There was also a greater appetite for joint-trainings with Foreign Service of Pakistan (FSP), especially on issues of trade diplomacy.

### **Pakistan Audit and Accounts STP**

Nearly 60% of respondents felt that the training did not adequately cover all areas of government accounting, while just over 70% felt that it did not provide them with the requisite training on all areas of government auditing. Throughout the responses, the general consensus was that the content was highly theoretical, with not enough space devoted to practical issues such as procurement processes, institutional structuring and reporting between accounts offices, and newer challenges such as auditing practices in e-governance and mainstreaming ICT solutions.

### **Railways STP**

Over 80% of respondents felt that the STP did not cover important areas pertaining to the management of railways. Areas that were not adequately covered include the financial management and economics of state-owned monopolies; sustainability of public-sector transportation services; and new models of public-private partnerships. As with other STPs, there was also a need identified for greater on-job training.

### **Pakistan Administrative Service STP**

Just under 50% of respondents felt that the STP did not equip them with the requisite knowledge and skills for public management and service delivery. The biggest complaint was that there was a significant gap between theory and practical requirements, with district-level management – usually the first assignment for PAS officers – not being given adequate focus. A majority of

respondents also felt that there was too much emphasis on theoretical training in law, which was deemed unnecessary since the abolishment of executive magistracy. A headline recommendation made by more than 75% of respondents was that a stronger focus is required on issues pertaining to local governance.

#### **Office Management Group STP**

There was considerable dissatisfaction with the overall training content, with 70% of respondents reporting that they did not feel that they were provided with the requisite knowledge and skills for office management group work. Significant gaps identified included little training on smart and effective management techniques, absence of knowledge on institutional structuring and reporting between and across line departments, and more theoretical and practical training on HR procedures and dealing with contemporary public-private collaboration and management.

#### **Postal Group STP**

Just under 60% of respondents felt that the training did not provide a holistic view of all areas related to postal management. The general sentiment was that while the training focuses on general sustainability of state-run enterprises, there was not enough focus on issues such as electronic management of the post (and postal service), geo-tagging, electronic tracking, security of packages and data confidentiality. There was also dissatisfaction with the probationary in-field assignment, which was deemed ineffective due to a lack of strong mentoring or supervision.

#### **Military Land and Cantonment Group STP**

There was unanimous consensus among respondents that the training provides a good overview of relevant laws and regulations that MLCG officers would have to deal with and use in their practical considerations. However, the major gaps identified by respondents included modules on urban management, enforcement of zoning and building regulations, ensuring improved service delivery in basic utilities like drinking water, waste management, and sanitation. Respondents also identified a need to improve and expand the content related to public financial management, especially those aspects which deal with urban municipal governance.

#### **Information Group STP**

60% of respondents felt that the course did not adequately cover all aspects of public communications and information dissemination that is expected from information group officers. 90% of respondents felt that the content was too tilted towards traditional modes of communications, and was weak on new media management and regulation. Other gaps identified included on-job training with seniors; more focus on crisis management and communications; and some training on policy dissemination practices.

#### **Police Service of Pakistan STP**

70% of respondents felt that while the training covered many major aspects of police work, there were still quite a few areas that were left uncovered. While issues related to public order, community policing, and citizen-centric policework were covered, the respondents felt that more

attention could be spent on these issues. On more technical aspects, nearly 90% of respondents reported the need for greater training on evidence management and forensics, while a similar number voiced their desire to receive greater training on the use of technology and best-practices related to it with regards to police management. 70% of respondents also felt that more in-depth training on penal codes and civil procedures is also required.

## **In-service Training: Mid-Career Management Course (MCMC)**

### **Perception based survey – Key findings**

The Mid-Career Management Course (MCMC) is mandatory for Officers of Federal and Provincial Government in BPS-18 who are at the threshold for promotion to the next pay-scale. The MCMC is specially designed to inculcate leadership skills in the mid-level bureaucracy. The stated aims are to “develop participants’ knowledge, skills and leadership potential so as to optimize efficiency, effectiveness and economy in public service processes for better service delivery at the operational/tactical level to create public value and win public trust”. In view of the ambitious objectives, the scope of the course includes the following:

- a) create understanding of design and implementation of public policy
- b) impart understanding of governance structure challenges
- c) equip with basic management skills
- d) develop their core functional competencies and capabilities in decision-making and problem-solving
- e) train in conducting research, and analysis required for policy assessment

The duration of the course is 14 weeks and it is presently being offered at all regional NIMs. The course is attended by both cadre and ex-cadre officers. The cadre officers belong to all the occupational groups of the civil service of Pakistan. Besides the explicit objectives, there are some additional benefits of the course such as providing interaction among inter-service and inter-regional officers and it is expected that this networking shall be beneficial for the coordination among various arms of the government.

### **Data Sampling**

The respondent’s composition for the MCMC training perception survey shows due representation on the basis of cadre/ex-cadre, service groups within the cadre and gender of the officers. The cadre and ex-cadre officers’ proportion is 51:49 in the sample. Within the cadre population respondents belong to 10 of the 12 occupational groups. The two groups not present here are Postal Service and MLCG, which typically have low representation in the population as well. Around 11% female officers have responded to the survey- this proportion is representative of female officers attending the training. Geographically the respondents cover all the NIMs where MCMC is being conducted.

**Gender Composition**

Gender	Percentage
Female	11.3
Male	88.7
Total	100

**Service Groups of Respondents**

Service Group	Percentage
Ex-Cadre	48.7
Audit & Accounts	7
Commerce & Trade	1.7
Pakistan Customs Service	8.7
Foreign Service	1.7
Information Group	1
Inland Revenue Service	13.9
Office Management	4.4
PAS	7.8
Police (PSP)	2.6
Railways Group	2.6
Total	100

**Training Location of Respondents**

MCMC City	Percentage
Unknown	2.6
Islamabad	9.6
Karachi	23.5
Lahore	24.4

Peshawar	20.9
Quetta	19.1
Total	100

Besides, it was also ensured that respondents be distributed across several batches – from 19<sup>th</sup> to 26<sup>th</sup> MCMC so that responses are not skewed due to some time-specific characteristics.

All the above-mentioned criteria are ensured to obtain a random sample that generates unbiased data for TNA analysis. It can be reasonably expected that providing representation on the basis of service, occupational groups, gender, training centre location and multiple batches shall provide data that captures essential information while controlling for potential heterogeneity.

Respondent diversity in terms of their educational qualifications, service type and groups etc. is helpful in finding out how a training program can be designed to cater for individual needs while ensuring achievement of the overall objective.

#### **Respondent Attributes**

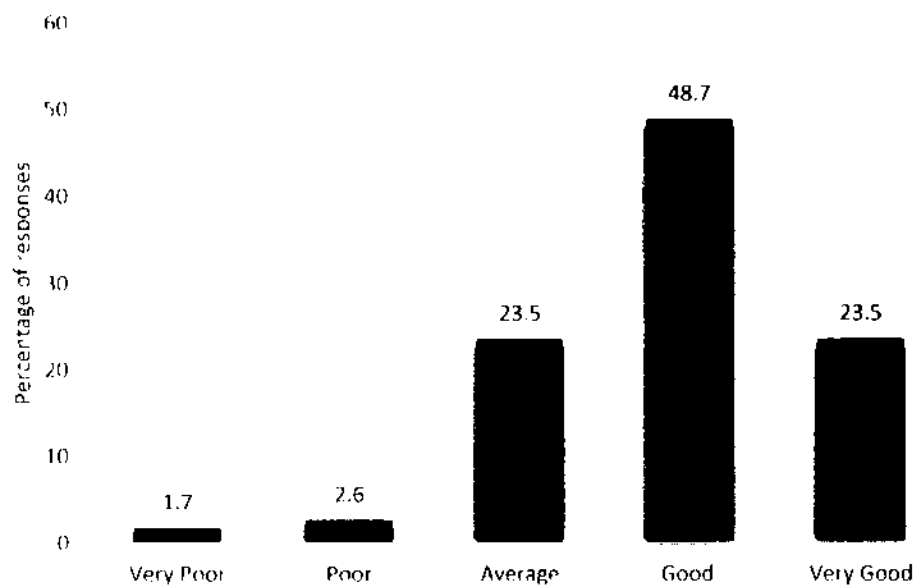
More than half the civil servants (51%) covered here had monthly income in the range of PKR 100,000 to 150,000, while a small percentage of 5.8% have income above PKR 200,000.

The responses show that around 76% of officers are satisfied with their careers in civil service and hence their inclusion in the process of improving civil service training facilities shall be meaningful. Equally important is to review and understand responses from 15% officers who are not satisfied with civil services as a career.

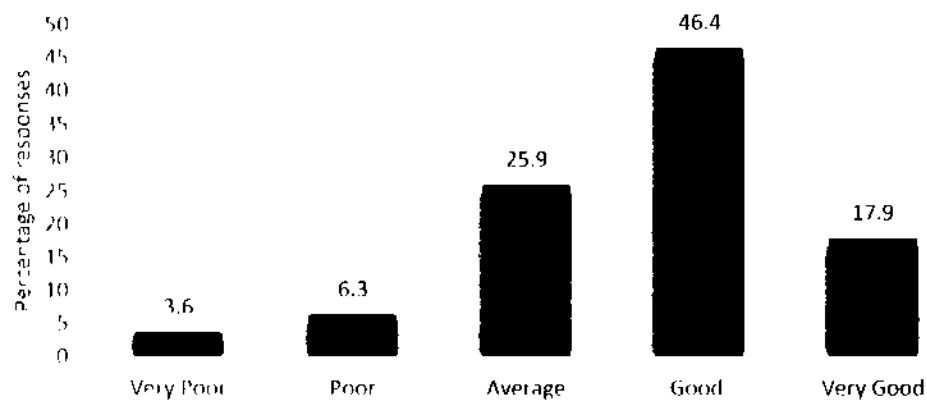
#### **Training Facilities**

About overall ranking of training facilities for IT, library, sports, hostels and cafeteria, around 25% respondents consider them average or poor. This points towards a potential for improvement in existing facilities. The training environment as determined by the training and residential facilities plays a very important role in trainees' motivation and performance.

### How do you rank the IT facility provided at the institute?

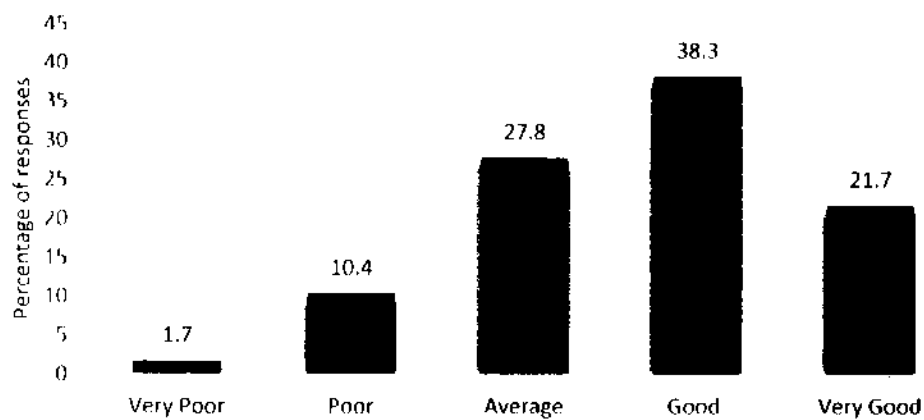


### How do you rank the Library facility provided at the institute?

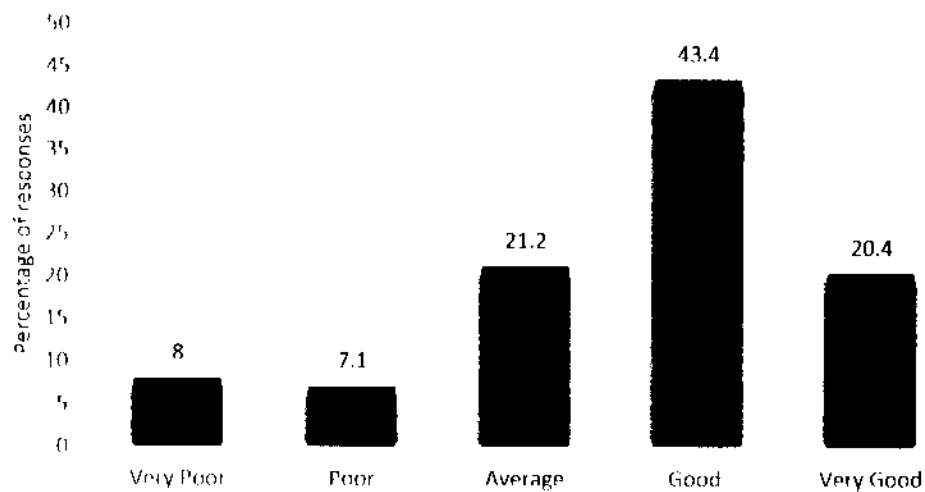




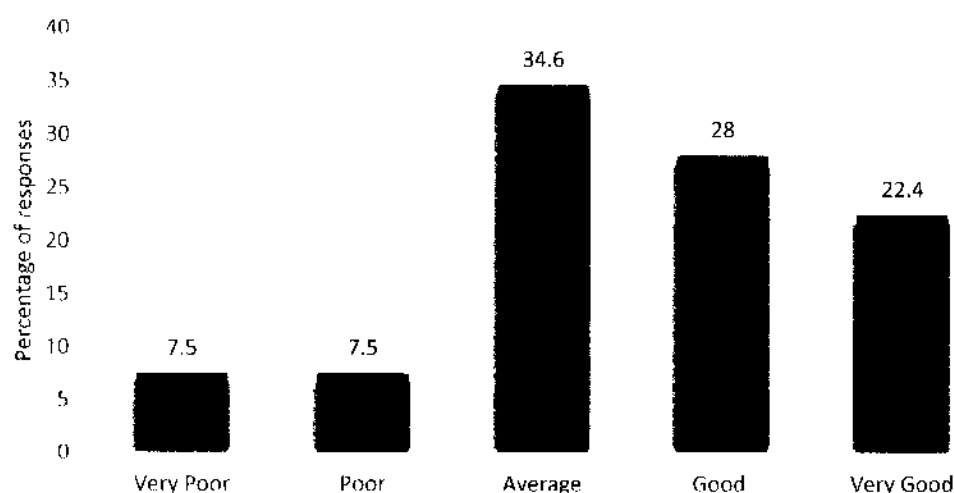
### How do you rank the sports facilities provided at the institute?



### How do you rank the cafeteria at the institute?



### How do you rank the hostel at the institute?



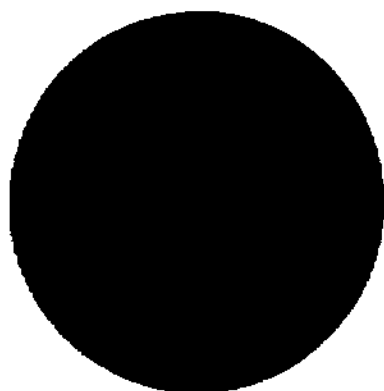
Location-wise, in Lahore sports facility was ranked average by 53 % respondents and IT facilities as average by 32% respondents. In case of Islamabad, 36% respondents ranked library service as average whereas 36% ranked hostel service as poor and 45 ranked sports facilities as very poor. In Karachi, 33% declared sports as average, 44 % declared cafeteria as average and 40% hostel as average. In case of Peshawar, 40 % ranked a hostel as average.

The responses indicate that provision of updated computers and good quality internet connectivity is ranked as the top issue. Around 52% of the respondents rank poor internet connection and 40% of the respondents rank old computers as the top two issues related to IT facilities being provided to the trainee officers.

Regarding library facilities, the top three issues are limited resources, old books and non-availability of electronic catalogue.

However, it must be emphasized here that the responses from the perception survey need to be validated with information collected from the field visits. This is because several respondents are giving contradictory responses either to each other or to the on-ground facts. Two such instances were observed in case of access to journals and e-book readers.

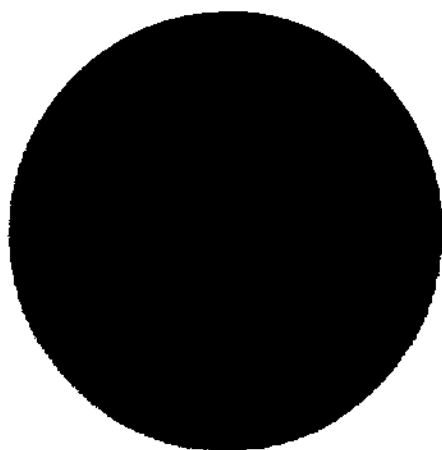
**Does the library provide access to journals and academic research (specifically public policy journals and research)?**



■ Yes

■ No

**Does the library provide access to e-book readers/kindles?**



■ Yes

■ No

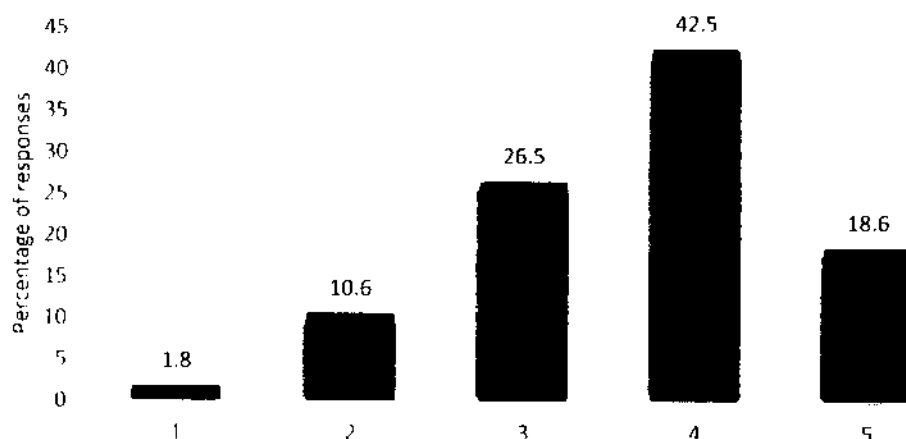
The diversity in response suggests that different trainees have different needs regarding access to material for research. Our field visits suggest that Karachi and Lahore NIMs have limited access to journal database whereas NIM Quetta has no access available. However, response to this question includes yes from Quetta respondents and No from Karachi and Lahore MCMC respondents. Similar

discrepancy is observed in responses regarding availability of e-book reader and Kindles. Field visits suggest that none of the NIMs currently provides such devices.

#### **Scheduling of Training Activities:**

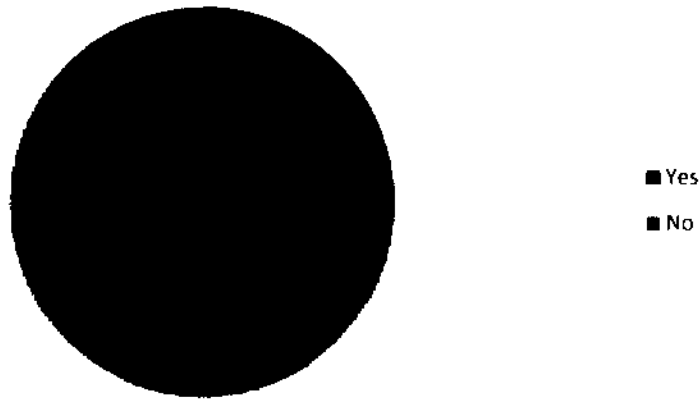
The MCMC course is a 14-week long exercise and hence it is very important that scheduling of activities on overall and daily basis be appropriately spaced. This will help the trainees complete their assignments by putting in requisite effort and meet the institutions' expectations. Accordingly, questions were posed in the perception survey.

#### **Is the sequencing of modules in the entire training program appropriate?**



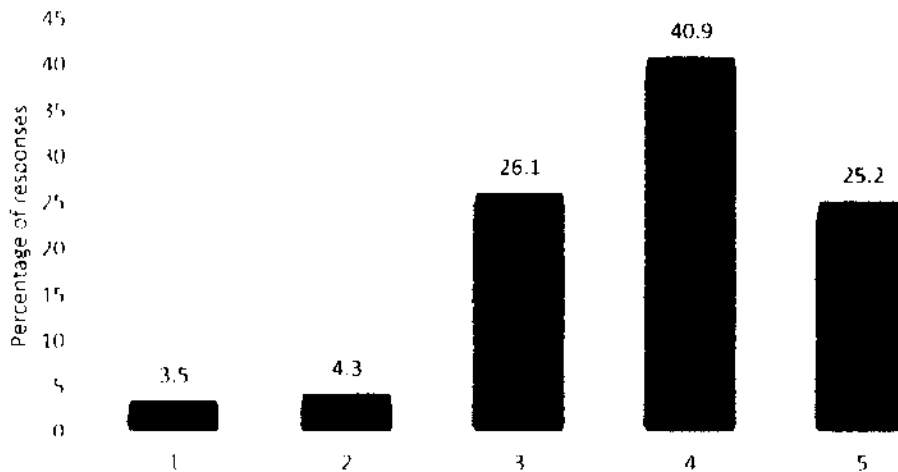
It appears that overall plan of MCMC related activities is generally up to the expectations of the officers. This suggests that the mix of activities is not skewed towards one or few things and respondents feel they are being exposed to all necessary areas of training.

### Are training activities appropriately spaced during the day?



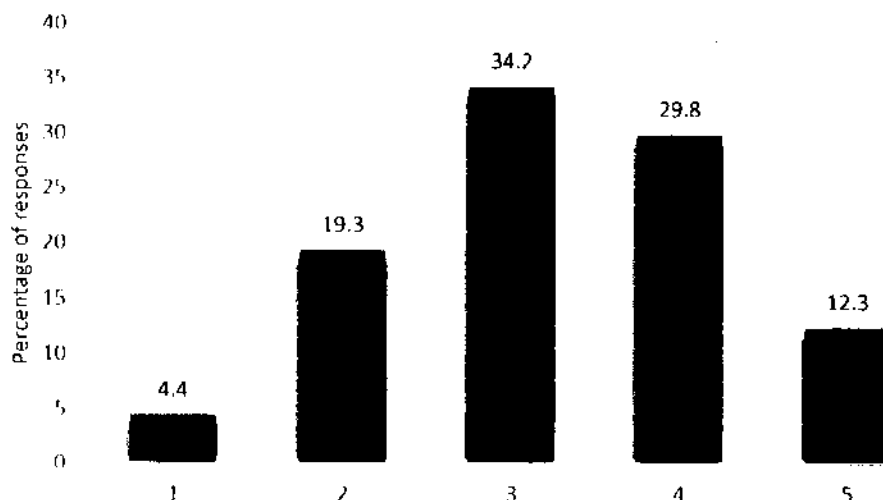
We get a somewhat different perception when we pose question about the daily routine of activities. The 34% 'No' response regarding appropriateness of daily spacing of activities indicates that a sizable number of participants are not satisfied with activity spacing in a training day. This difference in opinion could be on account of location, age, cadre, gender. More importantly it appears that scheduling of activities is problematic due to work that has to be completed over the weekend and clustering of submission deadlines.

### How often did you have to work on weekends to complete work assignments?



It appears that a large proportion has reported that weekends are busy as well. This means that schedule of training needs to be looked into. At least one day of the week should be totally off for the participants to catchup with their personal and family engagements. Also this break will improve the participant performance and continued interest in training.

### How often did different course instrument submission deadlines fall on the same day/week?

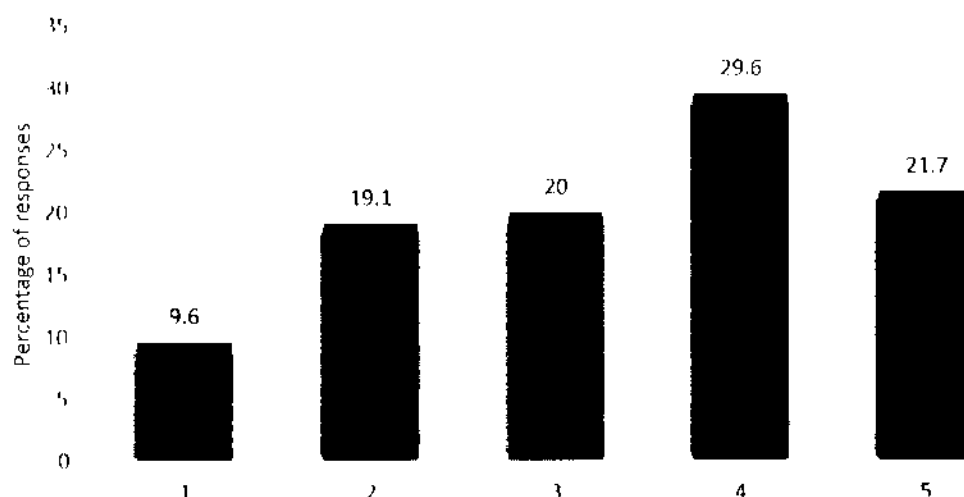


Also, it appears from the responses that often the submission of multiple assignments falls on the same day. This might add to trainee stress and also affect the quality of work. It is recommended that some coordination in scheduling deadlines needs to be made so that for the participants the entire workload is not clustered to few days.

A huge proportion of respondents (84%) state there is too much emphasis on physical presence. Similarly, 87% respondents indicate too much emphasis on punctuality. Although building and adherence to such qualities is very important yet it is recommended that some measure of quality of presence than just filling out numbers be devised. Also, some automated mechanism of taking attendance such as using biometric device be used instead of manual registers which might not be very transparent.

As stated in the beginning one of the objectives of the MCMC training is to provide training in research and analytical skills. However, it appears from the responses that enough time is not being allocated. This response also indicates the heterogeneity in the time needs of various participants. Understandably, those who have never used research and analysis methods before need additional support to attain the required level.

### Do you think enough time was provided to prepare for training and research activities?



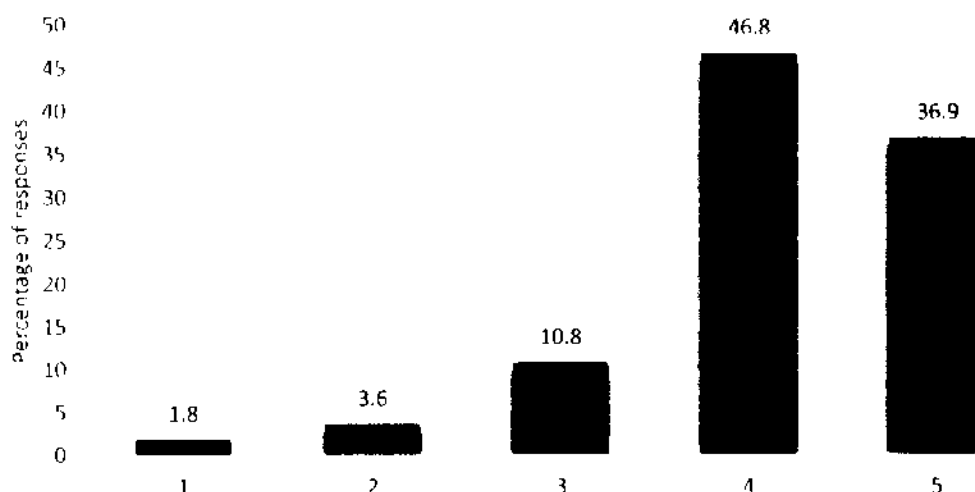
The responses indicate that at least 30% respondents feel constrained on time to do research and analysis. It appears from the detailed review of the data that most negative responses are coming from the trainees who attended courses at NIM Karachi and Lahore. Also, among negative responses majority are the ones with more than 15 years of service. Hence the training institutes can do a basic diagnostic to gauge individual needs and the participants with lower than average skills may be provided additional help and support.

