

Government of The Punjab

Punjab Public Service Commission

Business Process Review

Final Report

26 August 2009

DRAFT

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Business Process Review

26 August 2009

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TABLE OF CONTENTS

1.	Introduction	1-1
1.1	Final Report	1-1
1.2	Terms of Reference	1-2
1.3	Consultancy Inputs	1-2
1.4	Acknowledgements	1-3
2.	Background	2-1
2.1	The Punjab Civil Service	2-1
2.2	Recruitment Policy and Position	2-2
3.	Key Recruitment Issue	3-3
3.1	Key Issue	3-3
3.2	Recruitment Mechanisms	3-3
3.3	Recruitment Challenge and Dilemma	3-4
3.4	The Solution	3-4
4.	PPSC Legal Framework	4-5
4.1	PPSC Independence and limitations	4-5
4.2	Ordinance 1978	4-6
4.3	Services General And Information Department Notification 1978	4-7
4.4	SGAID Notification 1979	4-7
5.	Commission Structure	5-9
5.1	Overall Structure and Staffing	5-9
5.2	The Members	5-9
5.3	Staff	5-10
5.4	Current Organogram	5-13
5.5	Offices	5-13
6.	Business Processes	6-15
6.1	Introduction	6-15
6.2	Public Service Posts	6-15
6.3	Business Processes	6-15
6.4	Documents	6-18
6.5	Bottlenecks	6-20
6.6	Workload	6-22
6.7	Workload Distribution	6-24
7.	Finance and Budget	7-29
7.1	PPSC Special Institution	7-29
7.2	Expenditure	7-30

TABLE OF CONTENTS...

7.3	Income	7-31
7.4	Banking and payments	7-31
7.5	Budget	7-31
8.	Information Technology	8-33
8.1	Background	8-33
8.2	Role of the Current IT system	8-33
8.3	The New IT System	8-34
8.4	Issues with Development of the New IT System	8-36
9.	Client Departments	9-37
9.1	Introduction	9-37
9.2	Departments' Human Resource Functions	9-37
9.3	Strengths and weakness of the PPSC	9-40
10.	PPSC performance	10-42
10.1	PPSC Key Areas of Performance	10-42
10.2	Business processes	10-42
10.3	Financial Management	10-51
10.4	Human resources	10-52
10.5	Capital and IT	10-52
11.	Issues	11-53
11.1	Key Issues	11-53
11.2	Options	11-54
12.	Recommendations	12-57
12.1	Public Service Overview	12-57
12.2	PPSC as Regulator	12-58
12.3	The PPSC's Legal Framework	12-61
12.4	The Constitution and Role of the Members	12-62
12.5	PPSC Buildings	12-63
12.6	PPSC Business Processes	12-63
12.7	Information Technology	12-64
12.8	PPSC Organisation Structure	12-66
12.9	Financial management	12-69
12.10	Corporate Planning	12-69
12.11	Outcomes and Outputs	12-72
12.12	PPSC Key performance Indicators	12-75
12.13	Targets	12-83
12.14	Performance reporting	12-83
12.15	PPSC Management Information	12-85
13.	Benchmarking the PPSC	13-91

TABLE OF CONTENTS...

13.1	Introduction	13-91
13.2	Benchmarking	13-91
14.	Next Steps	14-93
14.1	Implementation Phase	14-93