#### **Institutional Collaborations**

The present-day specialization in all domains of training make it imperative for building collaborations. Such collaborations could be diverse - domestic as well as foreign. Also such collaborations could be between public and private sector institutions. Such collaborations can lead to utilizing the best resources for an objective and hence could return best value for the training money. Accordingly, some questions were asked in the survey. The responses show that the respondents rank highly the idea of developing both domestic and international collaborations. Collaborations with reputable institutions with resources in public sector trainings can be helpful in overcoming human resource constraints and provide more motivation to the trainers. Training motivation can be improved with improving quality of training being imparted. The idea is that participants be motivated to attend on the basis of its quality and value of time for the participants, rewards for performing good. University collaborations could be one indicator that would signal the participants on this account.

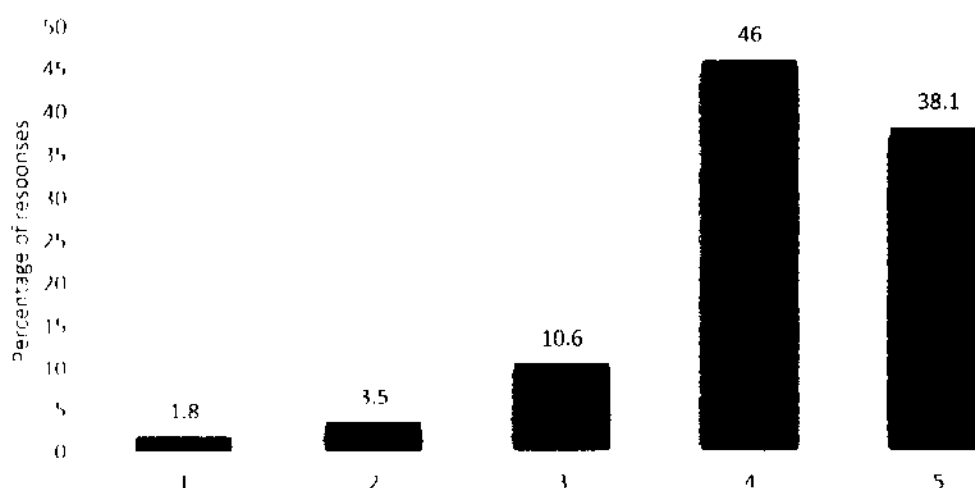
A large proportion of respondents (96%) indicate that in their opinion inclusion of case studies of successful and failed public sector project will be helpful in providing beneficial insights.

**In your opinion, how useful would be an exercise of inviting people from the public sector and learning from their success stories?**



The exposure of trainee officers to the experience of public sector projects is very important. As projects have a cycle that range from planning and execution it is useful to expose the officers to various stages. As such there is need to identify successful project on some objective criteria and let the trainees benefit from success experience. Same stands true for the projects which have not been able to achieve their objectives. As MCMC participants belong to middle tier of bureaucracy, developing skills on project management shall be useful in their future assignments.

**In your opinion, how useful would be an exercise of inviting people from the private sector and learning from their success stories?**





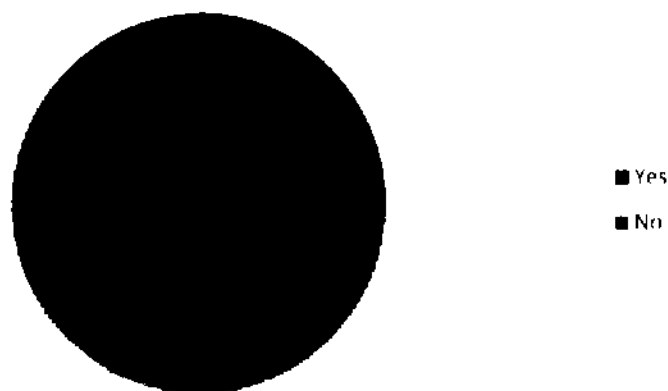
The choice of experience sharing should not be limited to public sector alone and private sector successes such as those from large firms and small start-ups could be equally useful. A large proportion of participants support such proposition in their survey responses.

#### **Course Structure:**

It appears that the participants feel that there is need for modification in the current structure of the course. As such there is need to analyse the current syllabus in light of occupational groups needs and demands. First it was pointed by a large proportion (69%) that there is need for addition of specialized component in the training. We brought this concern to the notice of NSPP management who contended that the intent of MCMC is not the provision of occupational group specific training. We agree that adding such modules would be a burden on NIMs resources. Instead STIs can arrange short refresher courses for their officers of various levels to supplement their knowledge on group specific issues and skills.

During the meetings with NSPP and NIMs it was contended that the current training modules include enough content on stress and time management issues. However, it transpires that the present content needs to be supplemented with additional stuff. As these areas are very important regarding building leadership qualities and meeting service challenges, we recommend that more component with different approach be added in the course.

**Should there be additional modules on stress and time management in this course?**



Needless to say, the TNA team understands that current syllabus includes modules on these topics. However, it wants to highlight that the participants feel that there is need to beef up. A good approach would be to review existing approach and content of current modules and identify the gaps therein.

## **Module Specific Responses**

The overall training is divided in six modules.

On the question as to how useful is the ICT training for their job assignment is, around 18% show no usefulness. Around half of such responses are coming from officers with more than 15 years of service. Again, it is important to find out who is not satisfied and how can we supplement this for them.

To focus our attention on the modules being pointed out for potential improvement / modification we just discuss the following. From the responses we identify the following modules need to be beefed up as:

- 16 % not satisfied with Economic Development Module
- 10% not satisfied with Research and Research Methods

A detailed review shows that more than 50% responses of unsatisfied responses are originating from officers with more than 15 years of service. This points out the needs of old-aged officers are potentially different and needs to be catered accordingly.

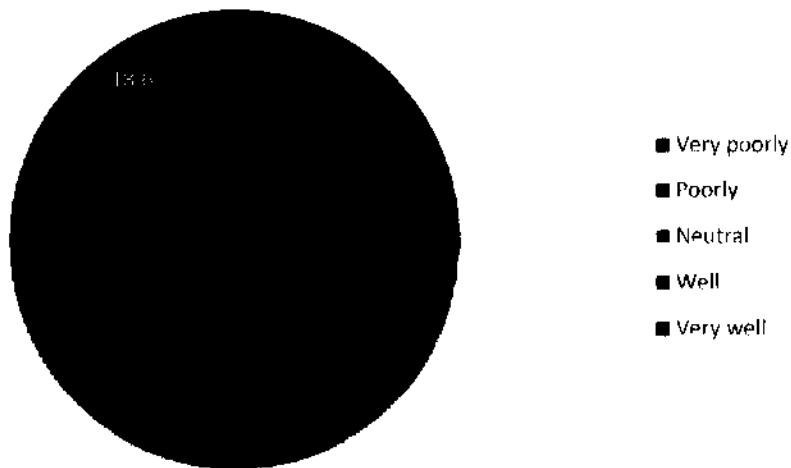
## **Response on Faculty Quality**

It appears that punctuality and regularity are strong attributes of the faculty. Similarly, it is reported by respondents that the level of preparedness of the faculty is good. The use of multimedia etc. as teaching aids appears to be quite common. These aids are also considered useful by the respondents.

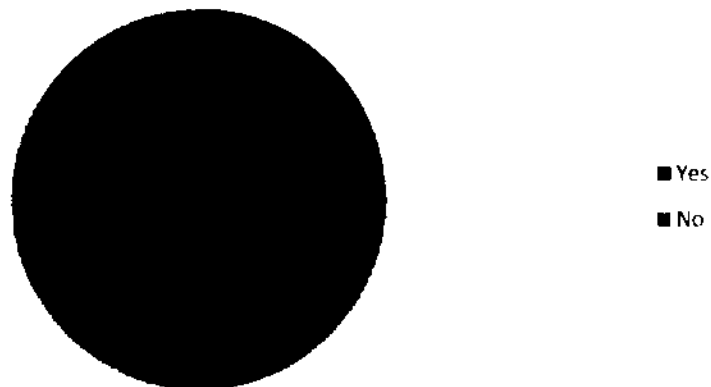
## ***Class participation***

A large proportion of the respondents stated that faculty encourages class participation. However, on the question of handling differences of opinion, the response seems somewhat divided. Around 67 % of the respondents say that dispute handling by faculty is good. This suggests that there is a sizable number who not satisfied and hence this area needs attention of training managers. In response to a question about clarity of stated objectives, around 10% feel that purpose and objective of individual lecture is not clearly communicated to the class. This is somewhat different from the objectives of training initially communicated during the orientation part of the training.

**How well does the faculty handle conflict of opinion?**

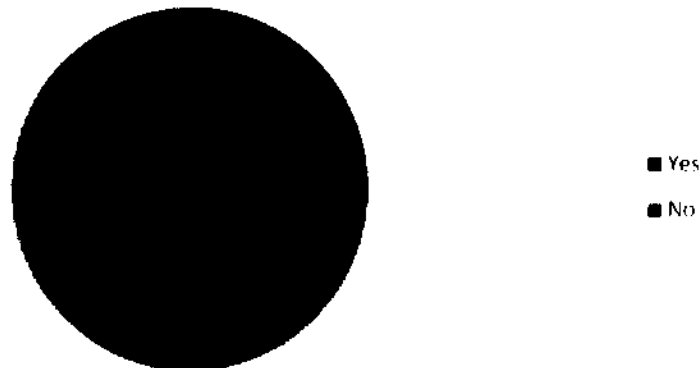


**Is it possible to continue communicating with faculty members once they have delivered their lectures and left (e.g. via email or phone)?**



It is reported by some respondents (around 26%) that they are not able to maintain contact with the faculty who delivered lectures at NIMs. It is important that visiting faculty share their email contacts so that the link between academia and practitioners is established on long run basis.

**Were serving members of the bureaucracy a  
good resource for understanding the topics  
under discussion?**



In response to question that whether serving members of bureaucracy are a good resource for understanding issues, a large proportion is in favour. However, NIMs often report that availability of serving members of bureaucracy particularly those in senior positions is often difficult. It is recommended that some system of institutional loyalty be developed among officers so that they prioritize NIM related engagements.

15% respondents indicated that they were not exposed to the right type of bureaucracy. The occupational group and grade mix of invited members of bureaucracy needs to be reviewed. Similarly, 26% indicated that private sector representation among guest lectures was not adequate, whereas it is largely felt that public sector representation in guest lectures was adequate. Private sector participation needs to be enhanced.

### **Training Methods**

#### ***Field Visits***

In response to the relevance of field visits to job description, around 50% indicate high level satisfaction. The remaining ones are either indifferent or not satisfied. As field visits are a major resource use it is necessary to highlight their purpose and utilization. Field visits must be planned to be very useful and according to future role of trainees as project directors and policy designers. However, respondents are generally satisfied with the field visits as they get a holistic view of policy implementation and projects which they consider important as civil servants.

#### ***Lectures***

In response to questions designed to gauge relevance of lectures with job assignments, it appears that around 56% respondents are satisfied. However, a large proportion of 28% ranks this as 3

(indifference). This suggests that lectures themes and content may be reviewed in relation to their relevance with job descriptions. An exercise with listing future job descriptions and matching them with the lecture content might be helpful in this case.

In response to NIMs role as coordination/ connecting trainees with research and academic institutions, it appears that only 34% respondents are satisfied. The role of NIM appears to be lacking here. Maybe a dedicated DS be assigned this part which would help support this at an institutional level.

A large number of respondents - around 60% indicated non-availability of data for research purposes from any inhouse data unit. The establishment of an inhouse Data unit under DS Research may provide an important resource. Over a period of time this shall be a data repository that can be valuable used for public policy analysis.

Regarding grading methodology, more than 80% suggest that committee grading instead of individual grading is preferred method. Such approach may be helpful in correcting individual biases if any and bring more transparency in the assessments.

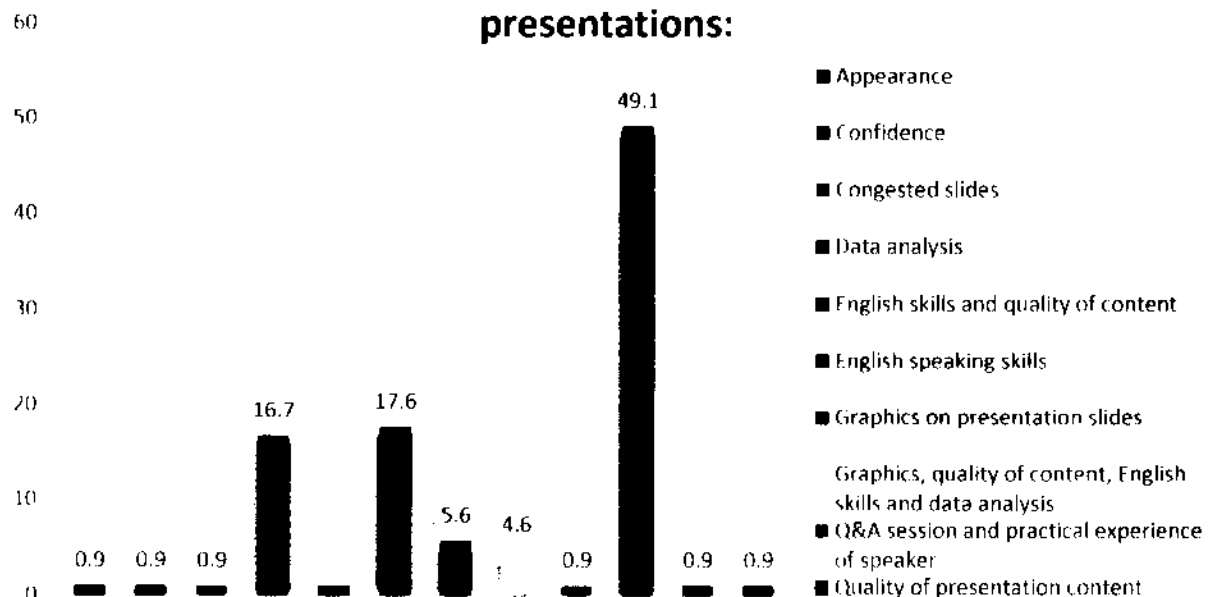
### **Analytical Skills**

To determine the development of analytical skills of the trainees, it was asked if they can do basic analysis using raw data, 20% responded in negative. It appears that negative responses mostly came from MCMC batches 22 and 23 and from those with 14 and more years of service. This appears to be an area that is important and needs to be strengthened.

A large majority of respondents indicated that academic lectures dominate the training schedule. This might create monotony and boredom and also make the trainees less enthusiastic. The mix of training activities may be shifted to add more exercises, group activities and individual projects. However, there is some contradiction in responses as 84% say that current mix of group activities and simulation exercises is enough.

It is important to find out the reward framework on training exercises. Often it is criticized that command over English language and use of jargon is considered more valuable than the actual content. We accordingly posed question in the survey.

### Please select what is most appreciated in presentations:



The response indicates that for 49% quality of work is most appreciated. However, a sizable number (17.6%) rate this to be the English-speaking skills. For trainee motivation, and transparency in assessment, it is recommended that clear criterion for evaluation be communicated to the trainees.

Around 72% of the respondents favour the idea of making the whole set of trainings a degree awarding exercise. This shall improve trainees' motivation and provide clarity of purpose beyond a requirement for next scale promotion. Although linkage of training with promotion is fine with 81% of respondents there are 19% respondents who do not consider this the right approach.

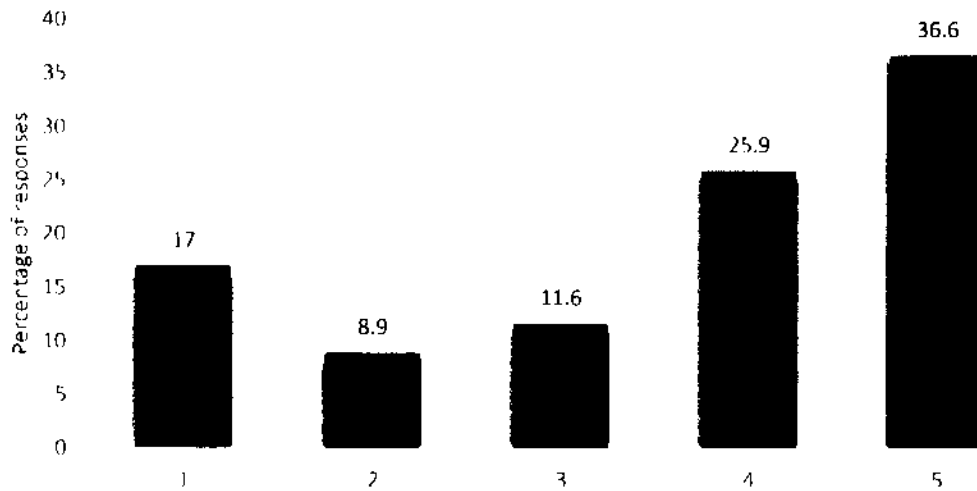
#### Networking Potential of Training

The training provides an opportunity to officers of different occupational groups and regions to interact with each other. Such interactions are quite rare as often officers remain confined to their own departments and regions. This provides a networking opportunity for the officers that shall be helpful in smooth and coordinated atmosphere.

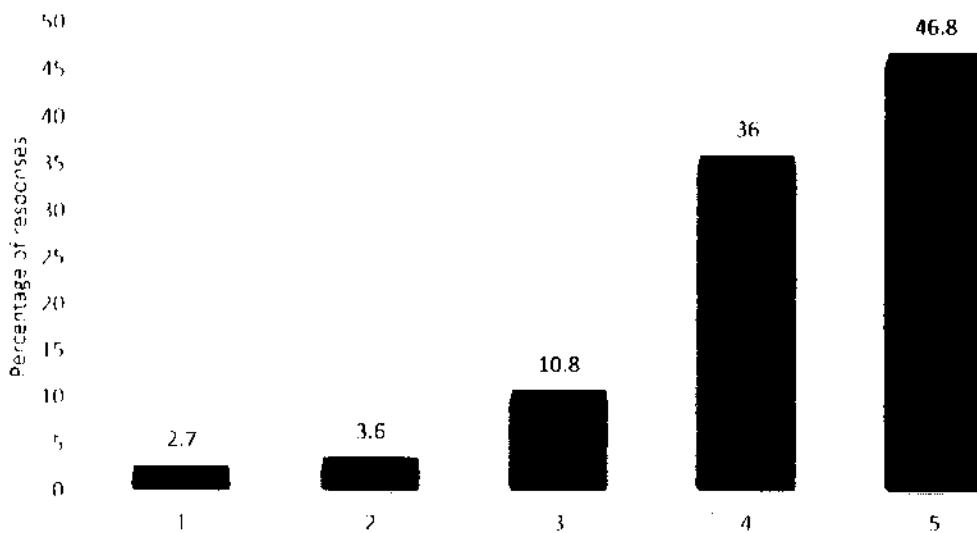
Perhaps realizing this potential, a large proportion of officers indicate that they would still opt for the training even if it was not linked with promotions.

The survey responses indicate that MCMC training provide interaction between Cadre -Ex-cadre (yes by 76%), inter group -working (yes by 84%) and inter regional mixing up (yes by 82%).

Looking back, do you think you would still opt for this training even if it was not linked with promotion?



Do you value the networking potential of these training activities?

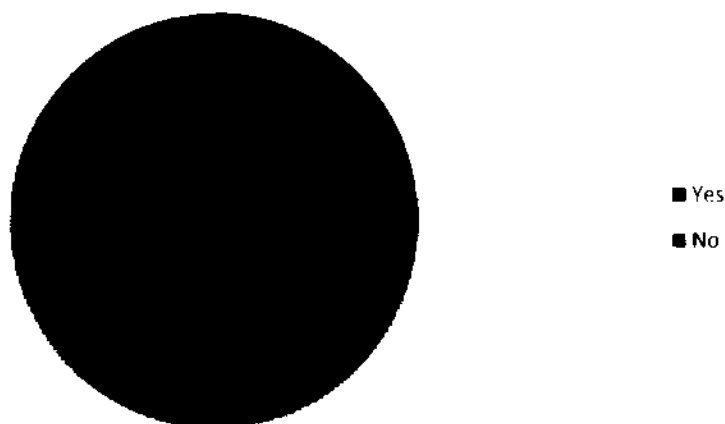


### Training and Postings

The training motivation of officers can be improved if their performance counts towards the decision of their next assignments. It is often criticized that important postings are often granted by ignoring the merit of officers. However, in-service training assessment can provide a quantifiable

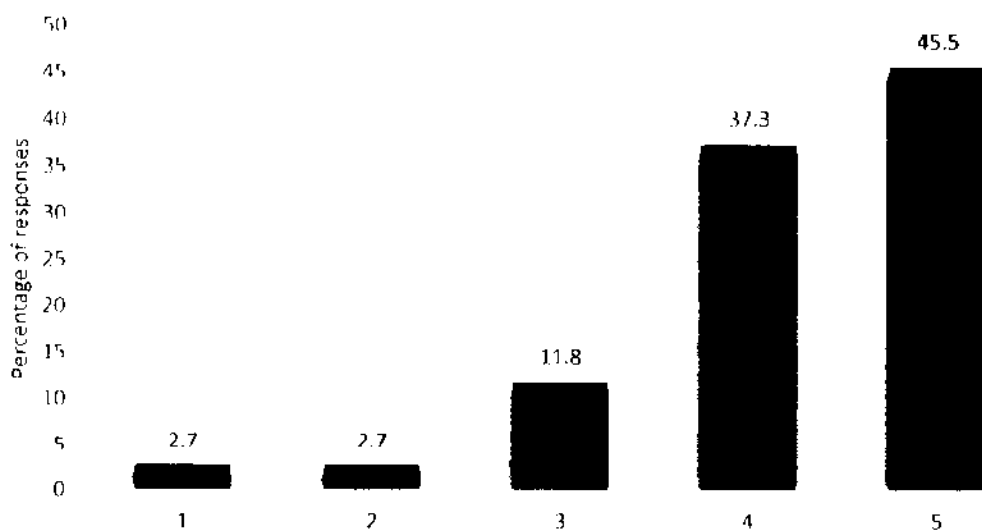
measure to assess the potential of officers and their value addition subsequent to their CSS / civil service induction.

**After the completion of your training, did you find it useful in your posting?**



The large number of negative responses indicated above are enough to raise some alarm. It appears that around 41.3% respondents believe that training performance has no important role in postings decisions.

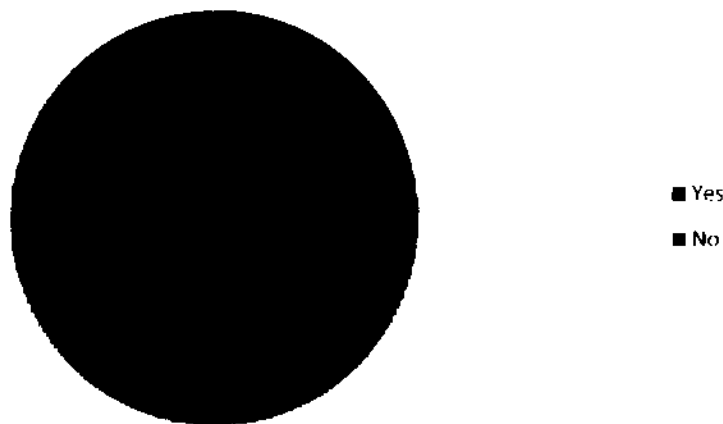
**Can merit-based postings motivate better in training participation?**





On the same lines as above, it can be safely recommended that posting linked with training performance for 3 years might be a good incentive for trainees.

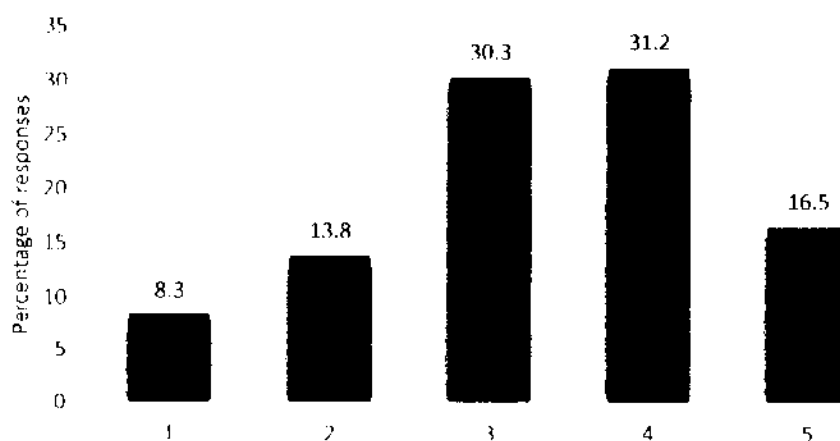
**Should the weightage of training grade be increased in decisions for posting and promotions?**



#### **Training-Size and Effectiveness**

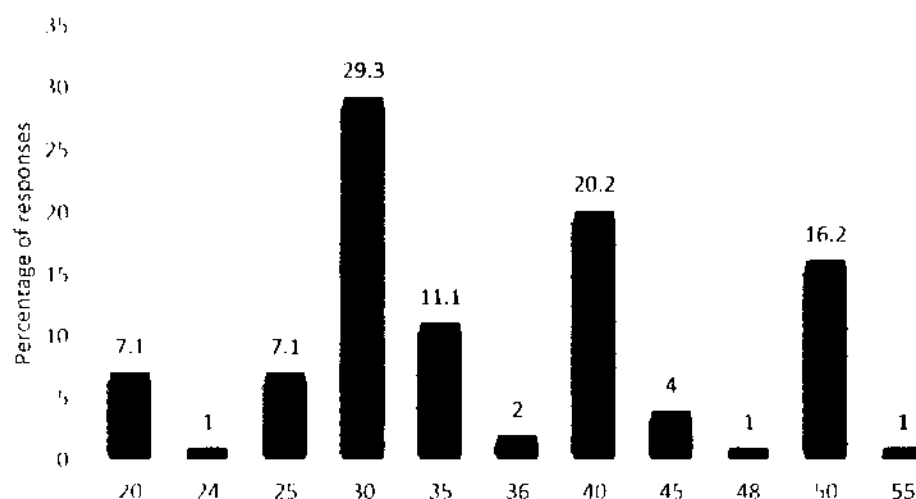
It can be fairly expected from an extensive training such as MCMC that it would bring significant change in the attitude of trainees. The question was framed to have an inclusive approach-not restricted to just professional approach. In response to question, a sizable number that is 22% indicates no change. It is recommended that trainees with weak performance or attitudinal issues be called up follow-up sessions to be arranged at NSPP to determine subsequent progress.

**Do you find any change in the attitude of officers after getting this training?**



A final question of the survey was to obtain peer view on the optimal number of trainees in each cohort. It is expected that peers shall be able to come up with a good number in terms of training effectiveness, group communication, resource sharing etc. for the class size of MCMC. It transpires that against the current trend of 40-50, the cohort size of 30 is the one that is preferred by most participants.

**What, in your opinion, is the optimum number of people who should participate in an MCMC course batch?**



### **In-service Training: Senior Management Course (SMC)**

The SMC is designed for senior level officers who are about to graduate from grade BS-19 to BS-20. The officers attending the course have on average 16-18 years of work experience in their relevant fields and bring together a large amount of cumulative, yet varied experiences of general administration, management, policy and specific technical fields. The mix allows the officers to benefit from cross-learning and engage horizontally as well as vertically in terms knowledge and its application. The SMC is a mandatory course for promotion into grade BS-20. The duration of the course is 16 weeks (resident course at one of the institutes) and is organized in 7 core modules.

The course is offered by all NIMs across the country twice a year and has an approximate enrolment of 30-60 participants depending on the training institute. Some of the topical issues discussed in the course may vary across NIMs, depending on the availability of resource persons on the topics. The analysis below is based on the data collected through a pre-designed survey tool filled in by recent SMC graduates (22, 23 and 24) mention batch numbers). The full results are provided in the accompanying excel sheets.

### **Attributes of the Respondents**

A total number of 52 individuals filled in the survey tool. The basic attributes of the sample suggest a good mix of all service groups represented in the sample, however, only 11.5% respondents were females. The respondents belonged to SMC Batch 22, 23 and 24. The median income range of the respondents was between PKR 150,000 and 200,000. Most respondents felt satisfied with their careers with only a few outliers complaining about political interferences, nepotism based on cadre and ethnicity and violation of merit. However, the number of such responses is small, hence these represent the opinion of some individuals based on one-off bad experiences.

### **Training Facilities**

Training facilities play a major role in impacting the quality of training and the overall satisfaction that trainees derive by attending the course, especially as these are residence courses. The responses suggest that officers are generally satisfied with the services of IT, library, sports facility, cafeteria and hostel available at campuses in Lahore, Karachi, Peshawar and Islamabad.

Post the field trips one expected weak on-ground facilities in Peshawar NIMS, however, the responses showed negative ratings coming mostly about Lahore and Karachi. The issues with IT facilities mostly related to outdated computers and internet connectivity, whilst for library the issues identified include limited availability of relevant books - most are old publications - lack of an online catalogue and limited access to recent journal articles. Some interesting inconsistencies were highlighted in the survey, for example almost half the respondents (across all campuses) stated that they had access to e-book readers/kindle, while the remaining did not. This suggests that not all attendees are aware of the services available at training institutes. Such facilities are either provided or not. Moreover, respondents felt that library services are good, it is easy to locate materials and the library staff is well trained in supporting.

### **Course Structure & Schedule**

Respondents found sequencing of the modules in the entire training program mostly appropriate with some respondents having strong disagreement. Those who disagreed mainly stated that at time things were rushed, some topics were accommodated based on the resource person specialization and the use of IT and training sequence created issues as knowledge of IT software varied across the board.

The overall conclusion was that there is still room to better structure and plan the course and plan for resource persons in advance to avoid change of topics or sequences at last minute. As many as 71.2% respondents stated that activities were well-planned during the day and there was good time allocation. However, the remaining 28.8% disagreed and said there were issues on some days when time was not optimally utilized, some activities seemed forced to cover the day and there were instances when there was no training at all during an entire day.

Majority of the respondents felt that discipline was well-maintained there was a strong focus on physical attendance and punctuality. However, an instance was reported where a participant was not allowed to join due to a three-minute delayed arrival in class. The respondents feel that whereas maintaining discipline is good, but it should not be overdone.

50% respondents felt that enough time was provided to prepare for training and research activities, however, 13.5% felt that it was not always the case. This shows a considerable variance which may be resulting from people with different backgrounds requiring varying level of time. The variance was observed on the question where they were asked to state the average number of hours spent daily on training related activities and responses varied from 2 hours – 14 hours. Around 65% also stated that they had to work on weekends, but 36% stated it was not every weekend that work was required but about half the weekends during the course. A third of the respondents felt that submission deadlines overlapped making it difficult to put in full efforts, while 32.7% felt that there were overlaps but not always.

*The above depiction suggests a significant variance in experiences of officers undergoing SMC trainings, these may be due to different backgrounds, academic qualifications and experiences, differential experiences between institutes and in cases lack of awareness on facilities and activities available during training sessions.*

In terms of the course duration for SMC, 53.8% respondents felt that 16 weeks was ideal duration, with 34.5% feeling the course to be of a longer duration. Interestingly, 23% respondents from Lahore suggested the course to be only 12 weeks, which none from other cities highlighted as feedback. One can expect that this may be a result of officers, busier than others posted elsewhere, being trained at the Lahore campus, suggesting a selection bias.

A 100% respondents felt that building institutional collaborations between relevant public and private sector organizations would help improve the quality of training provided. This point came out quite strongly in personal interviews as well where the officers suggested that the public service training institutes should open-up more and involve other institutions including universities, think tanks and large corporates to partner. The areas of management and leadership must be covered in partnerships with large corporations. At least 78% respondents supported the idea of collaborations between NSPP and well-reputed universities for the purpose of the course design.

In continuation of the same response, 64% respondents felt that more/different modules specific to their relevant service group should be made part of the course. Some of the key suggestions were; including technical modules related to engineering and civil works, make the course less focused around Pakistan Administrative Services (PAS), include more material on policy issues, policy formulation and secretariat administration, include policing, law and order and crime prevention as policy level areas. In short, the respondents felt a more cross-cadre diversity will add more value. Around 64% of the respondents also felt that there was a need to increase emphasis on stress and time management in the course and this perception remains consistent across cities.

One of the respondents summarized the above points as, *"The training lacks due to inculcation of soft skills like values, attitudes, orientation, internal control and respect for citizens and to undertake out of box resolves for effective delivery of service. This overlook has a major downbeat impact on successful and fair planning, prompt monitoring, timely collection of due revenue, cost effective procurement, adequate hiring, even handed enforcement of law, good governance or effective delivery of service. A number of senior officials were either removed unceremoniously from their positions on charges of procurement irregularities, embezzlement or misuse of authority in arbitrary manner entailing colossal loss to state exchequer. The Government incurred financial losses year after year due to corruption, inefficiency, incompetence, cost overruns, poor designs, weak engineering specification, inordinate delays, inadequate supervision and cost controls. During training, appropriate exposure was not given about PPRA, Financial and other Administrative rules, the red flags, latest techniques of management and best practices owing to transparency, fairness, cost effectiveness and quality controls, etc."*

### **Module-wise Feedback**

The survey collected feedback on each of the modules covered in the course. The survey was designed to gather subjective opinions about course shortcomings as well as objective feedback. Some of the main shortcomings that were highlighted in the subjective responses included:

- The modules were found to be too generic.
- The content differed greatly from ground realities.
- There was insufficient reading material.
- A lack of field visits.
- Lack of relevance of people being called in as technical resources.
- Limited time for modules.

Some of the suggestions the respondents proposed were:

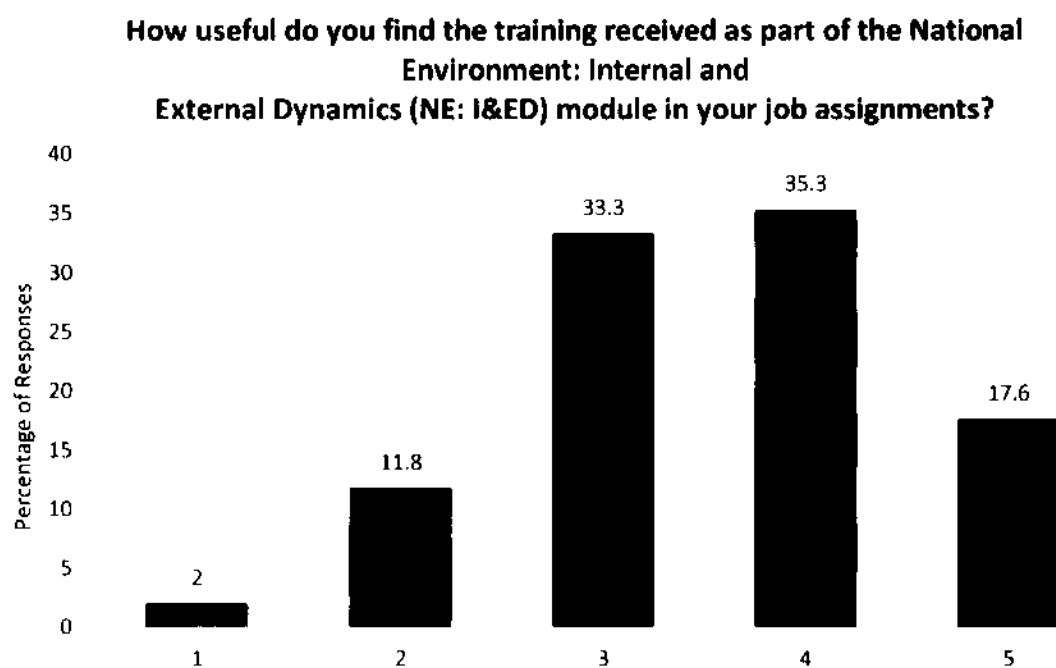
- Inviting more relevant lecturers from other countries via video conference.
- Structuring the module more in line with current affairs.
- Better qualified guest speakers should be invited to understand economic crises.
- Encouragement of critical thinking.
- The SMC core faculty needs to diversify and must be engaged at will on attractive terms rather than as a last resort posting.
- Discussions moderated by technical resource persons should be in smaller groups to improve the quality of the debate.

A small portion of respondents also suggest more specialized training at the SMC level. For example, all revenue collection agencies like FBR, Excise or other revenue collectors may have one training. Likewise, the officers of Audit and Accounts type departments may be assembled in one course. The officers dealing with enforcement of law or regulatory regime may be passed in one training cadre. Moreover, mandatory Training should harness new technologies for efficiency and effectiveness by deepening e-governance with a focus on leveraging Information and Communication Technology (ICT). Simulation exercises owing to PPRA, Financial Rules and Rules of Business should be extensively focused. The success stories, critical analysis of scams, expert advice about indicators and possible best practices to avoid recurrence and practical exercises through concerned experts may be considered for priority projection instead of mundane class lectures.

The module wise results from the objective questions are provided below:

***National Environment: Internal & External Dynamics***

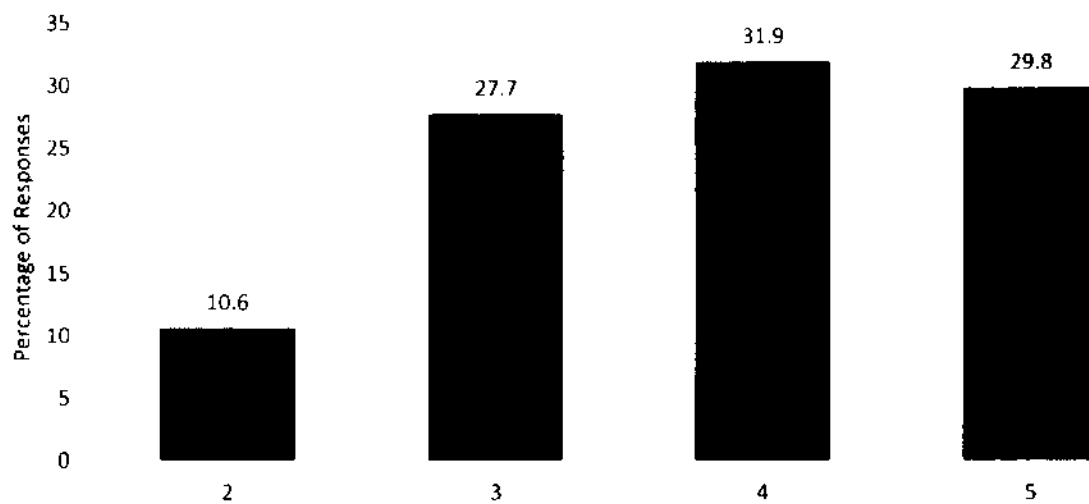
About 53% respondents found the module most useful, however, alarmingly 33% had a neutral view about the module (see figure below). Additionally, 13.8% reported the module had very little relevance to their actual work assignments, with an additional 33% providing a neutral view. Overall less than 50% (precisely 17.6%) find the module highly relevant or strongly useful for their purpose.



### ***Diversity of Pakistani State & Society: It's Impact on Administration and Service Delivery***

The response for this module is similar to the one above with 61.7% respondents feeling that the module is useful, 27.7% being in between and 10.6% struggling to find much relevance to their work assignment and roles.

**How useful do you find the training received as part of the Diversity of Pakistani State & Society: It's Impact on Administration and Service Delivery (DPS&S-IA&SD) module in your job assignments?**

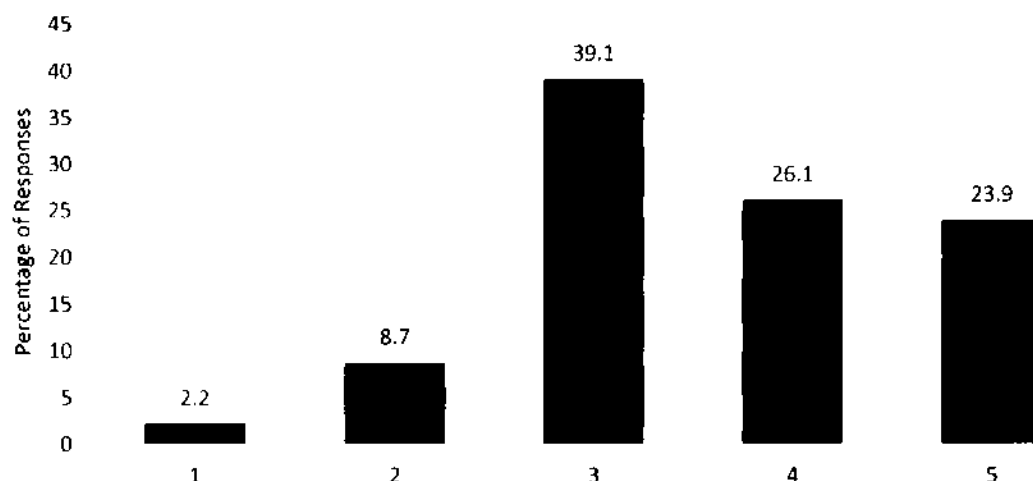


The main weaknesses in this module included limited time spent on the module, lack of qualified supervisors, limited reading material, and moreover, relevance to practical aspects of work was also low. The main suggestions for improvement include increasing relevance and quality of supervisors at SMC level (this may be specific to NIMs).

### ***Impact of Diversity and Evolution of Pakistani Society on Administration and Service Delivery***

Half (i.e. 50%) of the respondents found the course module to be relevant to their everyday work environment, while just 10.9% found it extremely irrelevant. 39% had a neutral view on the usefulness of the module for relevance and applicability.

**How useful do you find the training received as part of the Impact  
of Diversity and Evolution  
of Pakistani Society on Administration and Service Delivery  
(ID&EPSA&SD) module in your job assignments?**



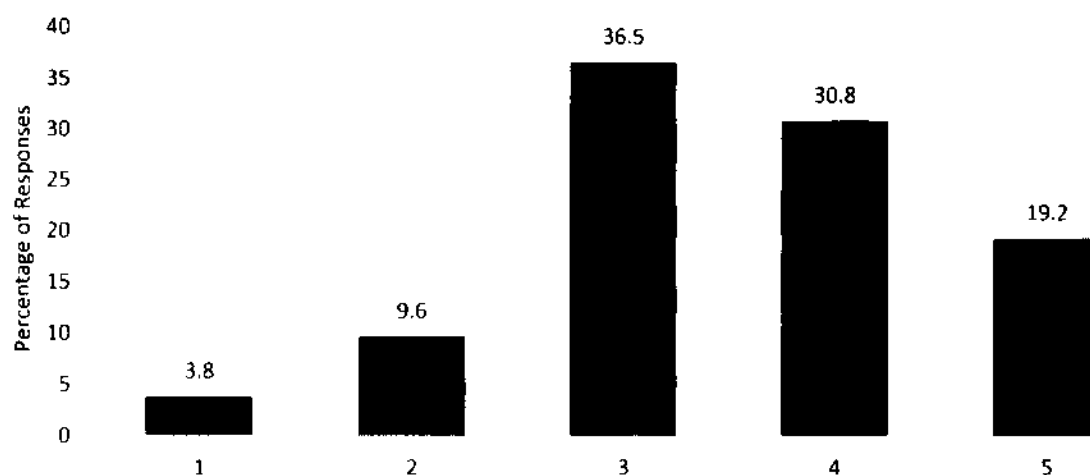
Respondents found the module to lack in diversity, especially coverage on areas such as Balochistan, South Punjab and Northern Sindh. A lot of the material covered was superficial and did not include examples of actual failures. The module may include discussion on how to change the colonial mindset in civil service and to bridge the gap between citizens and the civil servants. This may require material on change management and mindset change. There is need to improve relevance of instructors and resource persons on the course and they must be invited from diverse backgrounds. More time should be scheduled for panel discussions instead of monotone lectures.

***Economic & Financial Management at Operational Level***

Similar to previous responses, 50% find the material covered in the module relevant for their work assignments. As many as 36.5% have a neutral view and 13.4% find little relevance for the course covered under the module. Those who found the module less useful stated there was excessive emphasis on micro and macro-economics and less on actual public financial management. Individuals who have not worked in public finance before struggle with these concepts and there is not enough time dedicated to training on this subject. The amount of tutorial time needs to be increased and more practical exercises conducted. Areas of e-governance and ICT tools for financial management may be emphasized more.



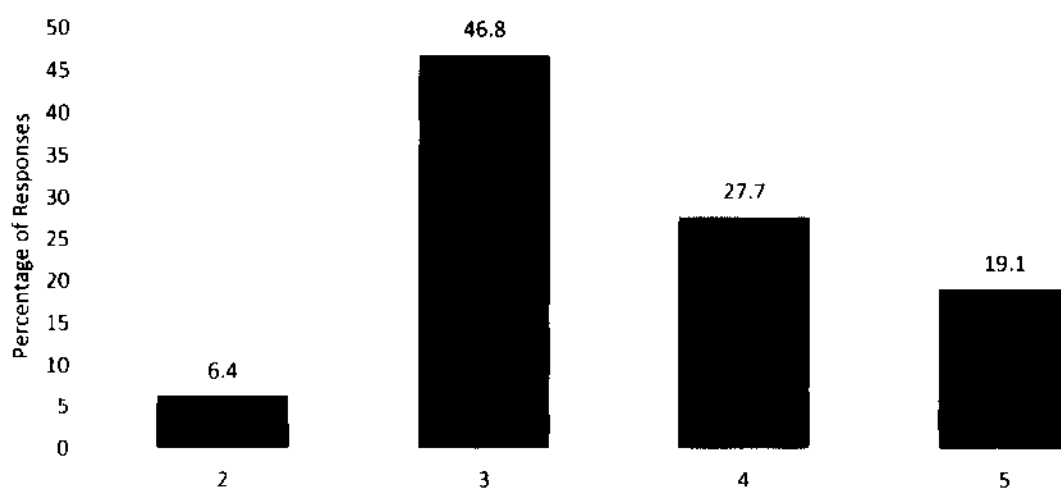
**How useful do you find the training received as part of the Economic and Financial Management at Operational Level (E&FM OL) module in your job assignments?**



***Issues of Operation Effectiveness within Governance Framework***

Close to 50% (precisely, about 47%) respondents found the module strongly relevant, while 46.8% had a neutral view, with 6.4% finding it irrelevant.

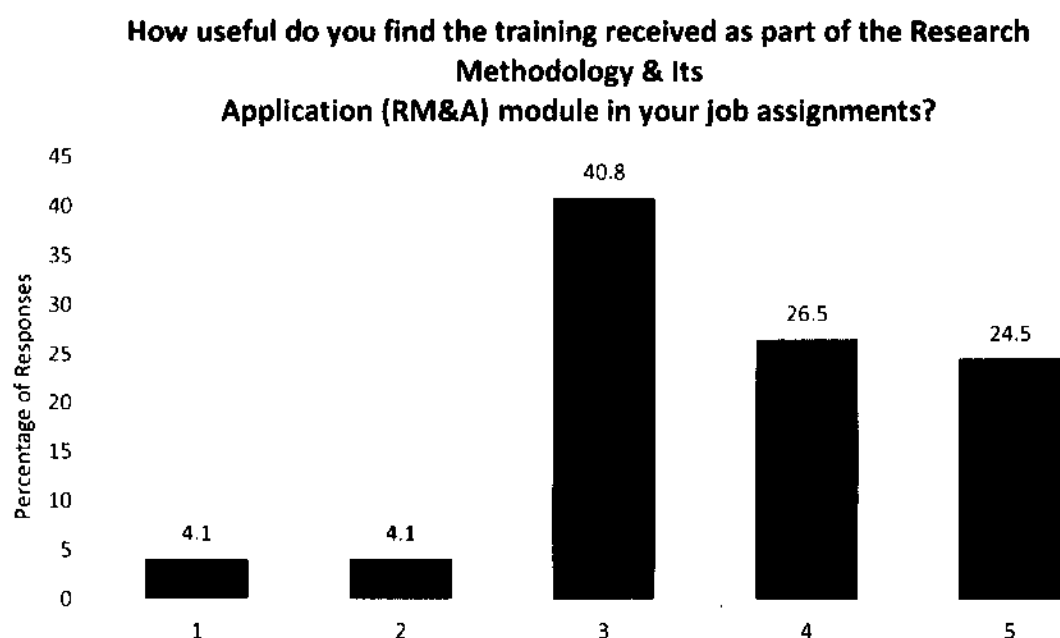
**How useful do you find the training received as part of the Issues of Operational Effectiveness within Governance Framework (IOE &GF) module in your job assignments?**



The module may include strategies for practical implementation of good governance in the field. The trainees enjoy the discussions and insights; however, little emphasis is placed on change of mindsets so the officers can start to make an actual difference in their roles and responsibilities. The coverage of relevant international examples for both successes and failures need to be enhanced.

### ***Research Methodology and Its Application***

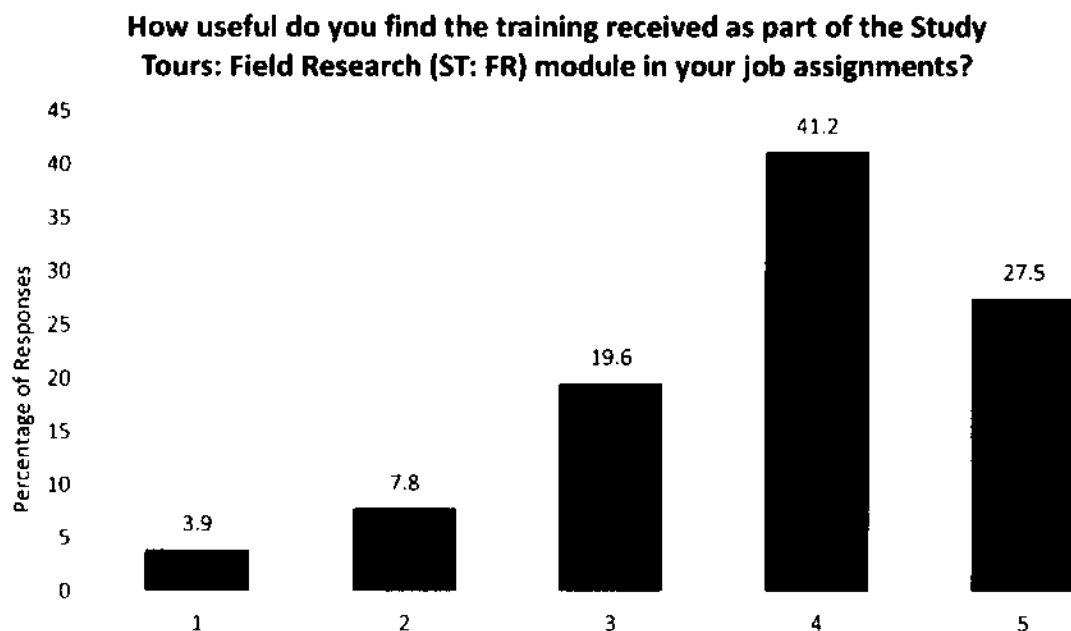
Mostly respondents find the module relevant (51%) or at best have a neutral opinion about it (40.8%). The main issues highlighted for this module is inadequate qualification and training of supervisors. Many found supervisors were not appropriately qualified. There is a need for more specialized training of supervisors, or a collaboration with a good university or research centre to provide such trainings, guidance and help carry out assessments. Supervision may also be tightened as most trainees outsource their research papers.



### ***Study Tours: Field Research***

Field research is the most popular module with almost 70% respondents finding it useful for their work assignments. Most respondents found the study tours useful and a good learning experience. The suggestions mostly involved improving management of study tours, especially meeting the relevant people in the field and its duration. It was also pointed out that the field study group size needs to be smaller, not more than 6 to 7 participants. The management can be improved by pre-preparation at the field point and ensuring relevant material is shared with participants much in

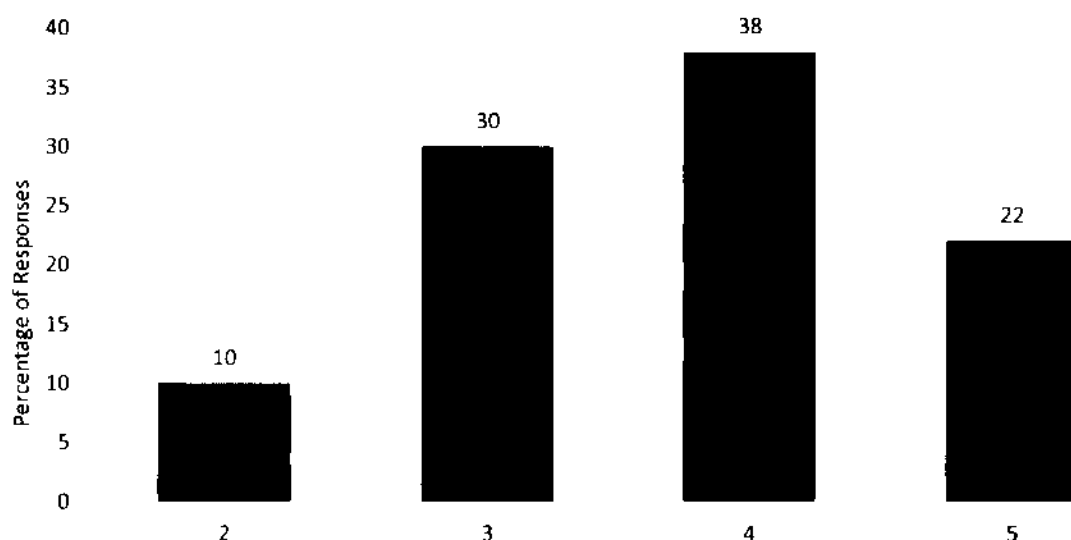
advance for a more informed discussion. Moreover, citizen level engagement also needs to be managed.



#### ***Information Technology Programme***

With modern workspaces, all find IT to be an integral part of the training, however, for the current module about a third of the respondents have a neutral view. The key challenge highlighted was diversity in the background of officers attending the trainings. Some are at more advanced stage and some at basic level. This makes module exciting and learning for some and irrelevant for others. A way to improve this is to include a minimum level of mandatory training by officers before they join SMC. These can be easily provided by private sector training institutes or public sector universities financed through department budgets.

**How useful do you find the training received as part of the Information Technology Program (ITP) module in your job assignments?**



**Perceptions About Faculty**

The overall perception about faculty is fairly positive. Over 90% respondents reported faculty was punctual and about 80% (precisely 78.4%) reported hardly any last-minute cancellations. Any cancellations were a result of outside resource person dropping out at the last minute. About three-fourths of the respondents felt that faculty was mostly well prepared, with 22% having a neutral and 6% having a negative perception. All faculty used PowerPoint slides and multimedia for delivering lectures and conducting discussions. Whereas these are quite useful, there is a need to improve the use of more digital and ICT based techniques such as live quizzes and questions. Majority (86%) of the instructors provide soft copies of the slides and materials useful as a guide for the lectures. Class participation is usually encouraged, however, can sometimes lag if number of participants are large. Some 16% respondents' state that faculty never states the objectives and learning outcomes of the lecture.

Almost 76% respondents feel that faculty members are available to discuss issues post the lecture. The opinion is only different for NIM Karachi, where, 80% feel that faculty is not available to respond to any queries after delivering the lecture. The faculty is well trained in conducting and mediating discussion and are able to handle difference of opinion well in debates and arguments. Around 69% respondents feel it is important to invite senior public sector officers to share their experiences, however, 82% feel private sector engagement is also essential. In the current cohort, the lecturers from public sector are much better than those invited from the private sector. In NIMs Peshawar the quality of private sector was ranked lowest and next was Karachi with only 15% and 19% respondents respectively finding private sector resource persons more relevant and effective. 94%

reported that current serving officers are most useful as they bring in topics of current issues and can converse at an appropriate level. The bureaucracy that is engaged to deliver lectures is also at the right level of seniority and experience. Overall, the participants are satisfied with the mix of the public sector and private sector resource persons engaged.

### **Research & Learning Activities**

More than half (51%) respondents found field visits relevant to their job description, while only 15.7% stated field visits were irrelevant. A high number of respondents (33%) were indifferent to field visits. This suggests that trainees are keen to attend those field visits that are more relevant to their cadre and service area. There is an argument of diversity as well, however, as the duration of the field visit is short, it may not seem useful for people with no prior experience in that area. Just under 65% feel that field work supports knowledge gains required as civil servants, while 14% disagree. About 45% state they use learnings from field visits at their place of work. This indicates a need to improve relevance of the overall field work.

The response about usefulness of class lectures is more balanced with almost 60% respondents falling in the category of finding them somewhat useful to neutral. Majority reported that the institute did not support in connecting them with outside research and academic institutions. The responses from NIM Karachi were strong. This appears more like an issue of perception and understanding and if such an activity is available, awareness about it is low in terms of benefitting from it. Over 95% respondents prefer a committee grading system rather than allocation of grades by an individual.

The question on availability of data resource unit across all NIMs got a mixed response. Not all participants were aware of the existence of such facilities. A large number of respondents (86%) found the new case study method extremely beneficial as it promoted cross-learning between different cadres from varying experiences. The case study methodology and examples of case studies can be enhanced for a greater coverage of issues. Some 72% respondents feel a need to increase training time spent on developing data analysis skills. However, there is a tendency of ease towards academic lecturing and academic content often overshadows practical and action-based knowledge content. Participants reported that training on PPRA, stress management, media handling, governance issues and practical cases were the key important features of the course.

### **Feedback on Activities**

The respondents (almost 75%) feel there is a tendency for academics to dominate the training program, however, this is balanced out by appropriate amount of group activities. Moreover, respondents feel that quality of the content across all the activities is most important. 80% of the respondents feel that the in-service training should accumulate towards award of a degree. This perception suggests a difference of opinion as most respondents feel an overemphasis on academics but later on feel these trainings should converge into an academic degree. This is possible but the practical aspects in this case will have to follow a certain theoretical framework.

86% feel that promotion is a big enough incentive for officers to train but this turns it into a routine compulsion as well. Other incentives to get trainings can include a resulting professional degree and an increment in remuneration.

About one fourth of the respondents feel they are unlikely to take the SMC training if it is not required for their promotion, 53% feel they would still do it regardless and 23.5% are indifferent about it. The cross-cadre nature of the training, though makes the course design difficult, has significant networking advantage and over 88% respondents value the networking opportunities. Usefulness of the training for performance at work has a split opinion where 55% felt training was useful for their next posting. However, the postings are not merit-based. If they were then it would be a strong incentive for officers to perform well in these trainings. As many as 57% feel that weightage of training grade should play a significant role in postings and transfers and the system should be transparent and well-guarded from political expediency. Respondents state that trainings help in their overall grooming and public speaking, presentation skills and confidence level. The environment of the training is generally adaptable and offers similar opportunities for participants from all backgrounds.

The respondents highlighted some key changes they feel should be brought to the course design to increase its value for work in practice:

- Include a module on large data science and AI and its link with modern policy making.
- Management of resources and conducting value for money analysis
- Field trips to be better planned and aligned to the divers needs of the group
- Foreign visits should be included at the SMC level as well
- A stronger focus on laws, regulation and how they are implemented de facto
- Increase in the number of practical cases and exercises relevant to current issues
- There should be a greater focus on economics, data analysis, IT skills and the grading system should be more logical and transparent
- Focus on media handling and how to deal with press

## **In-service Training: National Management Course (NMC)**

### **Perception based survey – Key findings**

The National Management Course (NMC) is the final tier of training mandatory for promotion from Grade 20 to 21. The course is held bi-annually at the National School of Public Policy (NSPP) in Lahore under the National Management Wing with a duration between 16 and 20 weeks. The course covers a wide variety of topics including issues of modern policymaking and methodologies and processes of public policy formulation and conducts exercises aimed at enhancing the ability

to think strategically. It is also aimed at enriching an understanding of the geo-political and geo-economic trends in a global economy. It covers areas of foreign policy and major international issues and their impact on Pakistan.

### Attributes of Respondents

The NMC survey was filled in by respondents of the 107<sup>th</sup>, 108<sup>th</sup> and 109<sup>th</sup> batch. The cadre representation of the respondents was fairly balanced, with smaller representation from postal, police, foreign service and military land & cantonment (see figure 1 below). However, in terms of gender 90 percent of the respondents were males. The mean years of association with public sector for the respondents was 28 years, with least experience quoted as 22 years and most as 33 years. In terms of income, majority of the respondents were in a similar bracket.

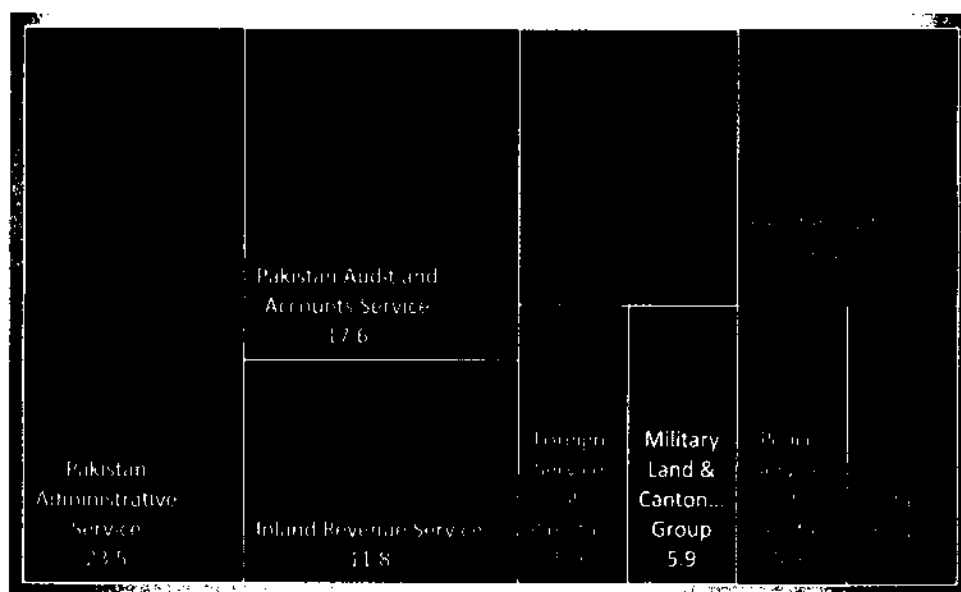


Figure 1: Representation of Service Groups

### Training Facilities

In terms of facilities more than 75 percent of the respondents found the IT and library facilities to be good or very good. Roughly 65 percent found other facilities such as sports, cafeteria and hostels to be of good quality. However, 57 percent complained about slow internet, 21 percent complained about old computers and there was a general consensus that the material in library needs to be updated and better technology should be deployed to use library and research resources. The ICT training is rudimentary and covers basics such as Excel and Power point skills. However, the general view was that many officers already know how to use these basic tools. Instead, there needs to be emphasis on management information systems and how to digitize work and make paperless offices. 81 percent of the respondents confirmed that library had access to academic journals,

however, only 55 percent stated that e-book readers were available. This is general concern also highlighted in the SMC perception as it suggests that not all trainees are aware of the facilities available at the premises. Overall, the trainees suggested that whereas library services are useful and easy to access, some modernization and upgradation of the books and journals and learning/reading material is required.

- It is suggested that a more comprehensive induction is provided to course attendees at the start of the course about the entire set of facilities available at the campus.
- Moreover, there has to be a consistent upgradation of library resources and NSPP headquarter should conduct a periodic audit of libraries in all campuses to ensure equality of resources at all campuses across the board.

### **Structure and Schedule of the Course**

Sixty-five percent of the respondents were fully satisfied with the sequencing of the modules in the entire training programme, 15 percent were extremely dissatisfied. The dissatisfaction was primarily due to lesser time for some key activities/modules and lack of linkage between topics, and some 30 percent stating that several assignment deadlines overlapped and created issues. Ninety-one percent feel that there is too much emphasis on punctuality and obedience. Participants usually come to class and finish assignments as it is mandatory. No one speaks in evaluations on the issues they face during training and neither there are opportunities during the course. Some even stated that the attitude of faculty at NSPP is derogatory and that is a key reason why officers do not speak in class, especially if they want to take a different stance. Around 60 percent of the respondents felt that they were provided sufficient time to prepare for training and research activities, however, 32 percent felt the opposite. Some stated that the environment in the classes is found to be stifling and not conducive to actual critical discussion. Some officers found that there exists a pressure to act in a certain way in order to do well in the course, and that is to "join the mainstream".

An observation raised was that NSPP faculty members are not professional teachers/trainers or academics. Civil servants should not run the technical side of the training programme, instead it needs to be designed and implemented by trained academics.

Respondents spent an average of eight hours a day on training activities and over 60 percent claimed that they had to work on weekends to complete tasks and assignments related to the training. Over 55 percent of the respondents feel that the total duration of the course should be 16-18 weeks. Some 50 percent felt that certain components of the course may be dropped without compromising the overall quality. Specifically, respondents pointed out lot of overlaps with SMC modules and suggested that a thorough exercise should be conducted to avoid any repetition from SMC. Some also experienced SMC to be much tougher than NMC, finding NMC very light touch and suggested a more balance between the two. Some felt that the training needs to be more academic and should promote a habit of critical thinking and inquiry among officers.

All respondents felt that it was critical to build institutional collaborations between relevant public and private sector organizations as this would greatly improve the quality and the depth of the course. Some respondents were of the opinion that, officers placed at NSPP as instructors are



mostly those who are at the twilight of their career or have taken the position temporarily and are waiting for better, more prominent positions. The collaborations will help define standards for instructors and teaching staff that will be followed, thus, improving the quality, especially if made with universities (85 percent supported the idea). 43 percent of the respondents saw value in introducing cadre specific modules in the training, while 47 percent felt that more emphasis was required on stress and time management. A main conclusion to be drawn from the perception survey findings is that:

- There needs to minimum qualification and experience level defined for appointing instructors and teaching staff. This will certainly improve the quality of the teaching and content covered.
- Moreover, a deeper exercise needs to be conducted to avoid any overlaps and duplications between SMC and NMC. This problem can be resolved by addressing the above point as well.
- Collaborations with universities, external institutions and external academics is very important. NSPP may notify an academic advisory board comprising academics specializing in different fields and these can set up the course standards, content, depth, and teaching and pedagogy requirements.

#### **Module Specific Feedback**

*Statecraft and Public Policy:* Overall 48 percent of the respondents found the modules useful and the sentiments were the same for both sub-components. However, some said that practical / real life examples should be more diverse and the outcomes must be discussed on the merit of an intervention being successful or not. There is a tendency to show that everything was successful and the stance taken is very pro-government. This is a critical reason why training system should have more autonomy.

*Socio-Cultural Dynamics of Pakistan:* The rating for this module is stronger with 67 percent respondents claiming it be useful.

*Study of Economics and Finance for Socio-Economic Development and Political Stability:* This is the most popular module with 75 percent respondents finding it useful.

*Governance, Strategic Management and Leadership:* Although this is key module at NMC level, 57 percent of the respondents stated they found it useful, 24 percent had a neutral opinion and 19 percent did not find it useful. A major reason here was the nature of examples covered which were too general and did not link with cadre specific governance or policy issues.

Some key suggestions made for improving the above four (4) modules include:

- Guest speakers in module 3 should be invited exported/importer association, farmer associations, industry specific associations and this would bring a significant information of current economic issues and challenges and how they impact the private sector.
- There is a need to create a better mix of economists coming in, increased exposure to economists doing more action research than theoretical research should be invited.

- Officers, especially those who do not have a wider exposure should be sent to key line departments and ministries to conduct interviews and engage at front end of policy implementation and its issues.
- Focus on analytical skills should be enhanced, especially with respect to analysing and studying socio-economic policies.

**Research Methodology and Research:** Only 43 percent of the respondents found this module useful in enhancing their understanding and capabilities of doing research. A key weakness in this module is the lack of experience of instructing staff on modern research techniques and methodologies. Moreover, public sector research is more action oriented, it not involves understanding credible evidence and data, but also how particle policies and interventions can be designed and implemented on the basis on this evidence. The focus on understanding results and using monitoring and evaluation for learning must be emphasized significantly.

**Study Tour:** 70 percent of the respondents found study tour to be extremely useful, however, some remarked as follows:

- Foreign tours are not very useful since participants do not get much time to discuss with their foreign counterparts. It is just a check box and learning is low. It may be considered to limit tours to SAARC countries only to save costs but extend the duration slightly.
- In the inland tour, ministries relevant to hot topics such as climate change and environment are not visited. Moreover, those who have served in a particular city should not be sent to that city as part of the tour as they are already well aware of the dynamics.

**Computer Literacy and IT Based Solutions for Effective Governance:** 48 percent found this useful, the remaining remarked that coverage is too basic and focus should tilt more towards understanding various service delivery technology platform, innovations and how to use technology in main frame service delivery.

Some key points highlighted by the respondents include:

- Several parts of the course content are irrelevant to practical application. Key issues that are relevant to Pakistan's current situation are not discussed in training. Issues such as those relevant to Baluchistan are never discussed.
- There is an overarching consensus to make training more relevant to officers' field of work. For example, the RPO of Sheikhpura said that none of what he learnt was relevant to policework and the police needs its own specialized training. In the current scenario, the only training that is given in the police is in the academy and before coming DPO.
- Importance on case study content and discussion on its structure and rationale is low. Instead focus is on style of presentation.
- The course should be less theoretical. Comparisons must be drawn with other countries and need to learn from them. There should be cross learning.
- Analysis paper is narrowly focused and officers are required to think within the frame provided by instructors, out of box analysis is not encouraged.

- Field visits should have some group wise relevance. For example, there was nothing relevant for the postal group.
- Officers should also, potentially, be made to go to places such as government hospitals and kacheris so that they see how the rest of society lives; currently they are too cut off from the rest of society. The 'public' need to be the priority of civil servants so a ground level exposure is important.

### **Feedback on Faculty**

General perception about the punctuality, preparation, availability pre and post lectures and ability to engage officers in discussions and handling conflicting opinions is fairly strong. The respondents feel that a good mix of public and private sector resource persons is important to extract optimal results. However, some claimed very strongly as depicted above that the quality, relevance and experience of full-time instructing staff needs to improve. The practice of posting officers and allocating them teaching responsibility is a sub-optimal solution and they can never bring in the quality of a professional academic or trained instructor. Also, it was highlighted that same economists have been lecturing on same issues for several years, there is a need to induct new fresh blood and more innovative economists and researchers.

### **Research and Learning Activities**

Close to 50 percent of the respondents stated that they found field visits relevant to their job and that it facilitated their knowledge as civil servants, however, almost 68 percent had a negative or at best a neutral response to having practically used the information learnt during field visits. The general perception about class lectures is that they are too general and moreover, the institutes played no part in supporting officers to link up outside research and academic institutions – any outreach was done using personal contacts. Most respondents are happy with committee grading. However, it was remarked that the course assessments should be conveyed to the participants, so that improvements can be made.

The knowledge about data centre services was not common, as 66 percent stated that there were data services available. The case study is very welcome addition and has been appreciated by majority of the respondents. Although, most participants feel comfortable with data handling, they remark that a lot more emphasis is required. Simulation exercises and specialized domain trainings are appreciated strongly. In terms of mode of trainings, panel discussions, case studies and foreign tours were found to be most useful. However, 50 percent of the respondents feel that during foreign tours they were not able to observe implemented projects that were directly relevant to their job. Only 45 percent admitted to using knowledge gained via foreign tours in their actual roles. Key elements to focus from the findings include:

- Case studies are a good way to engage cross-sector expertise, however, the number of relevant case studies needs to be built, and conducted by suitably trained instructors.
- The foreign tours are more useful than in-land tours, however, the observation time and relevance of initiatives covered in the tour should be improved.

### **Activity Mix**

62 percent respondents feel that the general academic lectures dominate the training and presentation style and quality of English are rewarded better assessments than content in many cases. 75 percent respondents feel that their research outputs should be reviewed more thoroughly and then considered for publication and should be shared across the board to benefit from the findings. 52 percent found the course to be up to date with changing local and global practices, while others thought there was a lag.

### **Motivation and Social Activities**

75 percent of the respondents support the idea of integrating in-service training to a degree awarding programme. Moreover, while 81 percent of the respondents agreed that linking training with promotion was the main motivation, many remarked that this is the only motivation and majority officers are not interested in learning. Additionally, 65 percent respondents stated that they would attend this course even if it was not linked with promotion as they really value the networking opportunities presented. 65 percent found the training useful in their work, while 90 percent feel that merit-based posting will significantly improve the seriousness of officers in getting the training. Mostly respondents found the training environment suited well for the purpose.

Summary Feedback

Figure 2 provides average score out of 100 for each of the aspect covered for the training. The course adds overall knowledge as a civil servant with a success of 79 percent. The relevance to job aspect is the weakest.

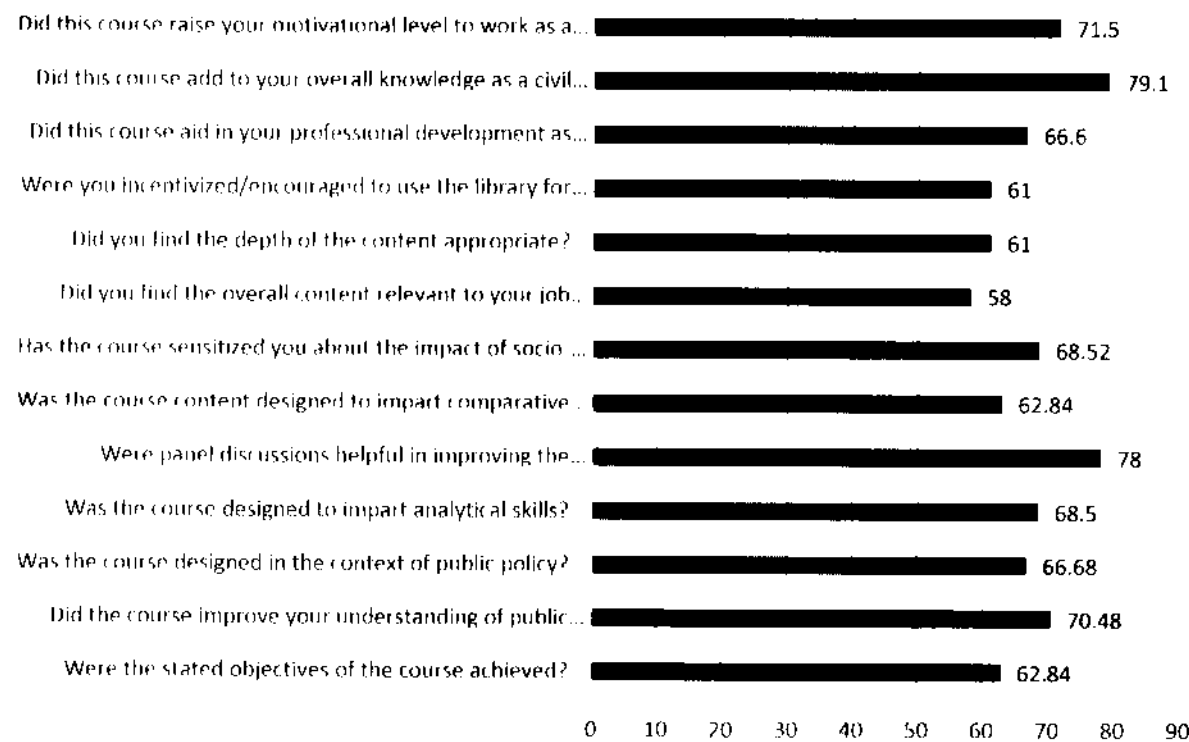


Figure 2

## Annexure 4: Organizational Assessment Report

### Introduction

A key part of the Training Needs Assessment (TNA) exercise is an Organizational Assessment of key training institutes that are the main suppliers of trainings received by civil servants. These include:

1. National School of Public Policy (NSPP), Lahore
2. Civil Service Academy (CSA), Lahore
3. National Institute of Management (NIM), Islamabad
4. NIM, Quetta
5. NIM, Peshawar
6. NIM, Karachi

Institute Name	Trainings offered	City	Frequency in a Year
NSPP	National Management Course (NMC) Senior Management Course (SMC)	Lahore	Twice a year
CSA	Common Training Program (CTP) Specialized Training Program (STP)	Lahore	Once a year
NIM Islamabad	SMC Mid-Career Management Course (MCMC)	Islamabad	Once a year
NIM Lahore	MCMC	Lahore	Twice a year
NIM Quetta	MCMC	Quetta	Twice a year
NIM Peshawar	SMC, MCMC	Peshawar	Twice a year
NIM Karachi	SMC, MCMC	Karachi	Twice a year

The organizational structure of NSPP and its constituent units can be seen in Figure 1.

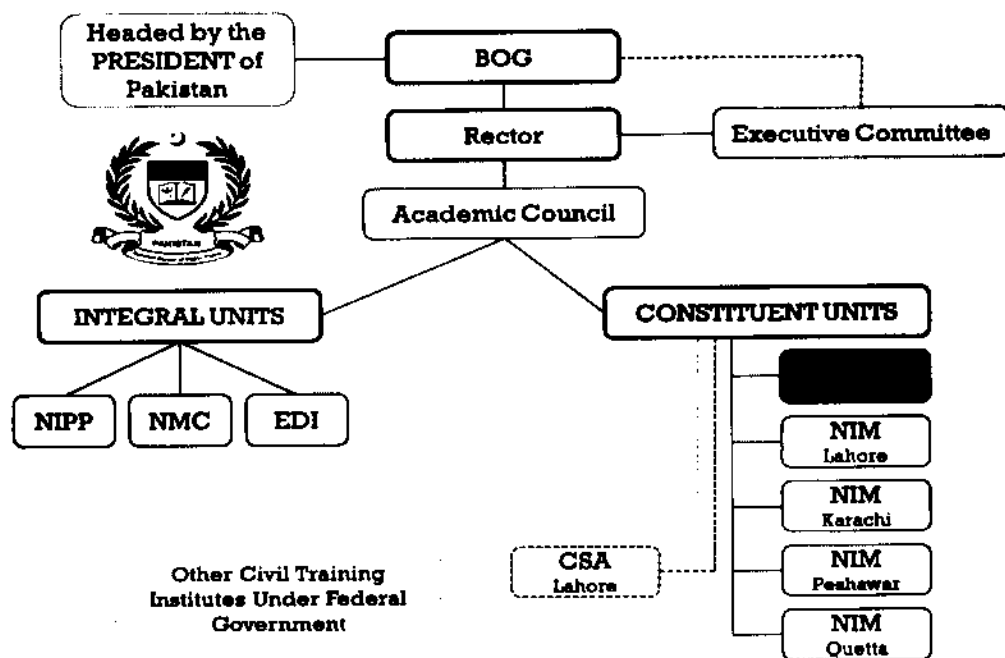


Figure 3 Organizational Structure

An analysis of successful international models and best practices reveals that a wide variety of factors have to be taken into account, and managed well, in order to deliver gainful training to civil servants and future office holders. As elaborated in Figure 2, these factors include, among others, the relevance of the course content, commitment of training staff, monitoring and evaluation mechanisms, and adequacy of funds.

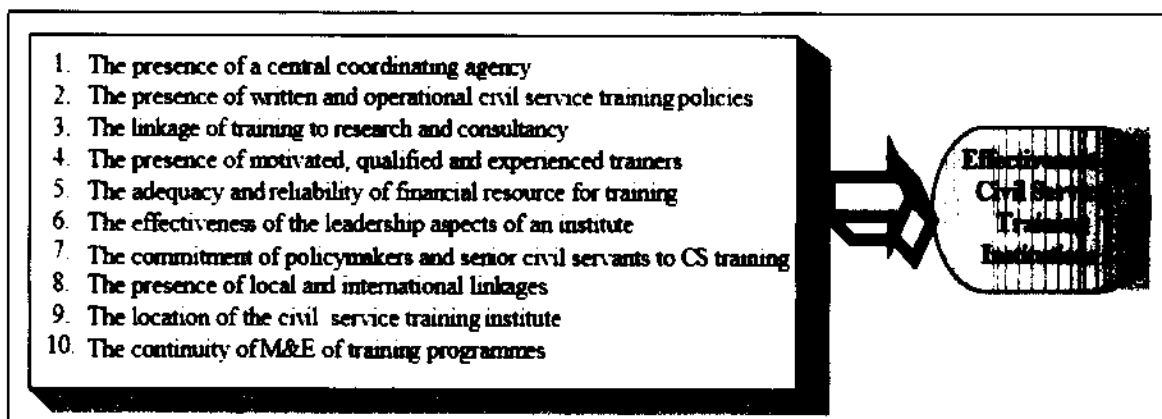


Figure 4. Factors affecting civil service training institutions<sup>50</sup>

**Purpose of Assessment:** *What are the main challenges of these training institutes in promoting civil service learning and developing the right skills for meeting citizens' expectations? How do these training institutes ensure responsiveness to government priorities in their learning programs? What are the training institutes' capacities, management models and innovative methods to enable civil service learning?*

It is important to assess the effectiveness of the institutional structures and processes in place that deliver a diverse set of trainings to an equally diverse and a significantly large number of civil servants. After all it is more important to focus not on how many civil servants the system currently trains, but on how they are trained, and eventually utilized.

### Process of Assessment

This report is based on in-depth interviews with the senior most management of key training institutes mentioned in the section above (NSPP, CSA and the five NIMS). Guided by the theoretical framework laid out in the inception report (Annex 1), and by taking into account ground realities of Pakistan, we prepared a set of interview questions for the providers of training-related services. In order to target the interviews on the most important issues affecting training institutes, we identified relevant concepts from a review of literature and international best practices to be used as benchmarks throughout the assessment, while at the same time contextualizing these issues based on our preliminary

<sup>50</sup> Source:

[https://www.researchgate.net/publication/249921609\\_Managing\\_civil\\_service\\_training\\_institutions\\_What\\_lessons\\_can\\_countries\\_learn\\_from\\_Singapore](https://www.researchgate.net/publication/249921609_Managing_civil_service_training_institutions_What_lessons_can_countries_learn_from_Singapore)



analysis during the inception phase, and subsequently while conducting the perception survey.

The relevant information from these institutes was gathered through a multi-stage process. At first a structured survey along with a check list of documents we would be needing (Annex 2) was mailed to the focal persons for each of the training institutes. Subsequently, after providing them time to gather the relevant information and also reflect on the questions in the survey, interviews/meetings were scheduled with the relevant official. The schedule of meetings along with details of officials met is in Annex 3.

The interview questions did not limit the responses of the officials. They expressed and provided additional insights. Other essential issues were raised during the interviews. We took notes from their responses during the interviews as much as possible.

The visits provided a chance to fill in the gaps in the questionnaire, to capture information/opinions that were not addressed in the survey, and allowed the team to corroborate the responses by physically inspecting the institute, its maintenance, and its facilities.

Additionally, a thorough review of relevant documents of the concerned organizations was conducted to enrich the interview data. Based on all the above information collected at multiple levels, short notes were written on each of the institutes. These notes capture the main gist of the assessment and additional information not captured through the surveys. The detailed responses were recorded in the survey, which is annexed for each of the institutes (Annex 4).

### **Structure of the survey**

Informed by the framework of analysis developed, an *Institutional Assessment Questionnaire* was prepared and sent to all training institutes to gather feedback and details on the key inquiries mentioned above. The primary objective of the questionnaire was to collect supporting data on issues such as finances, as well as to get feedback on issues that the institutes themselves perceived as important.

In order to extract as much information as possible, and to develop a holistic picture of the current training architecture, the questions in the survey were centered around seven broad thematic areas: background institutional information, their organizational structure, budget position, infrastructure of the institutes, structure of the trainings, institutional policies, and a historical perspective of the institute.

Subsequent in-person interviews with senior management at the training institutes also followed the pattern established by the surveys.

## **Framework of analysis**

### **Key aspects**

The key aspects that were focused on by our framework of analysis are described below.

1. **Understanding the division of responsibility for training policies and their implementation:** The development of training policies is in principle assigned to government bodies in charge of public service and personnel policies. In the case of Pakistan this is the Establishment Division, along with the federal public service commission. In practice, however, several other players also influence training policies which are the training institutions. Thus, it is important to look at the legal structures and the involvement of training institutions in overall policymaking. The degree of autonomy can impact decision-making, revisions in course contents and creation of new delivery arrangements. The organization assessment explored provision and management of civil service training as a cross-cutting element.
2. **Determining the right mix of trainers and the presence of motivated, qualified and experienced trainers:** International examples suggest that training institutes offering in-service trainings employ a mix of full-time staff and a resource pool of practitioners. The ratio of the mix is usually in favor of the practitioners as they are able to bring in real life examples and out-of-textbook cases. However, evidence suggest that where institutions do not invest adequately on this resource the impact may be sub-optimal primarily as these individuals are not training well on training and delivery pedagogy. Having access to good content does not automatically translate into better training delivery. Thus, a comprehensive analysis is required on the practices employed by NSPP and related institutions on staff and trainers.
3. **Appropriate funding mechanism and the adequacy and reliability of financial resource for training:** A review of international examples show that training is commonly funded in two ways:
  - a) Training funds can be decentralized, i.e. they are allocated to the budget of the employing institution managing the funds for providing training to its staff and 'pays' the training institution executing the training; OR
  - b) Training funds can be centralized, i.e. they are allocated to the civil service commission or to training institutions. This training is carried out free of charge for the employing institution.

Both funding systems need monitoring and control to ensure training objectives are met. In case of NSPP, it is the second approach that is followed and funds are allocated centrally. However, the split of these funds, financing gaps and monitoring protocols are important determinants of efficient spending and assessed.

## Key Inquiries

Based on the above broad parameters to perform the institutional assessment, key persons from the NSPP, CSA, and NIMs were interviewed. The focus of the interviews and the assessment survey were on the following areas:

1. **Core Function:** The assigned mandate of the organization in terms of focus, scope and depth and the trainings imparted during the last three years to help identify some neglected areas and potential to develop/ modify existing courses in line with the relevant institution's objective.
2. **Planning:** The interview questions delved into the program planning aspect to help identify or assign an off-season where the administration could just focus on planning future courses and programs both in the short term and the long term and link it with financial efficiency.
3. **Faculty:** The distribution of training courses between permanent and visiting faculty and the difference in their impact on student learning and discipline.
4. **Training Resources:** The material resources needed to improve the quality of the courses. This included trainee requirement of IT, sports, library books availability.
5. **Training Modules and Assessment:** The focus was on relevancy of training material, possibility of duplication (for example between CTP and STP) and adequacy of the assessment instruments.
6. **Administrative Autonomy:** The level of autonomy enjoyed by the institution in terms of planning its activities; field trips, course module adjustments etc. This component also explored the authority that institute's administration has over trainees to ensure discipline etc.
7. **Financial Matters:** The availability of adequate training resources is contingent upon timely budget availability. Often institutes face financial crunch and are constrained in terms of inviting quality faculty, or funding activities of the officers.
8. **Skill Component:** This part focused on the skill development of the trainees keeping in consideration the department's requirement and training imparted. The focus of interviews was in finding out if the training was designed to meet the possible responsibilities likely to be assigned to the officer before he/she gets to the next level training.
9. **Public Private Partnership:** As public and private sector need to work in close harmony for a growing economy, the interviews tried to find out if both government and private institutes can accommodate trainings from each other.

## Key Findings

In addition to systemic issues that affected the entire training structure, the institutional assessment highlighted additional issues that were localized to those particular training institutes. Some of the major findings are discussed below.

### 1. Duration of the course

There are two main schools of thought regarding the duration of training courses. Some would prefer to see shorter courses, while others, such as NSPP, argue that courses cannot be made any shorter. One argument that is put forward in support of the first school of thought is that officers cannot be away from their work for prolonged periods of time and value-addition at senior levels is limited, so it would be best to reduce the duration of the course. On the other hand, the argument made by NSPP is that since training evaluations carry a lot of weight in future postings, they needed time to properly evaluate performance.

### 2. Difficulty in finding the right faculty

Poor faculty/human resources affected nearly all training institutes. No institute had a full faculty/staff complement. The reasons for this were varied. Firstly, there was a problem of a lack of incentives. Teaching positions at the training institutes weren't perceived to be lucrative or prestigious enough and very few civil servants chose to take them up. This resulted in the second problem which was an over-reliance on visiting faculty. However, here too the training institutes were constrained by the availability of funds, and couldn't afford to provide same quality of training in all institutes.

### 3. Teaching a diverse group with diverse needs, capacities and expectations

The diversity of the trainees also posed problems while designing courses. For example, given the differences in the background of cadre and ex-cadre officers, it was difficult to design a course that engaged all trainees equally. This was also true for other factors such as the differences in age and experience, particularly in the CSA.

### 4. Bureaucratic hurdles to improving infrastructure

The lack of autonomy of the training institutes was highlighted as a key constraint as nearly all decisions, including the size of the budget, were made by the Establishment Division. Other bureaucratic hurdles such as the PPRA rules also meant that many infrastructure improvements were delayed.

### 5. Budget constraints

As far as the budget was concerned, training institutes such as CSA and NSPP had not control on the size of the budget and could only decide how it would be spent. In the current scenario, most institutes lacked funds to invest in infrastructure upgradation with most of the funds being used up by core activities and salaries. The recent austerity drive had further worsened the budget position with a cut in development funds and foreign study tours.

#### 6. Curriculum review and course design

Training institutes like NSPP and CSA had very little control on course design as well. The bulk of the curriculum was designed by the Establishment Division and NSPP/CSA could only tinker with it, which could seem counter-intuitive.

#### 7. Facilities and infrastructure need upgradation

As a result of the limited funds available with most institutions, excluding NSPP, nearly all institutes suffered from dilapidated infrastructure. Visits to the institutes reinforced this fact with the problem being heightened in Peshawar and Quetta.

#### 8. Partnerships/private sector engagement

There were no significant partnerships between the training institutes and the private sector, especially private sector universities. A major reason given for this was the lack of autonomy of the institutes since everything went through the Establishment Division.

### List of Key Informant Interviews and Institutes

<b>Institution</b>	<b>Interviewees</b>	<b>Date</b>
<b>Civil Service Academy</b>	Zulfiqar Younas – Director Common Training Programme, Ayesha Zareen – Additional Director Training and Coordination	<b>24<sup>th</sup> April 2019</b>
<b>National School of Public Policy</b>	Dr. Shujat Ali – Dean National Management College NMC, Sarah Saeed – Directing Staff, Dr. Jamil Afaqi - Chief Instructor (CI), National Management Wing (NMW)	<b>7<sup>th</sup> May 2019</b>
<b>National Institute of Management Lahore</b>	Abdullah Khan Sumbul – Director General	<b>22<sup>nd</sup> March 2019</b>
<b>National Institute of Management Islamabad</b>	Dr. Faheem Jehangir Khan - Directing Staff, Admin & Finance, Khalida Bashir - Directing Staff, Training and Coordination	<b>1<sup>st</sup> April 2019</b>
<b>National Institute of Management Karachi</b>	Mohsin Chandna – Director General, Samina Intizar, Chief Instructor MCMC	<b>16<sup>th</sup> April 2019</b>
<b>National Institute of Management Peshawar</b>	Mirza Khalid Amin – Chief Instructor	<b>18<sup>th</sup> April 2019</b>

National Institute of Management Quetta	Khawaja Shaukat Hussain – Chief Instructor/Acting Director General, Khalid Lashari – Deputy Director Programmes	15 <sup>th</sup> April 2019
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## Direct Observation Checklist for Institutes

- Classrooms:
  - What teaching aids were there (multimedia, etc.)?
  - What other facilities (quality of classrooms)?
  - Were the number of classrooms enough?
- Library:
  - Library timings
  - Online catalogue
  - Magazine subscriptions (number and type)
  - Journals access
  - Broad range of topics covered by books in the library
  - Process to assist trainees in getting access to articles/journals not available at the library
  - Any collaborations
  - Software used (for managing the library system)
  - Workstations (number of computers, the operating system used, other technical specifications)
  - Staff qualifications and concerns (what training do they receive?)
- IT Lab (if separate from library):
  - Number of computers
  - Operating system used
  - Last update
  - Staff qualifications and concerns
- Sports complex and other sports facilities:
  - What sports facilities are provided (observe courts, gym, etc.)

- Is sports equipment provided?
- Any other sports programs/extra-curricular activities worth discussing

## **Institutional Study Visit Notes**

### **1. Civil Services Academy**

#### **Institutional Information**

The Civil Services Academy (CSA) is the premier training institution responsible for the pre-service training civil servants recruited by the Federal Public Services Commission (FPSC). With the current organizational structure, CSA has two primary responsibilities.

- Firstly, it administers the Common Training Program (CTP) every year to all probationers that clear the Central Superior Services (CSS) examination at its Walton campus in Lahore.
- Secondly, it also has the additional responsibility of providing specialized training via the Specialized Training Program (STP) to probationary officers of only the Pakistan Administrative Services (PAS), also in Lahore.

#### **Budget Position**

Currently, CSA's annual budget is decided by the Establishment Division and is then divided between the CTP and the STP for PAS. In terms of funding challenges, CSA faces two primary issues.

- Firstly, the budget it receives from the Establishment Division is limited and leaves little room for further investment in training facilities and infrastructure. Annual increments are low and typically increase the budget by only around 15%.
- Secondly, there is no fixed formula to determine the exact division between the CTP and STP. This division of funds is largely at the discretion of the Director General (DG). Moreover, resources such as faculty (e.g. Chief Instructors) are also shared between the two programs.

The resultant strain on resources is a cause for much dissatisfaction and the CSA has suggested separation of the two programs and that two independent institutes should administer the CTP and STP respectively. According to the Director, CTP, the CSA does not have adequate resources to manage both programs effectively. This pulls down the quality of training provided. This issue is alarming as most CTP probationers are new and idealistic, and exposure to an inefficient system this early in their careers can considerably lower their morale. Already many officers have become disillusioned with the system due of the poor

quality of instructors. Furthermore, CSA does not even have the resources to hire good visiting faculty in order to mitigate these effects.

This year the budget was actually reduced further owing to the ongoing austerity drive in the country.

### **Infrastructure**

The Walton Campus of CSA has most basic infrastructure in place. It has hostels, classrooms, auditoriums, a library, and provides access to computer terminals. However, the infrastructure is fast becoming outdated and rundown.

- The academy needs enhanced fiscal space to invest in upgradation. It also has weak IT infrastructure and support systems which need improvement. Examples include using digital tools such as a *Learning Management System* (LMS) for administrative tasks and managing assignments.
- CSA wants to introduce a blended learning model to cater to more advanced probationers. This model would address the difficulties created by differences in their levels of previous training and allow trainees to use e-learning tools at their own pace and engage with content more suited to their level. However, this necessitates the development of a new audio-video library, something CSA does not have the funds for.
- CSA plans to develop an indoor sports arena as soon they have the requisite fiscal space. While CSA does provide access to leisure and extracurricular facilities, these too are also lacking in quality and need upgradation.

### **Structure of Training**

According to CSA, their team has been actively working to improve the standards of training provision, and - wherever they can - implement international best practice. Recently, the CSA has increased its focus on extra-curricular activities to decrease the rigor of trainings. They have also introduced a new external training program called BCURE to expose trainees to the importance of evidence-based policy making. There has also been an effort to improve the skills of probationers such as soft skills that include conflict management and IT. Case study training has also been introduced and an MoU signed with LUMS.

To improve the quality of the training experience, the CTP batch is now split into five houses and each house has a faculty member assigned as the House In-charge. His/her main task is to mentor the probationers, adding another dimension to the training experience. CSA would like to further increase the number of house which it currently cannot do so due to limited faculty.



The shortage of faculty is primarily there due to the lack of prestige associated with these posts. The sharing of faculty members between the CTP and STP aggravates this shortage. A faculty position at the CSA, similar to various National Institutes of Management (NIMs), is not seen prestigious enough for career progression hence most officers are reluctant to become instructors. A solution proposed by the CSA is to send top probationers abroad for advanced training on the condition they came back and became faculty members, much like the Fulbright program. However, given the pervasiveness of the mindset, there needs to be a culture change within the civil service.

CSA has systems in place to get course feedback from trainees but they often need to be incentivized to give feedback. For example, this year their clearance was halted unless feedback was submitted. There is also a course review committee for every course with the objective of analysing the course's strengths and weaknesses. However, CSA only has little room to tinker with the curriculum as this is designed by the Establishment Division. The CSA is also conscious of ensuring proper ethics and has in place cameras etc. to monitor cheating and plagiarism.

To make trainees take CTP more seriously, it is proposed that the weight given to this training program should increase in the decision on promotions. Additionally, the scope of CSA can be increased by allowing it to train both ex-cadre civil servants as well as civil servants from outside the twelve service groups.

## **2. National School of Public Policy**

### **Institutional Information**

The National School of Public Policy has four integral units:

1. The National Management Wing (NMW responsible for the National Management Course);
2. The Senior Management Wing (responsible for the Senior Management Course);
3. The Executive Development Institute (responsible for capacity building and training of senior executives and leaders through short courses)
4. National Institute of Public Policy (a Research institute)

It also has five constituent units:

1. National Institutes of Management (NIM) at Lahore,
2. National Institutes of Management (NIM) Karachi,
3. National Institutes of Management (NIM) Islamabad,

4. National Institutes of Management (NIM) Peshawar and
5. National Institutes of Management (NIM) Quetta

NSPP and its constituent units deliver residential training (for the duration of 14 to 18 weeks) mandatory for promotion, with the exception of EDI and NIPP.

### **Organizational Structure**

The autonomy of NSPP came out as a major source of concern. NSPP feels it needs operational flexibility and wants its own regulatory structure instead of coming under the Establishment division. They feel constrained under the current structure.

The human resource constraints in Quetta are particularly troubling because no officers want to relocate to Balochistan. Even the old families of Quetta have left Balochistan.

### **Budget Position**

A key concern for NSPP was that their dependence on other tiers of government. As a result, outcomes were not always aligned with what NSPP desired. This was particularly true in the case of overall budget allocations that impacts efficiency of delivery. NIM in Quetta hasn't been able to complete the construction of an auditorium for over a decade due to of budgetary constraints. This was also the case for Peshawar where infrastructure has been deteriorating.

The budget has two major components: the employee budget and the operational budget. NSPP is unable to make many substantial changes in the employee budget and the operational budget in any case has little room for any redistribution given the scale of operations.

Operations are also constrained by PPRA rules that require all tenders to be first floated in the newspapers. This elongates the entire process. Quite often the needs are more pressing and it becomes difficult to wait for a month or two for very simple transactions to go through. NSPP also has to pay a lot of taxes to the government - a classic case of government taxing the government.

Due to budget constraints NSPP can't even send its instructors on a one-week case study writing course after they introduced case studies in place of research papers. Moreover, when NSPP had its portal (?) developed, the Urban Unit had to do it mostly probono due to lack of funds.

### **Structure of Training**

The duration of the NMC emerges as a key issue during the interaction with senior civil servants – especially those that have completed their NMC. The NSPP pointed out that the duration was revised a year ago from 22 weeks to 16 weeks. It felt in fact that the duration was restrictive. Even though it is difficult to ask bureaucrats to leave their work for prolonged periods of time, NSPP still

needs a minimum period of time to evaluate the trainees effectively as the evaluations carry a lot of weight. At this point in time, NSPP has no plans to reduce the duration further. When the initial revision took place, NSPP tried to minimize duplication of content without impacting the quality of training provided.

On the point of group mix, it was pointed out that a central feature of the bureaucracy has been to harmonize departments and enable officers to work with and get along with other officers. Many departments operate in silos and one objective of the NMC is to increase the exposure of officers to the workings of other departments. However, this can potentially hamper the quality of trainings provided. This is particularly true for the Foreign Service as its officers are completely de-linked from other departments. Due to the diversity of the officers, it is difficult to design courses that cater to the expertise/domain of every officer. As a result, the content is not very academic but instead focuses on generic policy issues. The primary objective is that officers should be able to work together in Islamabad.

NSPP also pointed out that the objective of trainings at this level is not to teach skills from the ground up, but only to upgrade these skills. The STIs are there to focus on the provision of specialized skills. The idea at NSPP, a higher-level institute, is to provide common leadership skills. There are some public policy issues that almost all public servants need to be aware of.

As far as innovation in training methods is concerned, all faculty members continue to observe what happens in other parts of the world. Every year, a course review committee sits together and reviews the strengths and weaknesses of each course to maintain its robustness and relevance. However, not all teaching methods and strategies can be adopted in Pakistan as the context and constraints are different.

NSPP is part of UN's public administration network platform and has a partnership with Ecole Nationale D'Administration (ENA) in France.

### **3. NIM Islamabad**

#### **Institutional Information**

NIM Islamabad operates out of a rented building. The building is owned by NRCD, which comes under the Establishment Division. The first MCMC course was started in 2011 while the first SMC was started later in 2015. As there is limited space in the rented building, only 36 officers can be inducted for training at one time.

Currently, it conducts two cycles of both the MCMC and the SMC each year. The demand for both courses is high. In February 2019, a decision was made that more area will be given to NIM Islamabad so that four courses can be run in a year. The new building will acquire 54000 sq. ft.

## **Organizational Structure**

NIM Islamabad is a Constituent Unit of the NSPP

- The Director General is the overall head of the Institute.
- Chief Instructors are responsible for all academic activities.
- Directing Staff (T&C)/Additional Directing Staff (T&C) are responsible for program design and coordination.
- Directing Staff (Admin/Finance) is responsible for all administrative and financial matters.

The total number of staff includes:

- 4 officers (6%) – one Director General and three faculty members.
- 14 training staff (21%) – Training & Coordination Section, CDH, Program, Reproduction and IT sections.
- 2 admin officers (3%) – one DS (Admin/Finance) and one Admin/Finance Officer
- 46 admin staff (69%) – Admin/Finance Section, Store, Protocol, Transport, Mess, Office staff

## **Budget Position**

Most budget is allocated for administrative purposes (Rs. 50 million (76%) in FY 2018-2019). A small percentage is allocated for training activities i.e. Rs. 16 million (24%) in FY 2018-2019.

While the faculty has doubled the fee of civil servants, administrative staff is poorly paid. They are all daily wagers paid the minimum wage. These are 60-65 staff members who have been working for years for such low amounts and are thus poorly motivated. While this issue has been flagged several times, salaries of the administrative staff have not yet increased. The visiting faculty is given standard remuneration – Rs 6000 for 2 hours. Reaching out to people for visiting faculty positions in Islamabad is easy and for them remuneration is not a concern.

## **Infrastructure**

NIM Islamabad is a non-residential campus and hence has no hostels. It also has no sports facility, which means participants have to go to a sports club to play sports. The lawns outside the building cannot be used as they belong to NCRD. There is no cafeteria, only a mess facility. A room has been allocated to house a billiard and table tennis inside.

The library belongs to NCRD but NIM Islamabad pays NCRD to use the library. The campus has its own computer lab with 36 work stations. The auditorium can also be used by paying NCRD when needed. NIM Islamabad cannot accommodate more than 36 participants.

NIM organizes events like cultural nights and graduations either in the NCRD auditorium or outside in Islamabad Club or Guns & Country Club.

### **Structure of Training**

The overall program is designed by NSPP, but the Directing Staff (DS) organizes weekly schedules and guest speakers. The core staff is overburdened. The DS for Training is in charge of assessments, evaluations, inland study tour, and disciplinary actions. Moreover, she has to attend lectures and has to supervise syndicate groups, which unlike other NIMs are larger in size (12 compared to 6-7 members). The chief instructor generally supervises the training program but in case of NIM Islamabad, the post requires overseeing modules, supervising syndicate groups and other such responsibilities. The DS Admin and Staff also have the additional responsibilities of attending lectures and looking into modules. While there are more sanctioned DS posts, they have not been filled which is why the workload is so high. When participants see the amount of workload, they are disillusioned and do not wish to come to NIM Islamabad on deputation.

NSPP is aware of the problem of unfilled posts and has asked NIM Islamabad to find the appropriate officers to fill these posts. However, the pool of SMC officers remains small, as those that receive a 'very good' in their course evaluation are only offered this post. On one hand officers themselves do not want to come while on the other, the departments don't want to let good officers go.

Even as trainees, officers do not want to come to NIM Islamabad because there are no facilities or perks available. Moreover, not all officers are keen to take-up such rigorous studying after such a long gap.

NIM Islamabad has undertaken the following key changes in order to improve the training program:

- A 15-20-year-old research manual was being used which was outdated. Hence, a new research guide was made for case studies, individual papers, simulations and presentations. The aim was to have a practical guide available for officers. The guide was implemented in the last course. A pre-survey and post survey exercise was also conducted that received good feedback. NSPP has suggested using the new guide in one more round before implementing it all over Pakistan.
- Introducing the tools for "Future of work". Increasingly civil servants' work requires using new technology and modern methods. Basic computer literacy is not needed for senior bureaucrats. The aim of 'future of work' is to take them to the next level by focusing on e-governance and industrial revolution 4. It is a work in progress as NSPP has asked to improve it further and run it on a trial basis before it can be implemented.
- Another initiative is to make the entire training program reliant on e-office and an online portal. The aim is to make these training institutes paper free. 70% of the initiative is done. Now documents are available online and can be downloaded. Moreover, all submissions are now made online as well.

- The syllabus currently used has similar topics spread across weeks, which disrupts the flow of modules. Therefore, within each module, cycles have been developed and topics clustered so that they are studied together e.g. macro environment or foreign policy. NSPP has encouraged other NIMs to adopt this model.

However, there are still critical gaps in current method of training.

- Some participants are not at par with others, especially those from ex-cadre. The courses do not cater to different levels of participants, e.g. in terms of computer literacy.
- Participants from different service groups have pre-conceived notions and varied expectations. Some service groups are very theoretical and some very practical. Hence, they find different uses of this exercise. Some groups like police do not see the utility of the course.
- Research is emphasized during the course but not everyone ends up using it in his or her job. A similar case is with the use of ICT. Not all use the software taught during training.
- Selection process from the course also lacks competitiveness. Seniority, instead of merit or a competitive exam (which the army uses for its staff college) determines selection.
- There is no faculty training

NIM Islamabad has a feedback mechanism that allows some modifications in courses. There are evaluation forms after every lecture in which participants can give comments or give suggestions for speakers. Moreover, a course review committee is formed within the participants who go through the entire course and report their findings. These suggestions are then discussed in the meeting for all NIMs so that they can be applied next time. The suggestions can cover the scope of the module, course activity and duration of the course.

#### **4. NIM Lahore**

##### **Institutional Information**

NIM Lahore is unique as it only offers MCMC, while SMC is offered separately under the umbrella of NSPP in the Senior Management Wing (SMW). NIM Lahore looks after SMC administratively but not academically. Unlike other NIMs, which offers both courses, NIM Lahore has horizontal linkages with NSPP. The two have separate facilities except for the dining hall, which is shared.

However, there is a current proposal, likely to be approved, for NIM Lahore to follow the same structure as other NIMs and have SMC courses under its roof.

The first MCMC was conducted in 2009. Since then, 20 courses have been conducted and 862 officers trained from all occupational groups and ex-cadre.

In the current model for all in-service courses, NMC is the longest course (18 weeks), SMC is 16 weeks and MCMC is 14 weeks. DG NIM Lahore suggested that NMC courses should be of shorter duration while MCMC courses should be extended as these cater to younger civil servants with more energy to make use of longer courses. They will also have more interest and stamina to undergo such an intensive training program. It was suggested that the foreign tour, part of NMC, should instead be part of MCMC, as it would have more of an impact on learning at a mid-career level. Therefore, a more ideal arrangement would be to have NMC for 14, and MCMC for 18 weeks. The average age for a recent NMC course was 53. At this age, retaining concentration for longer courses becomes challenging.

NIM Lahore was previously known as the National Institute of Public Administration (NIPA) and offered tailor-made, short courses on various subjects throughout the year.

It was purpose built in the 1960s to provide trainings. However, ever since it was converted into NIM Lahore (in 2017), the institute has not been utilized to offer any short training programs and only offers the MCMC course. Hence, the facilities and the campus faculty remain under-utilized. Short courses are offered through National Institute of Public Policy (NIPP) and Executive Development Institute (EDI) at NSPP. Moreover, staff has been re-appropriated to NSPP and re-assigned new roles.

Currently, the aim of NIM Lahore is:

- To develop participants' knowledge, skills and leadership potential
- To optimize efficiency, effectiveness & economy in government processes
- To improve service delivery
- To create public value & win public trust

#### **Organizational structure**

In the current structure, NIM Lahore is a lean outfit. The core teaching staff includes 6 members. Other teaching demands are met by visiting faculty from senior civil servants, retired officers, military leaders, judges as well as academics. Since Lahore has the presence of such eminent speakers, NIM Lahore is able to tap into this pool.

However, civil servants do not have any incentive of being posted here. It is not considered prestigious to be part of the staff even though salary packages are better than other posts (currently the DG NIM Lahore is being paid almost PKR 100,000 more). The salaries however are not competitive when compared to the private sector. Unlike the structure within the army, civil service training institutes lack incentives in the form of promotions for those engaged in training.

The training system relies heavily on guest speakers and visiting faculty. Usually being invited to give a lecture at NIMs is considered a mark of respect.

## **Infrastructure**

- Classrooms: Multimedia and mics were present. It was purpose built for lectures
- Hostel rooms and cafeteria is available
- A library was available, but it had limited resources. However, access to NSPP library was also available. Workstations with computers were also available to officers. There was no separate IT lab.
- Sports complex and other sports facilities: There was a tennis court and badminton court. However, officers could access better facilities at NSPP.

## **Budget Position**

NIM Lahore has faced budgetary constraints, especially in recent times because of austerity measures. This has affected extra-curricular activities such as sporting facilities. However, MCMC officers can access facilities at NSPP therefore, it does not have a great impact.

Budget constraints have affected the inland study tour. The most recent batch could not be sent to Karachi and only conducted visits where they could go by road. Karachi remains an important economic hub of the country, and exposure to this city is essential as SBP, corporate sector etc. are concentrated here. It has also had an impact in terms of accessing the private sector, as the institute cannot offer competitive salaries to private sector faculty members.

The only source of funds is what the government allocates. Otherwise there is no external funding.

At present, high speed internet is available.

In terms of facilities, better sports facilities may be considered. Some kind of day-care facilities may also be considered for mothers. Hostel rooms can be upgraded such as bathrooms, furniture and replace old TV screens with newer ones.

## **Structure of trainings**

Classes are structured to include various activities such as:

- Lecture Discussions
- Panel Discussions
- Workshops
- Presentations
- Group Work



Syndicate activities are also carried out for group work, which include:

- Fasahat
- Tutorial Discussions
- Case Studies
- Meetings / De-Brief Sessions

The syllabus for MCMC is aimed at improving operational efficiency and is set by a committee, which includes the Establishment Division and federal legislators. This committee meets in the beginning of the course and again presents towards the end to examine if any changes are required. Otherwise minor tweaks can be made during the course, as speakers have that flexibility to make changes in their course content.

The syllabus has the following modules:

- 1A - Basic Computer Literacy (BCL)- Concepts, Skills, Tools for Effective Management
- 1B - Role of ICT in Evidence Based Decision Making for Effective Service delivery
- 2 - Institutional Framework of Public Management & Important National Issues
- 3 – Administrative Structures and Governance Issues
- 4 - Management Skills for Effective Public Service
- 5 - Economic Development & Public Finance
- 6- Research and Research Methodology, Local Visits & Inland Study Tour

The contents of the syllabus are assessed through:

- I.T base assignments
- Spot and Comprehension Tests

There is a strong feedback process that is used to evaluate participants' opinion about lectures and faculty members. The process includes the use of fortnightly meetings, formal evaluation forms for course reviews, as well as peer feedback.

For guest lecturers, there is a set benchmark i.e. those that receive at least 80% of excellent and very good from the class are asked to come again. The feedback received is read by the DG and passed on to rector NSPP. Despite the fact that it is not anonymous, everyone provides feedback without holding back.

There is also a strict policy to enforce discipline and unethical practices and discourage plagiarism. Software such as turn-it-in is used to check plagiarism and action is taken if plagiarism is found. Moreover, discipline is enforced by marking officers absent if they are late in class.

In terms of collaboration, there is no local or international collaboration at the level of NIM. All collaborations are made with NSPP. Examples of these collaborations include:

- Training with officers from Sri Lanka through Sri Lanka institute of Development Administration (SLIDA) - Mr. Dissanayake Mudiyansele Weerasekara was a Sri-Lankan Participant of MCMC-22
- BCURE Training in collaboration with Harvard Kennedy School
- Agreement with Ecole Nationale D'Administration (ENA) Paris for training of NSPP & NIM Faculty
- International trainings for NIM Faculty

## **5. NIM Karachi**

### **Institution Information**

Karachi NIM provides both SMC and MCMC courses twice a year.

### **Organizational Structure**

The structure of the organization is such that the training staff comprises only 6% of the total staff. Permanent faculty has remained the same for a long time. That does not encourage innovation in the program. There is need for people from the market at every stage. This will bring in more ideas.

Currently the system to attract good civil servants is that they receive faculty allowance. They also receive some extra points in promotion. Accommodation is also given. Grades 1-18 grade have flats, senior officers have bungalows.

### **Budget Position**

Karachi NIM emphasized budget constraints. They suggested an increase in the course fee but the increase wasn't approved. Currently the fee goes towards food, transport, and cover the cost of inland tour. In order to reduce costs, traveling for inland study tour is only allowed by road. Further costs are being reduced by controlling the quality of meals. Outstation guests are being avoided. Even then, 70% officers are usually outstation so hostel cost is high in terms of utilities.

Daily wage employees have been reduced from 86 to 72.

The funds for the programs usually come late, hence course fee is used to address any cash flow issue in the meantime. Due to financial constraints the proposal of a foreign tour for MCMC officers has not been seen as viable. The MCMC batch is much bigger than the NMC batch.

### **Structure of trainings**

According to Karachi NIM, there is a lot of variation in the age of participants. Since the age exemption to participate in trainings was removed (it was previously age 50), there are participants who are about to retire. Their level of motivation is different from those who still have a significant part of their career left.

There is also a mix of cadre and ex-cadre, which can be difficult since their background is different and hence, they are not all on the same playing field. This is especially an issue when evaluating participants. However, it is ensured that in group exercises there is a good mix of ex-cadre and cadre.

It was suggested that the duration of NMC should be shorter and MCMC should be longer. Currently there is a time crunch in finishing the course for MCMC, hence there is need to space out the current curriculum. It would be helpful if officers are attached to a government department they have not worked in before. This will provide on ground experience.

In terms of evaluation more weightage needs to be given to the analysis paper. The marks have increased from 300 to 400. Moreover, the papers now have codes instead of names so they are anonymous and there is no bias in evaluation. If an officer cannot score well in the paper, he cannot get an overall good score. Initially if an officer had a weak paper and strong presentation score, he could get an overall high score. This is now not possible. Moreover, MCQs are also graded now, while book review has been added as an activity since 2018. These instruments have been introduced for evaluating officers through various methods.

Karachi NIM pointed out there is a lot of variation in grades amongst all the NIMs. Hence in some cases 85+ score would be given to a few people, while in other NIMs no one would have this score. Hence, Karachi NIM has informally suggested that there should be some similarity in the grading levels given.

It was also pointed out that the quality of participation is very low. Participants need to be more prepared and be encouraged to ask better questions. However, class participation is not very objective, as some officers don't get a chance to speak while others do. Hence focus on instruments like analysis paper needs more weightage. Class participation also favors the DMG group because the course modules are general in nature and they may have more knowledge about the topics taught due to their generalist experience. However, not all class toppers are DMG. There is no intentional tilt towards the DMG group. Other groups have also come at the top of the class.

## **6. National Institute of Management (NIM) Peshawar**

### **Institutional Information**

NIM, Peshawar has two annual training cycles and is responsible for administering the MCMC and SMC. It has been offering the MCMC program since 2016 while the SMC program started in 2017. The institute itself is located in the building of Pakistan Academy of Rural Development (PARAD) in the University Town locality of Peshawar. It shares the premises with PARAD and has been allocated two dedicated classrooms, discussion rooms, office space and access to the mess. In the same premises, NIM complex was constructed in 2006, which provides accommodation to the trainees.

### **Infrastructure of Institute**

- The present infrastructure is restrictive as the classrooms provided to NIM are suitable for 25-30 students at most while it hosts between 40 and 50 students in each training program. The resultant over-capacity creates issues of space and trainees are crowded across rooms.
- The faculty and administrative staff of the institute present problems as well. NIM has a total sanctioned strength of 201 against which only 81 positions are filled up at the moment. More importantly, the full-time teaching and training faculty positions are only 15 out of the 201 sanctioned posts, out of which only 9 are currently filled. SMC teaching staff is 4 positions, and all of these are filled in. These positions are sanctioned at BS 19/20, however, acting charge to lower grade teaching staff is provided as make-shift arrangements. There are a total of 9 teaching positions for MCMC and only 5 are filled at the moment. There are 2 positions of chief instructors at BS 20, however, these too are filled through acting charge currently.
- To access specialist technical resources the institute over the time has built a pool of individuals belonging to local universities, professionals and retired public officers. More than 55 resource persons lecture during a typical training session. Although, the institute is able to attract these resource persons they are limited to inviting people from Peshawar and nearby areas. The limited accommodation facilities and limited travel budgets make it difficult to invite more senior specialists from cross the country.

Despite the budgetary and infrastructure constraints, the teaching staff at NIM Peshawar has been performing the training activities for several years now and are well experienced. However, a significant complaint that has been raised is of the lack of training opportunities for faculty to upgrade their skills, and of an opaque promotion and career growth path. As a result, a position at NIM is not perceived to be a very lucrative posting by many officers, despite receiving an additional basic salary every month.

### **Budget Position**

In terms of finance and budgets, there is a dedicated office which prepares the budgets and executes the financial implementation. The budget for NIM Peshawar has roughly equaled around

PKR 80 million over the last few years, a figure much lower than what is required. Although the budget and finance department in response to the Budget Call Circular completes a budget making exercise every year, however, in response a reduced figure is allocated bearing little relevance to the budgeted amount. The finance and the budget office then rework the budget allocation using the approved figure. Almost 90 percent of the allocated funds are used for paying salaries and pensions and remaining 10 percent is for Petrol, Oil, and Lubrication (POL) and administrative expenses. In some years, the institute runs out of POL and utility funds as well and then tries to make savings on per trainee budget provided to make ends meet. Even though the lack of funding is an issue common to all NIMs, the remoteness of Peshawar exacerbates the issue

The lack of finances suggests that there are only enough funds to bear HR costs, with no leeway to maintain or upgrade facilities. The institute provides joint access with PARD to a library with close to 60,000 books, however, no new resource has been added for several years. There is a computer lab with 50 desktops, however, these were installed in 2006 and have not been upgraded since. There is a gym, tennis, badminton and squash courts as well, however, due to lack of funds their condition makes them virtually unusable. While the institute area is extensive, the lack of development funds has meant that most of the non-built area is not maintained. One of the boundary walls has been damaged for a while, but no resources are available to repair it, presenting a security issue. The accommodation and the gym are in poor condition and for most cases, the accommodation is provided on shared basis due to the limited number of rooms available. In short, whereas the budgeting process is said to follow the 3-Year MTDF approach, but the whole exercise is useless and the institute has never received funds based on the actual need. Finally, on finances, the institute has access to the PSDP window. The Finance Department has submitted a PC-I to conduct some development work but the PC-I is still not approved even after several years. No PC-I funding has been received in the last 10 years.

### **Structure of Trainings**

The trainings follow the standard structure of 16 weeks SMC course with 7 main modules and 14 weeks MCMC with 6 main modules. Some new areas that have been introduced in the course include BCURE (evidence-based research module), ICT for governance and service delivery and some key topical issues such as KP-FATA merger, population dynamics, energy dynamics and RTI Laws. The survey has identified certain gaps in training that are summarized below:

- There is no training intervention post induction/pre-service training till MCMC. This adds a gap of almost 15 years before officers are gathered for a formal training. The gap builds certain attitudes and behaviors that are difficult to groom in the 14-week course.
- There is no element of assessing impact of trainings on workplace. The system cannot answer the question if those who did well at the training consistently outperform those who did not do that well.

- There is hardly any specific training demand that is raised by the Federal Government Departments. The departments or the establishment division never articulate the type of skills they are looking for.
- There is no career planning for faculty and training staff which is why the institute faces such a crippling human resource shortage.
- Currently there is no coverage on SDGs or CPEC as there is not enough material available and there are no resource persons available as well.
- Similarly, the training does not cover performance management systems, contract management, and procurement issues in detail. The areas of corporate governance need more attention.
- Training feedback is collected at the end of each course and the suggestions are presented at the NSPP annual conference. However, there is no effective follow-up on these suggestions, and most are just disregarded.
- The candidates also provide feedback on the overall course, the institute is able to adapt the feedback on training but cannot do much about the complaints about facilities and administrative matters as that is linked to shortage of funds.
- NIMs have to move through the NSPP to establish any form of partnerships and at present NIM Peshawar has no external collaborations apart from few engagements with the provincial departments.
- The portion of course work under both trainings is close to 80%, this part can be made more effective with better trainings.

## **7. National Institute of Management (NIM) Quetta**

### **Institutional Information**

The National Institute of Management Quetta is a regional constituent unit of the National School of Public Policy and was established to take over the job of training officers from the National Institute of Public Administration (NIPA) in 2005. The institute was envisioned to be much more resourceful than NIPA. As such, the institute was set up on a seven-acre plot of leased land as opposed to the rented premises of NIPA. The building is designed with separate blocks for academic activities, administration, and hostels. Moreover, the staff strength for NIM Quetta was also increased from 51 to 196. Currently, the institute conducts two cycles of the Mid-Career Management Course (MCMC) annually, each of 14 weeks duration with around 40-50 officers participating in every course.

### **Organizational Structure**

The organizational structure of NIM Quetta is similar to its counterpart institutions in other provinces. However, there is a crippling shortage of faculty members to manage and operate the institution. Similar to other NIMs, many officers are reluctant to take up positions in these institutions because of the perceived lack of prestige. This shortage of faculty members was exacerbated by the reluctance of many officers to be posted in Quetta, a fact that came out of our discussions with senior faculty members of the institute and NSPP. The staff distribution is highly skewed as 70% of current officials perform administrative jobs. Some of the administrative staff also works as faculty members to fill the gap. However, such staff members do not benefit from the allowance/benefits allowed to regular faculty.

### **Infrastructure**

In keeping with the condition of other NIMs, the infrastructure in Quetta was also found to be deficient. Even though there is sufficient land area for additional investment and upgradation, a lack of funds has halted any upgradation efforts. As a result, the building has still not been completed even after ten years. The main auditorium remains unusable to this day. Similarly, a dispensary was planned/ developed at the campus but it is not operational now.

The institute has a library but no librarian has been posted there and resources haven't been updated for a long time. At the time of visit, the library was found to be locked and appeared in a very shabby condition with books lying on sofas and covered with dust. The library does not have a system of electronic cataloguing either and provides no connection with the resources of the Higher Education Commission (HEC) that are available online. This is largely due to the fact that NIM Quetta is reliant on the National Telecom Corporation for internet connectivity which is of poor quality and does not provide stable connections. The unavailability of a non-static IP connection also restricts NIM Quetta from obtaining access to HEC resources. The computers used in offices are also very old (x486 type) and no new computers have been installed.

While NIM Quetta has a generator, at the time of visit it was not operational, and the entire building was without electricity throughout the day. However, a smaller backup generator was being used to provide electricity to the ongoing class.

The institute has not so far invested much in developing and capacity building of its training and administrative personnel. The administrative staff currently taking care of teaching responsibilities has not been provided any sort of TOT.

### **Budget Position**

The timely release of budget was reported as a problem. Consequently, staff salaries are often delayed. The budget allocation for the last five years show that annual increase allowed is around 1-3 %. Moreover, the institute has no access to any donor funds or resources.

We were informed that the institute was provided a video conference equipment many years back but that was never put to use. Given the faculty resources constraint faced by NIM Quetta this was a great resource if it had been utilized.

## **Training**

### *Participant breakup and challenges*

The participant breakup in terms of service category and gender shows that during the last two years the trainees are mostly male, ex-cadre officers. As typically ex-cadre officers have followed a different career progression than direct induction, combining the two streams in one training is a challenge. Also, it appears that only 8 female officers have undergone training during the last two years at NIM Quetta. Presently the institute has entirely male faculty and staff which might not encourage female officers to pick it as a training place.

<b>Trainee Category</b>	<b>Freq.</b>	<b>Percent</b>		<b>Gender</b>	<b>Freq.</b>	<b>Percent</b>
cadre	57	29.38		Female	8	4.12
Ex-cadre	137	70.62		Male	186	95.88
Total	194	100		Total	194	100

A more balanced training placement in terms of direct and promoted officers might help improve the training activities and also help towards greater integration of officers during training.

### *Institutional Policies*

During the current review, the institutional policies were checked on two main areas. First pertained to provision of incentives and facilities to staff for attracting more human resource to the institute. It appears that somehow the current scheme of housing and faculty allowance is not adequate. The staff not posted against faculty positions is not allowed the faculty allowance. A review of this policy might help in improving the process and purpose of such incentives.

Second, the training quality was assessed on the basis of emphasis on preventing plagiarism. Although the team was informed that due emphasis is accorded on maintaining the importance of originality in assignments, the institutional arrangements in this regard appeared to be insufficient.

## **Framework of Analysis**

The institutional assessment was carried out in light of the following framework that focuses on some key aspects:



**Understanding the division of responsibility for training policies and their implementation:**

The development of training policies is in principle assigned to government bodies in charge of public service and personnel policies. These may be the ministries in charge of public service and administrative reform as is the case in France and Spain or, as in Germany and the Netherlands, where the ministries of the interior are in-charge of civil service policy, including personnel policy. In the United Kingdom, as in other Anglo-Saxon administrations, personnel policy and in particular recruitment, career development and training are assigned to a Civil Service Commission.

In practice, however, training policies are influenced by several other players as well. International models suggest that one of the strong influencers of policy are the training and delivery institutions. Thus, it is important to look at the legal structures and the involvement both de jure and de facto of training institutions in overall policymaking. The degree of autonomy also leads to swifter decision-making, revising in course structures and creation of new delivery arrangements. The organization assessment will explore provision and management of civil service training as a cross-cutting element.

**Establishing a Statute of Training Institutions:** Good international practices suggest that an efficient training institution should meet the following conditions:

- Enjoy a certain level of independence;
- Receive some institutional funding to be able to develop new training programmes;
- Be exposed to a degree of competition to force the institution to react quickly to new demands;
- Availability of funds that can allow these institutions to work actively in national and international networks to keep up to date on new developments; and
- Dispose of a consultative body, joining administration, industry and academia, which could improve awareness of emerging demands and training needs.

The institutional analysis will focus on this rubric to identify key gaps and make certain assumptions to address these.

**Status of Trainers - Determining the right mix of trainers**

International examples suggest that training institutes offering in-service trainings employ a mix of full-time staff and a resource pool of practitioners. The ratio of the mix is usually in favour of the practitioners as they are able to bring in real life examples and out-of-textbook cases. However, evidence suggest that where institutions do not invest adequately on this resource the impact may be sub-optimal primarily as these individuals are not training well on training and delivery pedagogy. Having access to good content does not automatically

translates into better training delivery. Thus, a comprehensive analysis is required on the practices employed by NSPP and related institutions on staff and trainers.

#### **Determine the appropriate Funding Mechanism**

A review of international examples show that training is commonly funded in two ways:

1. Training funds can be decentralized, i.e. they are allocated to the budget of the employing institution managing the funds for providing training to its staff and 'pays' the training institution executing the training; OR
2. Training funds can be centralized, i.e. they are allocated to the civil service commission or to training institutions. This training is carried out free of charge for the employing institution.

Both funding systems need monitoring and controlling to ensure training objectives are met. In case of NSPP it is the second approach that is followed and funds are allocated centrally. However, the split of these funds, gap analysis and monitoring protocols are important aspects that need to be looked at for efficient spending.

## Key Informant Interview Outline/ Questionnaire

### SECTION A: INSTITUTION INFORMATION

**NOTE:** Additional information which cannot be filled in the spaces provided after questions can be included on separate sheets.

A1. Name of Institution:

\_\_\_\_\_

A2. Address and City:

\_\_\_\_\_

A3. Name(s) of course(s) offered and their frequency in a year:

No.	Course	Frequency in a Year
1		
2		
3		
4		
5		

A4. Respondent Name(s):

\_\_\_\_\_

A5. Respondent Designation:

\_\_\_\_\_

\_\_\_\_\_

### SECTION B: ORGANIZATIONAL STRUCTURE

B1. Please brief us on the organizational structure of this institution (supporting document: organogram)

B2. Please provide information about the institution's teaching staff along with their grade, highest qualification and responsibilities (supporting documents: faculty CVs and internal faculty list)

No.	Name	Grade	Qualification	Responsibility
1				
2				
3				
4				
5				
6				
7				
8				

9				
10				

B3. Please state number of people (and percentage) of the total staff that is part of the training staff

B4. Please state number of people (and percentage) of the total staff that is part of the administrative staff

B5. How many people in the training staff are in-house/permanent faculty members?

B6. How many people in the training staff are outside/temporary/visiting faculty members?

## SECTION C: BUDGET POSITION

### EXPENDITURES

C1. What is the approximate annual amount (and percentage) of budget allocated for administrative purposes?

C2. What is the approximate annual amount (and percentage) of budget allocated for training purposes?

C3. Please indicate a breakdown of what the training budget is spent on (e.g. teacher training, faculty salaries, course material, etc.)

No.	Budget Spent On	Approximate Amount or Percentage
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

C4. What is the approximate amount and percentage spent on maintenance of the following:

(a) On-campus library?

(b) Computer lab?

(c) Software updates?

(d) Faculty payments?

C5. Please indicate if there is a difference between salaries of visiting versus in-house faculty members? If yes, then how much is the difference?

C6. Please comment on how difficult/easy it is to get people from other reputable organizations involved in the institution's management/teaching positions

C7. Please state any expenditure that can be avoided/reduced:

No.	Source of Expenditure	Approximate Amount or Percentage of Budget
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

C8. Please indicate areas which need additional financing (i.e. where there is shortage of funds):

No.	Area	Approximate Amount of Funds Shortage
1		
2		
3		
4		
5		
6		
7		
8		

## BUDGET PROCESS

C9. Is the annual budget released on time?

C10. If the answer to C9 is 'no', what is the average delay time for budget release?

C11. What is the budgeting process?

C12. How are funds for different tasks released? Please point out the main steps involved.

C13. Do you always get the budgets you request for?

C14. How are budget calculations made?

- Is there a budget needs assessment exercise that takes place in the institute?
- Is there a budget costing process in place?

C15. What are the key sources of funding for the budget? (supporting documents: budget documents of past 5 years)

No.	Source of Funding	Approximate Amount of Funding
1		
2		
3		
4		
5		
6		

C16. Do you have access to development funds (such as from any World Bank/Asian Development Bank/United Nations Development Programme, etc. projects)?

C17. Any ideas on how budget allocation can be made more efficient for example through a cost-effectiveness analysis of training courses or budget needs assessment?

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## SECTION D: INFRASTRUCTURE OF INSTITUTE

D1. Is the institute building owned by the government or is it rented?

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D2. Is the physical infrastructure provided at the institute adequate?

---

D3. Is the total institutional space/area adequate?

---

D4. When did the last round of renovations take place for these facilities?

---

D5. What academic facilities are provided on the campus? Please provide a list (such as library (and digital access), lab, ICT/teaching aids, Wi-Fi connectivity, auditoriums, etc.)

No.	Name of Facility	Additional Notes
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

D6. What are the critical gaps in infrastructure that restrict delivery of the academic part of training?

---



---

D7. What extra-curricular facilities are available? What is their quality? How often are they used by trainees? (Such as sports complex, swimming pool, cafeteria etc.)

No.	Extra-Curricular Facility	Quality	Frequency of Use
1			
2			

3			
4			
5			

D8. What are the critical gaps that restrict provision of good extra-curricular activities?

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D9. What can be done to address the gaps mentioned above (and how important is this)?

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## SECTION E: STRUCTURE OF TRAININGS

E1. What are the types, duration and number of trainings this institution offers in a year? What is the average number of trainees/attendees in each (type of) training (please record answers in the table below)? (supporting document: training calendar)

E2. How many modules are there in each of the training types just discussed (please record answers in the table below)? (supporting documents: module content and design i.e. the module syllabus, outline, or other related documents)

E3. How many faculty members are there for each type of training conducted at the institute (please record answers in the table below)?

No.	Name and Type of Training	Duration	Number of Modules	Average Number of Trainees	Number of Faculty Members for each Type of Training
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					



E4. What are some of the key changes/improvements made in the training content and delivery in the last five years?

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E5. What are some critical gaps in trainings and what can be done to eliminate them?

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E6. How effective is the trainee feedback mechanism?

- a. What process is in place to use this feedback to refine the course offering?
- b. Can you give examples of where trainee feedback resulted in training improvements?

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E7. Do you collaborate with any local or international institutes (for trainings)?

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E8. If yes, please state what international or other collaborations this institution is currently part of to assist with trainings. Also, briefly mention the names of programs which occur as part of these collaborations.

No.	Local or International Collaboration	Name of Program
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

E9. If no, are there aspirations to do so?

- a. What are the restrictions/factors limiting this?
- b. How can this be managed and what areas do you feel these collaborations will be most beneficial in?

---

---

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E10. Does the institute provide any refresher courses for civil servants who have previously completed regular courses?

a. If so, please state which courses:

No.	Name of Course	Additional Notes
1		
2		
3		
4		
5		

E11. Does this institute provide within-city travelling facilities for the trainees?

a. Also state what facilities are provided if the answer is yes (such as travel, accommodation, TA/DA, others)

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E12. Please state what proportion of the course(s) consists of coursework

No.	Course Name	Proportion
1		
2		
3		
4		
5		

E13. Please state what proportion of the course(s) consists of extra-curricular activities

No.	Course Name	Proportion
1		
2		
3		
4		
5		

E14. Please explain how the activity mix for the course(s) is decided (i.e. what factors are taken into consideration)

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E15. Can you share some trainee feedback on courses as a supporting document?

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## SECTION F: INSTITUTIONAL POLICIES

- F1. What institutional policies (or relevant course content) are in place to enforce discipline and discourage plagiarism and other unethical practices among trainees?

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- F2. What incentives (such as living facilities, car, monetary/non-monetary incentives) does the institution provide to attract good officers to faculty positions?

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## SECTION G: HISTORICAL BACKGROUND

- G1. When was this training institute established? Please state the inauguration date and provide a brief historical background of the institute.

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- G2. Do the campus buildings have some historical significance? If the answer is yes, please state what this significance is.

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## Annexure 5: Organizational Assessment of Specialized Training Institutes (STIs)

### Introduction

Pre-service training is mandatory and is conducted immediately following recruitment into the Civil Service after the Central Superior Services (CSS) examinations. There are two components to pre-service training: 1) the Common Training Program (CTP) at the Civil Services Academy (CSA) at Walton, Lahore and 2) Specialized Training Programs (STP) at occupational group specific training institutes.

This report is an assessment of the performance and effectiveness of the 12 main Specialized Training Institutes (STIs). The list of STIs can be seen in Table 1 along with the duration of each STP. On completion of the CTP, 8 each occupational group proceeded to its respective specialized training institution, for job specific training. Administratively the STIs fall under their respective departments except for those STIs whose home department is the Establishment Division. Secretariat and CSA both fall under Establishment Division.

**Table 2: List of STIs**

	Occupational Group	STI	STP Duration
1	Customs	Directorate General of Training & Research (Customs)	6 months
2	Railways	Pakistan Railway Academy	Approx. 9 months
3	Audits & Accounts	PAAS Training Institute	12 months
4	Office Management Group / Secretariat	Secretariat Training Institute	20 weeks
5	Inland Revenue Service	Directorate General of Training & Research (Inland Revenue)	10 months
6	Pakistan Administrative Service	PAS Training Institute, CSA	10 months
7	Military Lands & Cantonment	CIMLA (Walton Training Institute)	8 months
8	Foreign Service of Pakistan	Foreign Services Academy	9 months
9	Police	National Police Academy	18 months
10	Information Group	Information Services Academy	37 weeks
11	Commerce & Trade	Pakistan Institute of Trade & Development, (Formerly Foreign Trade Institute of Pakistan)	9 months
12	Postal	ECO Postal Staff College	37/38 weeks

## **Purpose of Assessment**

Similar to the previous organizational assessment report, the purpose of the STI Assessment can be summarized as follows:

*"What are the main challenges of these training institutes in developing the right skills for meeting citizens' expectations? How do these training institutes ensure responsiveness to government priorities in their learning programs? What are the training institutes' capacities, management models and innovative methods to enable civil service learning?"*

In order for effective delivery of training and to improve civil service learning, many factors have to be managed well. These factors include relevance of the course content, quality of training staff, monitoring and evaluation mechanisms, and adequacy of resources. It is perhaps more important to assess the performance of the STIs since a significant portion of the skillset civil servants require to in their work is developed during the STP rather than CTP. The CTP only focuses on laying the foundations of the spirit of public service, camaraderie between service groups, and other soft skills such as time and stress management. The STP imparts the tools that future civil servants will use on-the-job. It is thus vital that STIs perform as required.

## **Key Inquiries**

Based on the theoretical framework developed in the inception report, a number of key aspects of training were identified about which further details were gathered. These include:

1. Core Function
2. Training Resources
3. Faculty
4. Training Modules and Assessment
5. Administrative autonomy and capacity
6. Training Policy and Planning

## **Process of Assessment**

Feedback from these STIs was gathered through a multi-stage process and this report is based on in-depth interviews with the senior management of all 12 STIs. Firstly, an institutional assessment questionnaire along with a check list of necessary documents was sent to focal persons at all STIs. The primary objective of the questionnaire was to collect supporting data on issues such as finances, as well as to get feedback on issues that institutes perceived as important. Subsequently, appointments were scheduled with relevant officials to gather more feedback. The interviews were guided by key inquiries listed above, similar to the organizational assessment of NSPP and its constituent units and were augmented by a set of questions developed for each STI. The full list of questions can be seen in Annex A and B.

The interviews and questionnaires complement each other. The visits provided a chance to fill in gaps in the questionnaire, to capture information/opinions not addressed in the survey, and let the team corroborate responses by physically inspecting the institute and its maintenance and facilities. This feedback was further analysed in light of supplementary documents that included resumes of faculty members, training schedules, and course module syllabi.

## List of Key Informant Interviews and Institutes

Occupational Group	Interviewee	Instrument Used	Date of Meeting
Information Group	Samina Waqar, Director General Information Services Academy	Detailed Interview	29 <sup>th</sup> May 2019
Postal	Khalid Aziz Ranjha, Director ECO Postal Staff College	Detailed Interview and Questionnaire	29 <sup>th</sup> May 2019
Inland Revenue Service	Iram Adnan, Director General Directorate General of Training & Research (Inland Revenue)	Detailed Interview and Questionnaire	30 <sup>th</sup> May 2019
Railways	Saeed Khan- Pakistan Railways Academy, Walton, Lahore	Detailed Interview and Questionnaire	30 <sup>th</sup> May, 2019
Police	Haider Sultan- Commandant Initial Command Course (ICC), Umar Riaz- Director In-Service Training, Rana Abdul Aziz- Director (Admin)	Detailed Interview	13 <sup>th</sup> June, 2019
Office Management Group / Secretariat	Mukhtar Paras Shah, Director General, Secretariat Training Institute	Detailed Interview and Questionnaire	13 <sup>th</sup> June, 2019
Pakistan Administrative Service	Director Pakistan Administrative Service (PAS), CSA Mall Road Lahore	Detailed Interview	18 <sup>th</sup> June, 2019
Audits & Accounts	Fareed Mehmood Chaudhary Rector, PAAS Training Institute	Detailed Interview	27 <sup>th</sup> June, 2019
Military Lands & Cantonment	Faheem Zafar Khan, Director	Detailed Interview	18 <sup>th</sup> June, 2019
Foreign Service of Pakistan	Shahbaz Malik and Summar Javed (Director (Programmes))	Detailed Interview	10 <sup>th</sup> January, 2019
Customs	Javed Sarwar Shelkh, Principal at DG Customs Karachi	Detailed Interview	23 <sup>rd</sup> April, 2019
Commerce & Trade	Nazish Sami, Director	Detailed Interview	7 <sup>th</sup> May,, 2019

## **Direct Observation Checklist for Institutes**

1. Classrooms
  - a. What teaching aids were there (multimedia, etc.)?
  - b. What other facilities (quality of classrooms)?
  - c. Were the number of classrooms enough?
2. Library
  - a. Library timings
  - b. Online catalogue
  - c. Magazine subscriptions (number and type)
  - d. Journals access
  - e. Broad range of topics covered by books in the library
  - f. Process to assist trainees in getting access to articles/journals not available at the library
  - g. Any collaborations
  - h. Software used (for managing the library system)
  - i. Workstations (number of computers, the operating system used, other technical specifications)
  - j. Staff qualifications and concerns (what training do they receive?)
3. IT Lab (if separate from library)
  - a. Number of computers
  - b. Operating system used
  - c. Last update
  - d. Staff qualifications and concerns
4. Sports complex and other sports facilities
  - a. What sports facilities are provided (observe courts, gym, etc.)
  - b. Is sports equipment provided?
  - c. Any other sports programs/extra-curricular activities worth discussing



## **Institutional Study Visit Notes**

### **1. Information Services Academy**

#### **Organisational Structure**

The Information Services Academy is located in Islamabad in a building adjacent to big media houses like Dawn Group and Jang etc. Accommodation for trainees is located close by. The academy is reasonably well-equipped in terms of classrooms, library, computer labs, and internet connectivity.

The facility is managed by a DG (BS-21), who is supported by a Deputy DG DB (BS-19) and Director Administration (BS-19). The Deputy DG is supported by two Deputy Directors (Training and for Capacity Building) and the Director Administration is supported by Deputy Director Administration. The intake every year varies between 8 to 14 trainees so the pressure is not excessive.

Information services is an extremely specialized area of service and students coming in are focused and interested in learning about this complex and dynamic field.

Awareness amongst students to pass the exam is fairly high with a pass out rate of almost 100 percent. The course has a balanced structure with adequate in-class academic and technical teaching and learning, coupled with internships, an inland study tour, and attachments at media houses and key public sector offices relating to media and information management.

#### **Courses offered**

The Specialized Training Programme (STP) runs for 37 weeks and students are required to pass their Final Pass Out Exam (FPOE) set independently by the Federal Public Service Commission (FPSC).

In addition to the STP, the academy also runs short capacity building programmes for ministries and public sector offices. The institute has signed MOUs with KPK, Sindh and Baluchistan to train their provincial officers in information and media. The institute has signed MOUs with Islamic University and also with ISESCO (Islamic Educational Scientific and Cultural Organization) based in Morocco to design common training programmes. With the university the institute is working to offer a joint diploma.

#### **Course content**

Media and information management is a rapidly changing field with continuous innovations and improvements. The institute made significant revisions to their curriculum in 2018. The main additions to the course included development communication, social media management and monitoring, understanding fake news, etc. These topics were identified following detailed consultative sessions with media and information specialists, industry representatives and public sector client departments. These changes were eventually approved by the public service commission.

Since its introduction, the module of development communication has been of considerable interest to the trainees. The module covers basics of development projection, assessment of development work, political communication, managing social campaigns and using social media for development. The training also includes situation analysis, where trainees are provided with a situation and they prepare a report on all aspects of the situation. Students are trained to manage information from the government side. Hence, understanding the impact of information, boundaries for public sector information dissemination, need to cover information to support creation of history and interaction with different types of audiences are all elements covered under this training.

### **Teaching methods**

Classroom training is augmented by field visits, internships and attachments. Students are placed in all large media houses, press club, ministries and are engaged with senior officers beyond the information service. Trainees spend considerable time at media houses with electronic media, and print media. For example, students are made to sit and observe key talk shows and asked to prepare briefs and monitoring reports.

The in-land study tour is organized for different regions where less developed areas are also covered. The study group typically calls upon the Chief Minister and the Chief Secretary, meets with the provincial governor, military attaché to the province, citizens, NGOs/CSOs and visit public sector facilities. Following these, the trainees are required to produce a detailed report covering the findings and make recommendations for improving public sector working and service delivery.

The examinable part is well articulated and based on and supported from classroom learning. However, the academy places significant emphasis on practical training. Trainees are exposed to media houses, learn how programmes are conducted, cyber news and information control, and also spend a week at Director General Electronic Media and Publications (under Ministry of Information) and prepare observatory reports.

### **Faculty**

Like other training institutes, the Academy relies primarily on visiting faculty and guest lecturers to deliver content. Most of the guest lecturers are sourced from universities like Quaid-e-Azam University, NUST, PIDE and NUML. Over time the institute has been able to build a strong resource pool with members well equipped to deliver trainings and engage trainees with the practical applications of their training.

### **Key Concerns**

Two main issues were highlighted that impact the quality of the output that the Academy produces vis a vis the training it delivers.

1. The first issue relates to a larger, systemic problem of declining education sector performance in the country. Many of the trainees coming in have trouble with English, and lack of comprehension and writing skills seriously hinders their performance in the Information Group. Even though the academy spends considerable time to work on these skills and help the

trainees, it is difficult to impart all the skills they would otherwise have picked up over the course of their education.

2. The second issue has to do with the rapidly changing needs of the academy, especially in terms of technology. The technology in information and media changes rapidly, however, due to lack of fiscal space the institute struggles to expose trainees on latest technologies. This impacts quality of the research work trainees produces. The library is in the process of being electronically catalogued.

Despite difficulties, the institute seems to be performing well. The capacity building trainings offer synergies and support external collaborations. There may be a need to increase emphasis on written English. The resource requirements for ICT based upgradation needs to be ensured and the institute should be supported for more external collaboration to leverage information, knowledge and financial resources.

## **2. ECO Postal Staff College**

### **Organisational Structure**

The Postal Staff College is based out of Islamabad and is a busy institution which, in addition to the STP, offers a large range of short courses for national and international participants. The institution was established in 1987.

The college is currently headed by a Director (BS-21/20), supported by a joint director (BS-19) and two senior instructors (BS-18).

The postal service has four postal training centres in Lahore, Karachi, Islamabad and Peshawar. These are responsible for training postal workers in grades 1-15 and these institutes report directly to PMGs. However, as soon as officers enter grade 16 they become the responsibility of the Postal Staff College.

### **Courses offered**

The STP runs for 37/38 weeks with first 4 weeks spent at the institute, followed by 25 week long field attachments and finally a 9-week training and teaching in house before the final passing exam.

The institute also runs several short duration courses designed for postal officers BS-16 to BS-19. An annual calendar of trainings is developed and is religiously followed.

The institute also manages training for overseas postal workers – the training is sponsored by EAD.

### **Curriculum design and review**

The institute has a well-designed system of conducting TNA exercises. The Post Master Generals and all other relevant officers are called in to the institute for two days and extensive discussions on what is needed and skill requirements are conducted. The findings then define the changes in STP and also refresher courses offered.

## **Teaching methodology**

The training methodology include a mix of lectures, case studies, further reading, group discussions, exercises, situation analysis, practical training, presentations and brainstorming sessions.

However, at the moment, there is hardly any consistency between what is taught at field institutes and the central institute. These 4 field institutes should work under the Director of ECO Postal Staff College and the authority to place teaching training staff should also reside with the Director Staff College to ensure consistency. At the moment no one is monitoring the activities and outputs of these field institutions.

## **Faculty**

The institute has a lean structure with around 14 staff members involved in teaching and training activities and a large number of guest lecturers are invited from the field and private sector depending on the topic.

For the purpose of STP training the staff college is well equipped. It has a library with computer lab and over 16,000 relevant books. There is electronic and print access to post office manuals, economic journals and COMSAT is supporting the college for electronic cataloguing of the books in the library. There is 200 seat auditorium and several discussion and syndicate rooms. The college also conducts course evaluation for all short courses offered and use them to upgrade the training design and content.

## **Key Issues**

The Postal Staff College currently faces a number of constraints.

1. The first issue is related to the intake. The cohort coming in is usually composed of those trainees that have been forced into postal service due to poor performance in the exam or at CSA. These students use the STP in postal as a time to retry for a different service group. This severely limits the ability of the staff college to train these as the students are not interested. The pass out rate at STO is less than 100 percent simply because of this reason, wasting a lot of time and resources.
2. The second issue is of gender. The postal group service requires officers to be posted in remote areas. However, overtime the female inductees are increasing and they are only kept for postings in Lahore, Karachi or Rawalpindi/Islamabad. This is also a constraining factor.
3. Finally, the postal technology has changed significantly, post offices can now only be viable if they offer multiple electronic financial and postal services. However, the basic skills of IT in HR, both general inductees into postal service and those joining after CSS is poor and limits future performance.

**Recommendations**

There is need to improve the service image in postal so that students/officers join by choice rather than by default. This is also linked to having standard service structures and career paths along all service groups.

The problem of selection may be addressed through broader civil service reforms, such that the screening is done before the exam and entrants are asked to provide stricter choices. This issue of fresh entrants using less popular allocations to prepare for next CSS attempts should be strongly discouraged.

The content and hardware and software and general capability of e-post and e-financial services need to be strongly integrated.

There should one unified training college to ensure consistency of training and delivery.

**3. Directorate General of Training & Research, Inland Revenue Service****Organisation Structure**

The prime responsibility of training institute for IRS is to prepare good tax officers with a primary function to work as effective tax collectors.

The institute is headed by DG (currently BS-22), supported by three directors of BS-20 (Director In-Service Training, Director Specialized training and Director Research). All the current directors have double masters. Out of the total staff of 120, 84 percent are linked with training and the remaining are in administrative roles.

The institute spends close to PKR 150 million on trainings, which is 75 percent of the total budget. The budget is allocated annually by Finance Division on recommendation of FBR. At present, the institute has highlighted an extra need of PKR 13 million to upgrade equipment, hardware and other general maintenance. The budgets prepared on prioritized needs; however, final sanction amount is ordered by FBR.

**Courses offered**

In addition to conducting a 10-month STP, the institute also conducts 24 capacity building programmes for officers in BS-17 to BS-19, around 19 sessions on training of inspectors, 63 session on staff capacity building and 4 to 5 conference and seminars. The frequency of short courses may increase in response to topical issues, for example, trainings on the amnesty scheme were added last year in significant numbers to train officers. However, due to work load requirement it is difficult to get full subscription on in-service training courses.

## **Facilities**

The building is publicly owned, and the space is sufficient for an STP batch of 30 to 40 trainees, but not more than 50. There is however a need to upgrade the lecture rooms with better audio visual and connectivity equipment. The institute also has its own extra-curricular facilities including gym, badminton and other activities.

## **Curriculum Design and Review**

The institute has a well-articulated process of revisions in training content and techniques. Modules are updated keeping in view amendments in tax laws and emerging taxation issues.

The institute feel that there should be greater collaboration with academic institutions, foreign tax academies (especially Malaysia and China) in designing modules and exchange of resource persons – additional resources are required to achieve this.

## **Teaching methodology**

The institute has introduced several innovations to improve the quality of the learning experience. Major initiatives include, the use of KOHA for managing library resources, use of LMS to manage student affairs, notifications, course details and sharing materials, lecture recording are done which are provided to trainees for post class revision and reinforcement of concepts, international conference has been introduced on key taxation issues and the institute every year after revising the content publishes the 'training handbook' that provides the entire set of activities, rules regulations and the content. The institute has strict policies on plagiarism and have software installed to check.

## **Faculty**

The teaching staff is not financially motivated as only an additional allowance of PKR 5,000/month is given in addition to the salary.

## **Key Issues**

1. The field work and attachments are still not preparing the tax officers well enough. The private sector complains about hostile attitude of tax inspectors and lack of understanding of business sectors. The institute is working on the exposure of officers in field so they experience every day routine, they are supporting engagement with businesses and chambers to better understand business models and the recent appointment of director research will be looking to develop sectoral studies for officers to be well-versed about the economics of the sector. However, the hostile attitude also comes from too much discretion in the hands of the tax officer – this need to be reduced. A key support could be development of sector studies that guide the taxation knowledge and practical operations. The field work has been strengthened significantly, and each of the activity is itemized in the LMS and trainees have to report on all. Instructor in field also reports back and the progress is monitored by DG.
2. Each trainee is now allocated a dummy PRAL (tax software) account so they get fully accustomed to the software and how to operate in field. This requires more focus as well.

3. Tax policy is critical issue, and whereas as all tax laws are covered in detail, focus is limited on broader issues of tax policies. Stronger collaboration with universities and international institutions can significantly improve this.

#### **4. Pakistan Railways Academy**

The railway academy is the premier institution that is not only responsible for the STP but caters for the entire staff of railways through in-service refresher and advance railway courses. The academy is headed by DG (BS-20) and supported by 5 Joint Directors (technical fields) and one deputy director (finance). The academy is funded by the Ministry of Railways which is the parent department.

Out of the 169 staff members, 40 are linked with training services. The total budget of the institution is approximately PKR 150 million a year.

The infrastructure is old and is in need of modernization. There is especially need for a research and development cell, female hostel and improving training and learning aids and equipment.

##### **Key Issues**

1. The railway academy faces the same problem as the postal staff college, where STP trainees end up here by default rather than choice. Railways is no longer a prized service cadre and CSS inductees ending up in railways intend to reappear. Therefore, the seriousness of purpose is missing resulting in a pass out rate of 50 percent. This needs to be addressed under broader civil service reform area.
2. The input of students into railways is from a very varied background. Railways is a technical field and the content is quite technical, especially from an engineering point of view. Entrants with less technical backgrounds struggle to do well.
3. Under the old system, when railway recruitments were through the public service commission, the training course was 2 years long, this has been cut short to 9 months under the STP. This period is not enough to practically engage the trainees in all technical areas and field positions of railways.
4. The course lacks modernity, especially with reference to commercial management of railways and cargo business. However, since the intake is non-serious no meaningful feedback is generated by the participants.
5. The teaching staff at the academy is usually 12-15 grade and therefore they cannot assert themselves on STP officers belonging to grade 17.
6. When trainees come from CSA to railway academy the infrastructure and services vary significantly, which demotivates trainees. As all trainees are coming through a common recruitment platform, all institutes should offer similar facilities.

7. The passing out exam is conducted by the service commission and the interviews are also held by them, they are not well-versed in the dynamics of railways and hence the assessments are weak. The assessments should be designed with specialized input from the academy. The academies need to be made more autonomous in terms of their decision making.

## 5. National Police Academy

The National Police Academy is the successor institution to the Police Training College Sardha (in erstwhile East Pakistan), which was responsible for training newly inducted Assistant Superintendents of Police (ASPs). Following the creation of Bangladesh, makeshift arrangements were put in place for training of probationary officers. The first temporary stop was the Civil Services Academy, Walton Lahore. This was subsequently shifted to the Police Training College Sihala near Islamabad.

In 1978, Government of Pakistan took first steps towards the establishment of National Police Academy. A training facility was established at Soan Camp on the outskirts of Rawalpindi with offices in rented premises in Islamabad. Ultimately, a purpose-built campus was established in sector H-11/1 in Islamabad.

### Courses offered

The flagship training exercise at NPA is the ICC primarily for CSS-inducted Police Service of Pakistan ASPs. The course runs for 18 months, which includes an extended field attachment.

The NPA offers a range of other training exercises as well. These include the Senior Command Course for district police in-charge officers (DPOs), who are usually in grade 18 or 19. This is to act as a technical intervention designed to upgrade their skill-level in both policing matters and general leadership areas as they take on a district-level management position.

Alongside the ICC and SCC, various capacity building courses are designed for various levels of officers from federal and provincial law enforcement agencies. These include officers from Federal Investigation Agency (FIA), Intelligence Bureau (IB), Gilgit-Baltistan Police Service, Levies, and others. From time to time, the NPA also offers specially designed courses that have been requested by any law-enforcement agency in the country.

No.	Course	Frequency	Duration
1	STP for PSP (ICC)	1	18 months
2	Senior Command Course (SCC) for District Police Officers (DPOs)	Variable	2 months
3	Capacity Building Courses	Variable	1-2 weeks
4	Specially Designed Courses	Variable	Variable



## Organisational Structure

The NPA has a unique organizational structure in so far that it is not a subsidiary of any division or ministry of the Federal Government. It has been conceived as a not-for-profit organization under the Societies Act, formulated by the Federal Government, with control exercised through a Board of Governors that has the following composition:

### Composition of Board of Governors

1.	Federal Minister for Interior	Chairman
2.	Secretary, Interior Division	Member
3.	Secretary, Establishment Division	- do -
4.	Addl. Secretary (Exp.), Finance Division	- do -
5.	Provincial Police Officer, Punjab	- do -
6.	Inspector General of Police, Sindh	- do -
7.	Provincial Police Officer, KPK	- do -
8.	Inspector General of Police, Balochistan	- do -
9.	Inspector General of Police, Islamabad	- do -
10.	Inspector General of Police, AJ & K	- do -
11.	Inspector General of Railway Police	- do -
12.	Inspector General of Police, Gilgit Baltistan	- do -
13.	Inspector General of NH & Motorway Police	- do -
14.	Director General, Intelligence Bureau(subject to PSP officer)	- do -
15.	Director General, Federal Investigation Agency	- do -
16.	Director General, National Police Bureau	- do -
17.	Director General, Federal Judicial Academy	- do -
18.	Vice-Chancellor, Quaid-e-Azam University	- do -
19.	Dean, Faculty of Computer Science	- do -
20.	Commandant, Frontier Constabulary	- do -
21.	Commandant, National Police Academy	Secretary

For administrative purposes, the Interior Ministry acts as NPA's responsible ministry under the Cabinet, although it does not exercise any control over the training regimen or the internal functioning of the institution.

The administration and technical aspects of training design and course iterations are approved by the BoG with baseload work being carried out by the National Police Training and Management Board (NPTMB) – a body that is chaired by Commandant, NPA, and has as its members law enforcement agency heads from the federal and provincial governments. It is further supported in design and implementation by the National Police Training Advisory Committee (NPTAC) which consists of training in-charge Additional Inspectors General of Police/Deputy Inspectors General of Police of provincial police establishments.

### Financial resources

Currently, NPA's budget is made by the federal government under a grant-in-aid given its status as a non-profit organization conceived by the government. Interviews with NPA officials reveal that the budget is adequate, though it can be increased to enhance IT support offered to trainees. There is also a need to improve academic resources, especially those that relate to contemporary best-practices in policing (evidence, forensics, legal and policy analysis) and police management.

In the past, NPA has also been the recipient of technical and financial support from various bilateral donors, given its role as a federal training and standard-setting agency for law enforcement bodies across the country. The autonomy granted under its institutional arrangement allows for greater access to non-governmental budgetary support and the flexibility to raise independent revenue.

### **Facilities**

NPA's infrastructure is considerably modern and well-maintained. The classrooms have modern Audio-Visual equipment, are air-conditioned, and spacious. The residences of officers and probationers are similarly well-designed and maintained. The overall campus itself has large green spaces with leisure facilities for sports and other extra-curricular activities.

### **Teaching methodology**

The 18-month flagship ICC training at NPA for newly-inducted ASPs consists of four different phases 1) Foundation; 2) Development; 3) Field Attachment & 4) Consolidation. The in-class duration of the course is roughly 6 months, split on either end of the field attachment. At the end, a final passing out exam is administered to all probationers. A total of 913 ASPs have been trained under this program, including the 27 officers of the 46th CTP.

### **Curriculum Design and Review**

According to the ICC director, the institution has utilized its autonomy and actively worked to improve the content and implement a more needs-based curriculum at all tiers of training. However, it feels that its role can be further expanded as an intellectual leader in policing and law-enforcement training across the country. This means added responsibility in maintaining training quality standards and benchmarks for other training institutes, including those of other federal government law enforcement agencies like the FIA and IB. Similarly, training benchmarks can be maintained and implemented by NPA for provincial police formations as well.

### **Faculty**

The quality of human resource currently available to NPA is considerably high. Out of the 6 PSP permanent faculty/administrators posted there in grade-18 and higher, two are gold-medallists in the CSS examination. There is, generally, a proactive approach towards the issue of training design and outreach within the institution.

## **6. Secretariat Training Institute**

### **Organisational Structure**

The Secretariat Training Institute (STI) was established in January 1956 at Karachi as an integral part of the Establishment Division. The Institute was declared an Attached Department of the Establishment Division on July 1, 1960. It was relocated to Islamabad upon the moving of the federal capital and moved to a purpose-built facility in sector H-9, Islamabad, in 1987.

### **Courses Offered**

The Secretariat Training Institute in its current incarnation has two primary responsibilities. In the first it administers the Specialized Training Program every year to all probationers who clear the Central Superior Services (CSS) examination and are allocated to the Officer Management Group (OMG) service. It also has the additional responsibility of providing general capacity building training to ex-cadre BS-17 to BS-19 officers, as well as secretariat and other junior staff in the federal government's ministries, departments, and attached organizations.

No.	Course	Frequency in a Year
1	STP for OMG	1
2	STP for Section Officers (BS-17)	1
3	Executive Programs and Staff Development	Multiple Courses

### **Financial and Human Resources**

Currently, STI's budget is allocated under the Establishment division, given its status as an attached department. There are significant strains on fiscal and human resources at the present. Seven fulltime officer-grade positions at the STI are currently vacant, reportedly on account of reducing the amount of budgetary allocation on human resources. The ongoing fiscal deficit in the federal budget has contributed to a further freezing of resources available to the institute.

### **Infrastructure**

STI's infrastructure is considerably outdated and rundown. The buildings have not seen any major renovation since their original construction 30 years ago. The hostels and the classrooms in particular are in need of maintenance and upgrading. This has become particularly pertinent given that the incoming class size of probationers, currently at 40 on average, will double over the next two intakes (47<sup>th</sup> and 48<sup>th</sup>). Additionally, STI sees a participant turnover of over 1000 in a given year, given the number of capacity building courses it carries out for federal government employees at different tiers. The classrooms are not equipped, with several lecture halls functioning without proper equipment.

The institute also has weak IT support for their flagship training program, and non-existent support for all other training exercises that they conduct. This is an area in which they would like to improve. STI director is keen on introducing a range of video-based learning modules to create a repository of courses for subsequent years. This requires further investment in IT facilities.

Leisure and extracurricular facilities are also lacking in quality and need upgradation. OMG probationers have complained about the steep fall in quality of infrastructure between the CSA and the STI, which is a source of demotivation.

According to the STI director, the institution has actively worked to improve the content of trainings and implement a more needs-based curriculum. Given the Director's academic background in public policy and international development, a range of new modules were introduced in the OMG's 46<sup>th</sup> STP to repivot the occupational group from its traditional role of secretariat officers to a more expanded one that involves policy formulation and analysis.

However, the effort appears to be driven solely by the self-initiative of the current STI leadership. There is little support from the Establishment division, which is the parent department of the STI.

### Teaching Methodology

Currently the FPOE (Final Passing Out Examination) is based on the following 10 modules, which are taught during the 5-month training.

S. No.	Title of Subjects/Paper	Total Marks	Paper Duration	Mode of Exam
1	Constitution of Pakistan, 1973	100	3 hours	Open Book
2	Rules of Business, 1973	100	3 hours	Open Book
3	Secretariat Instructions & Office Procedures (Paper-I)	100	3 hours	Closed Book
4	Secretariat Instructions & Office Procedures (Paper-II)	100	3 hours	Closed Book
5	Noting and Drafting	100	3 hours	Closed Book
6	Government & Administration	100	3 hours	Closed Book
7	Service Laws & Rules (Paper-I)	100	3 hours	Open Book
8	Service Laws & Rules (Paper-II)	100	3 hours	Open Book
9	Financial Rules (Paper-I)	100	3 hours	Open Book
10	Financial Rules (Paper-II)	100	3 hours	Open Book

Additionally, a range of 8 extension modules are also covered for the overall character building and soft-skills development of the probationers.

S. No.	Topics
1.	Impact of Religion in Personal and Professional Life
2.	Emotional Stability Role & Impact in Professional life Ethics and General Etiquettes
3.	Stress Management, Self-Motivation and Performance at Workplace
4.	Imperatives of National Integration
5.	Effective Communication by Correct use of Language

6.	Information and Communication Technology (ICT) for Development & E-Governance, Cyber Crimes
7.	Microsoft Office
8.	Problem Solving & Decision Making

The biggest complaint from the STI has been the lack of resources available to bring in qualified guest speakers and lecturers. As previously mentioned, there is a continued shortage of full-time officers within the institute – with positions lying vacant – that impacts the overall academic functioning of the training.

## 7. Pakistan Administrative Services Campus, Civil Services Academy

### Organisational Structure and courses offered

PAS (Campus) was established in 1950 in Lahore to train CSP officers for their responsibilities as Assistant Commissioners, Deputy Commissioners, Commissioners, and for positions within the Secretariat. However, following civil service restructuring in 1973, the campus was re-purposed to provide specialized training to District Management Group (DMG) (now Pakistan Administrative Service- PAS) officers. The first STP for DMG/PAS was carried out in 1979. The current batch for the STP consists of PAS probationers from the 46<sup>th</sup> CTP, and their training lasts for 8 months.

No.	Courses	Frequency in a Year
1	STP for PAS	1

The PAS Campus is a subsidiary of the Civil Services Academy (CSA) at Walton in Lahore. Therefore, for the purposes of administrative structuring, it falls under the Establishment division as an attached body.

### Financial and Human resources

Currently, PAS campus' budget is apportioned from within the larger CSA budget. There is a tussle for resources with the Common Training Program (CTP) administered by the CSA at the Walton campus. There is no scientific formula for division of resources, and both institutes complain about unfair distribution of resources. Director PAS was of the view that the two should be separated as there is no common ground in their mandates. He also stressed that PAS campus needs more autonomy, a point that almost all institutes have also raised. This is because it requires more discretion with funds and needs to minimize the amount of red tape involved, especially for smaller procurement processes which currently require lengthy approvals from CSA and Establishment division.

There also a need stated for more money for compensating visiting faculty members, motivational speakers, and arranging for their logistics. Currently many visiting faculty members only come out

of a sense of public service or because personal connections, but an institution needs to have more professional ways of conducting business.

PAS Campus maintains a spacious facility located on Mall Road, right in the centre of the city of Lahore. The classrooms and hostel facilities are said to be in good condition; however, PAS director was of the view that more resources are required to upgrade sports facilities and provide better food to training participants.

PAS leadership is aware of the need for reform and has taken it on board. The current Director (PAS) Socrat Aman Rana elaborated on the changes in the PAS syllabus and structure he had made when he took over. These included reducing the number of subjects taught (and eliminating overlaps), introducing two streams of content that probationers were taught (Final Passing Out Exam (FPOE) and non-FPOE), and introducing content that would enable probationers to be better versed with district management and public administration procedures. Even though the Non-FPOE content is not tested in the final FPSC exam, the institute ensures that probationers study the content seriously by deciding who takes the FPOE exam.

Overall, the Director was of the view that there was no need to increase the duration of the PAS STP from its current 8-month length, and that there was no need to provide refresher courses for PAS officers between the STP and the Mid-Career Management Course (MCMC).

## **7. Pakistan Audit and Accounts Academy, Main Campus**

### **Organizational Structure**

The objective of the Pakistan Audit and Accounts Academy (PAAA) in Lahore is to train probationers belonging to the Pakistan Audit and Accounts Service (PAAS). Over time it has expanded its mandate to include continuous professional development (CPD) programs for both PAAS officers as well as ex-cadre officers associated with various auditor general offices. The institution operates four regional sub-campus in Islamabad, Quetta, Karachi, and Peshawar. These campuses provide CPD training throughout the year. Pakistan Audit & Accounts Academy (PAAA) Lahore, which is headed by a Rector (BS-21), acts as the Head Quarter for all the four regional academies at Islamabad, Karachi, Peshawar and Quetta. A Director (BS-19) heads each of the regional training academies except at Peshawar where a Deputy Director (BS-18) heads the regional academy.

No.	Course	Frequency in a Year
1	STP for PAAS	1
2	CPD for Audit and Accounts Officers (Cadre/Ex-Cadre)	Variable

PAAA is headed by a rector, from BS-21. There are 8 permanent faculty members/administrators designated as directors who look after specific departments of the academy. Administratively, it is an attached department of the Auditor General of Pakistan's office.

### **Financial Resources**

Currently, PAAA's budget is apportioned as a line-item from within the AGP's overall budget. For several years, financial constraints have resulted in reduced budgetary allocations, leading to a lack of resources being spent on the training institution. There is inadequate provision to bring in outside speakers and lecturers, where any relevant persons have been identified. There are also continuous issues with the facilities that have not been upgraded for a considerable period of time.

### **Infrastructure**

PAAA shares its infrastructure with three other federal government offices in a shared compound located in Lahore. As a result, it is entirely inadequate as a teaching/learning space given that it has a set of rooms located within a larger office building which functions on a 9-5 basis. This is also a source of considerable consternation for the faculty and a source of demotivation for the trainees, who join after spending 6 months in spacious surroundings of the CSA in Walton. A gym has recently been added to the premises but there is no space for extra-curricular activities. Moving to a purpose built and spacious campus has been identified as a major requirement by the PAAA leadership.

PAAA runs a 12-month long STP that begins in April and concludes with the FPOE in end-March of next year. Currently, the 46<sup>th</sup> CTP is being trained at the Academy. The training is split into two phases with 4 modules being taught in each phase. The number of modules has been rationalized in recent years with some being clubbed together to reduce learning loads.

The PAAA leadership is aware of the need to modernize curriculum, which it says it has relative autonomy over. However, resource constraints mean that it cannot bring in the intellectual capital required to introduce new modules or improve existing ones. It is heavily reliant on existing and retired PAAS officers for most of its training. There has been some introduction of e-learning, as well as greater knowledge-sharing with private sector bodies like Institute of Chartered Accountants of Pakistan (ICAP) to modernize the training, however it has been deemed unsatisfactory.

Like many other training institutes, there is a clear-cut demand for greater integration with knowledge-producing bodies, like university departments, to improve training quality. Some sharing with professional bodies is already in place, but university-linkages are absent. The Institute's leadership was also keen on exploring possibilities of knowledge-sharing on best-practices with audit offices in other, comparator countries.

## **8. Cantonment Institute of Municipal & Land Administration (CIMLA)**

The training institute responsible for imparting specialized training to the civil servants belonging to the Military Lands & Cantonment Group (MLCG) is the Cantonment Institute of Municipal & Land Administration (CIMLA), Walton, Lahore. CIMLA was established in 1977 to train ML&C officers, and officials of ML&C Department in Cantonment Administration, Land Management, Information Technology and other administrative and management systems, thereby building the overall capacity of HR Department. The main building houses the classrooms, library and computer labs. The hostel for the trainees with indoor sports facilities is also located in the same premises.

The broad areas of training are Land management and acquisition, disaster management, financial and budget management, building control laws etc. Specific courses relevant for the MLCG are Cantonment administration, Urban management, Solid waste management and PPRA rules.

### **Key Issues:**

1. Typically, the intake of officers in each MLCG batch of CSS is very small. Last year there were three officers and this year the batch is of five officers. The small class size makes it difficult to have a formal training environment.
2. It is observed that class duration is very long - around two and a half to three hours. This makes the training efficiency lower and makes the exercise monotonous.
3. The training of officers promoted against departmental quota was earlier a neglected area. This year the department decided to train them along with the directly recruited officers (CSS officers). Although this is a good initiative as this will provide a quality training to promoted officers but this poses some challenges for the training institute. The CIMLA administration is trying to deal this by arranging extra classes on English language and IT for the promoted officers.
4. The library and IT labs are under renovation.

### **Recommendations**

The training of promoted officers along with directly recruited officers may be a challenging task. It is however, a commendable measure that promoted officers are provided some standardized training before they take up similar positions in field as the CSS qualified officers. Other departments can also plan to conduct similar trainings for their promoted officers.

The trainee officers at present get some interaction with other similar departments such as Urban Unit. It is however, recommended that some field attachments may be arranged with larger departments such as LDA etc.



## **9. Foreign Services Academy**

### **Organisational set up**

The Foreign Service Academy (FSA) is the training wing of the Ministry of Foreign Affairs, Pakistan. FSA was established in 1981, and since then the institute has provided training to officers of foreign service as well as foreign diplomats. FSA provides training to fresh entrants of the foreign service. Besides it organizes mid-career courses and orientation trainings for officers before their assignments abroad. However, we will focus on the STP of foreign service officers after completion of CTP at CSA.

According to FSA the aim of the STP is to “broaden the knowledge and intellect of our trainees, to promote cross-cultural understanding and to hone their analytical and public relations skills. The curriculum includes subjects such as Foreign Policy, International Law, International Politics, International Economics, Diplomacy and Negotiations”.

### **Teaching Methodology**

The subject delivery of the curriculum is managed through a mix of lectures and interactive sessions. The lectures usually an hour-long talk followed by half hour of Q&A session. Extension lectures are also arranged by the Academy. Besides, regular lectures are supplemented by simulation exercises, training workshops etc. The trainees are also required to participate in sports activities. As is the case with other STPs, study tours and visits to Government and private sector institutions are also a regular feature of the training.

The faculty of the Foreign Service Academy is a good combination of highly qualified academics and eminent retired Ambassadors. In addition, eminent personalities including foreign Ambassadors and Ministers are invited to speak on foreign policy and international relations.

### **Curriculum Design and Review**

The Academy undertakes periodic (weekly) evaluation of trainees and also obtains feedback from them. Assessment of the trainees is done through tests, research papers, book reviews, presentations and class assignments. This provides the administration a clear idea about the progress of each participant and provide them specific feedback. Also, this exercise provides utility of the guest lectures and speakers. FSA considers it important for the participants to observe punctuality and discipline. Spoken and written language expertise, observance of etiquettes and dressing etc. are also very important due to the job nature and clientele of the foreign service.

The STP participants have to qualify for the Final Passing out Examination (FPOE) conducted by the Federal Public Service Commission after the conclusion of course.

## **Key Issues**

1. FSA expressed high level dissatisfaction with the civil servants' intake and level of training being imparted by CSA. The concerns focused about trainees' communication skills especially spoken English level, dress code observance, and behaviour issues.
2. The FSA Director (Programme) favoured the idea of standardized tests to be conducted at the conclusion of CSA or the pre-service training of the new entrants.
3. FSA highlighted the importance to follow strict discipline code. They proposed that use STP grades to affect inter-se seniority of the batch. (CSS, CSA, FPOE, FSA)
4. The diversity in trainees' skills was highlighted by the diversity in scores of trainees. Last year out of 600 marks assessment, individual scores varied between 457-362. Such diversity poses challenges for the training management

## **10. Customs House**

### **Teaching Methodology**

Customs House has taken its own initiative in improving the training it provides. The same training was being provided for the last 20 years. The syllabus was changed last year in which training segments were redesigned. The focus of the training is now personality development in addition to learning related to customs procedures.

The duration of the field has been increased to 4 months as well. Customs House has also introduced methods like simulations and case studies, which NIMs use in their courses. They acquaint their trainees with collectorates, field formations and all the procedures involved in their future line of work. After that they are introduced to the laws governing custom procedures so they can understand the theory and the context in which they will work. Secretariat procedures are taught during on-job training. Trainees are assigned a study subject as well which has to be presented. However, everyone has to prepare the entire presentation and trainees are only told half an hour before, who has to present which part.

Customs House has also introduced collaboration with foreign agencies for short courses. Organizations such as Bureau of International Narcotics and Law Enforcement Affairs (INL) and National Crime Agency (NCA) provide courses on money laundering and intelligence gathering. Other short courses like weapon handling course has also been introduced.

The first batch has passed out with this new syllabus. Feedback from the batch has not been received as yet but senior custom officials have given positive feedback. Modules have been aligned according to functional lines. Hence, modules are based on the Customs Act, cargo handling of imports, cargo handling of exports, border revenue, reforms and modernization, Pakistan economy and international trade and Sales Tax Act. The syllabus has been approved by FPSC. While the impact on training motivation cannot be gauged yet, the aim has been that the course is interesting and practical for the trainees.

## **Human Resource**

In terms of faculty, 70 percent of the faculty comes from customs house itself and they are paid an hourly rate of PKR 2000, 10 to 15 percent is in-house for courses like IT and 10 to 15 percent is external such as DMG officers, SBP employees, and consultants.

The in-house schedule is kept flexible so that internal faculty can take a class if external faculty members not available.

## **Infrastructure**

Facilities are limited. A new hostel has been made across the road; however, it has a limited area, which means there is only a mess and a gym. The administration has also asked for more funds for further addition of rooms. For sports, membership is available at a club. A new sports complex is being planned after vacating a warehouse.

The Customs House administration feels that 9 months is a sufficient amount for training and if need be it can be extended. CTP deals with all general subjects and only specialized subjects are taught in Customs House. However, Customs House feels that CSA needs to focus more on teaching office etiquettes.

The batch size has increased (32 probates now) as collectorates have increased. Hence, more permanent faculty is needed, as it is difficult to manage the trainees and the faculty schedules. Visiting faculty back out. The issue is not having enough good people to hire; the biggest concern is that more positions need to be open. There is also need to help trainees plan their career trajectory. Many customs officers retire at 19 grade or 20. That needs to be discouraged.

## **11. Pakistan Institute of Trade and Development (PITAD)**

### **Organisational set up**

Pakistan Institute of Trade and Development (PITAD), Islamabad is the specialized training institute for the freshly recruited officers of Commerce and Trade Group. Earlier this was named as Foreign Trade Institute of Pakistan (FTIP). It was felt that FTIP was just a routine training institute and was not providing necessary research and information support on trade policy. As such it was decided to restructure FTIP and this led to the present institute in 2009.

### **Courses offered**

The stated core activities of PITAD are policy research, technical assistance and professional training in the areas of commerce and trade. Although, PITAD conducts several other trainings as well, for the purpose of our current project, the focus is on the specialized training of the civil servants.

PITAD conducts nine months Specialized Training Program (STP) for the newly inducted Commerce and Trade Group officers of the Civil Service of Pakistan. Currently the officers belonging to 46<sup>th</sup> CTP are undergoing their STP at PITAD. The Specialized Training Programme covers the following:

- International trade theory and practice
- Issues in Pakistan's economy and potential export sectors
- Evolution of multilateral trading system and agreements under GATT94/World Trade Organization
- Trade development practices in Pakistan; public policy and practice
- Regulatory framework of business in Pakistan
- Global marketing, export management and supply chain management
- Export procedures, promotion, logistics and compliance issues
- Trade diplomacy and market intelligence
- Information system and technology
- Office procedures, secretarial instructions and rules of business

### **Teaching Methodology**

Besides class lectures on course modules, STP comprises of several individual and group-based assignments. These broadly include research papers, book reviews, term papers, industry attachment and local and foreign tours. An important feature of the training is the foreign language learning.

Guest Speakers are also invited from different national and international organizations to share their ideas on trade and development with the trainee officers.

PITAD claims that it is acting like a think tank for Ministry of Commerce on trade related issues. It conducts research on trade, economy and development issues. Findings of the research work carried out by PITAD are also shared with the trainee officers.

The Director (Programme) Ms. Nazish Sami, informed about some recent innovations in the STP of Commerce and Trade group:

- a) Realizing the importance of learning a foreign language for the officers, PITAD included a Chinese language course in its STP two years back. The choice of Chinese language was made keeping in view Pakistan's trade with China and engagement under CPEC project. Presently a 3 month spoken Chinese course with cooperation from TEVTA is being conducted at PITAD. Last year the language course was done for French and the same is planned for this year.
- b) The institute considers it important to provide some foreign exposure to its officers during the training phase. As such they have incorporated a short course at World Trade Institute, Geneva using resources available from USAID funding.
- c) The institute also provides active support in providing training to foreign participants. Recently under an SCO-PITAD collaboration, training of Afghan Officers was conducted along with STP probationers
- d) PITAD is planning to do adopt a public-private partnership model for training of their officers. Besides, they are working on the idea of transforming into a degree awarding institute. They plan to achieve this by developing an exchange/collaboration/accreditation model with a foreign university for offering a degree in Masters in International Trade. They have made progress with University of Adelaide in this regard.

## **Key Issues**

Regarding the pre-service training of their officers, the PITAD administration is not satisfied with the training imparted by CSA. They observe that trainees, even after completion of common training at CSA, lack good communication skills and training for formal getup for seminars and meetings and. Also, after their common training the officers have not been able to develop the requisite seriousness of approach needed for official business especially when they have to deal with foreigners.

It was opined by PITAD that CSA should focus on these areas alone during the common training and leave the specialized studies for STIs.

## **Annexure 6: Indicative Review Report: Training Needs for Junior Grade Officers (1-16)**

### **Introduction**

The government's business process works in a continuum and is highly dependent on the performance of a range of lower grade officers below grade 17. Collectively, these officers are referred to as support staff and can be split in two broad categories. The first category, from grade 11 – 16, comprises junior clerks, clerks, cashiers, personal assistants, and planning and finance assistants, while the second category, from grade 1 – 10, is predominantly comprised of peons, office boys, drivers, *Daak* (postal) riders and other support staff. The officer tier, grade 17 and above, is greatly dependent on the performance and the efficiency of the support staff. Therefore, numerous skills for these grades may be considered useful, such as IT, managing electronic communication, drafting notes, typing, fluency in English and Urdu language, media sensitivity, office management, task management, coordination, soft skills including public office manners and protocols and similar other skills.

According to some estimates, 85 percent of the government wage bill is spent on the junior grades. Induction at these levels is largely outside the relevant service commission domain, and thus recruitments are made directly by departments or through a non-uniform process that varies between provinces and with the federal government. This non-uniformity creates disparity between the level of qualifications and type of skill set possessed by individuals. The lack of training over the years further widens the gap in the relative skill sets and many officers are unable to deliver the required level of effort.

At the federal level, the Secretariat Training Institute (STI) is the only training provider for officers in lower grades. It offers multiple short courses throughout the year to build capacity among the lower grades, while also administering the Specialized Training Program (STP) for probationers of the Office Management Group (OMG). The STI also administers the STP for various Section Officers of the federal government. However, as has already been highlighted in the report on the "Organizational Assessment of Specialized Training Institutes", the STI is significantly under resourced. Resultantly, the STI is unable to operate at the level required.

Support staff training at the provincial level faces challenges as well. Of the four provinces, only Punjab and Khyber Pakhtunkhwa have a dedicated department or training institute for this purpose called the Management and Professional Development Department (MPDD) and Staff Training Institute of the Establishment and Administration Department respectively.

Institutionally, the study looked at the structure of the Management and Professional Development Department (MPDD) of the Government of the Punjab. MPDD in Punjab is by far the most advanced training institute that is providing trainings to grade 11-16 officials. However, even with their

frequency of courses, no training is offered below grade 11. MPDD runs a large number of courses - some of them even as short as 2-4 weeks. These trainings include both cadre ad ex-cadre officers/staff. The MPDD also has the capacity to design demand specific trainings based on the needs identified by the departments. MPDD has a well-defined system where most nominations for the trainings are provided by the S&GAD. The S&GAD has an online system that automatically allocates trainings. Moreover, MPDD has been established as an independent department and it has its own dedicated budget. This allows them to run trainings in continuum even if departments do not identify and articulate their demands.

In Khyber Pakhtunkhwa, the Staff Training Institute of the Establishment and Administration Department provides "in-service training courses for the employees of the Civil Secretariats, Attached Departments, District/Local Government Departments and Autonomous/Semi-Autonomous Bodies working in Khyber Pakhtunkhwa". The courses taught have to do with office management, IT skills, public procurement rules, communication skills, and project planning.

## Challenges

In light of the above analysis, the most significant issues of the current recruitment and training system have been identified below:

- Stakeholders (primarily senior officers) observe that junior officials are increasingly becoming more academically qualified over time. A large number of new entrants into the system possess master's level degrees. This is primarily driven by the sizeable amount of educated unemployment in the economy. The stakeholders feel that these individuals are underemployed and will continue to be in this state if trainings do not support them to **graduate along better pathways**. Therefore, the government should increase the emphasis on the trainings and career paths of junior grade officers.
- As there are no fixed criteria for **recruitment**, there is significant variability in the quality of work. Some junior officials are extremely efficient and eager to learn and improve their skillsets, while others become a liability for senior officers. Trainings are therefore required to bring greater uniformity in the level of skill of lower grade officials.
- The public **workspace is reforming** rapidly with a greater use of IT based tools. The lower grade officials need to adapt to this rapidly changing work environment, and training can play a significant role in improving productivity.
- Where trainings are available, the junior grade officials in most cases are not **relieved by seniors** at the risk of work disruptions. Moreover, most junior officials are also **reluctant to attend** trainings because of an unwillingness to leave their work environment. This aspect needs to be addressed through a more systematic way of organized trainings.
- **Financing** affects trainings at all levels, and the lack of funds becomes an even more acute problem for support staff trainings. Typically, both the relevant Department and the training institute (mainly the Secretariat Training Institute at the Federal level and Management and

Professional Development Department (MPDD) at the provincial level) lack the funds to carry out these trainings. As a result, the availability of such training is scarce.

- The **demand side** of these trainings is also weak. The departments have no capacity building plans nor do they articulate the training needs of their junior staff. This lack of demand articulation results in inadequate focus on trainings at this level. Moreover, the linkage of trainings with promotion at this level is also not clear. This reduces the incentive to train.

## **Recommendations**

A large majority of the problems of the public sector stem from inefficient work processes. In order to increase the productivity of these offices, it is crucial for the government to invest in the capacity building of the support staff. As such, the following broad recommendations are made:

- The other provinces should benchmark their facilities and institutional structures on the pattern of MPDD. All provinces should upgrade their trainings to match the Punjab MPDD. This is likely to create an immediate impact.
- There is a need for a detailed survey-based Training Needs Assessment (TNA) at grades 11-16 and 1-10. Currently no formal training exists at the level of grades 1-10. This staff needs to be trained in a number of areas such as office ethics, protocols, task management, and other soft skills which increase their productivity.
- The issue of staff not being relieved or where the staff themselves opt to drop out can be addressed through the development of online content and training modules. The staff can train themselves in their own time and can attend sessions at training institutes for practical sessions once a year. The sessions/modules can be developed using the Learning Management System (LMS) and techniques such as interactive content and gamification can make the trainings more attractive.
- In terms of content, short programs on secretariat training, IT programs, the Punjab Employees Efficiency, Discipline and Accountability (PEEDA) Act, communications, media management, legal issues and basic procurement processes should be an important part of the training modules offered.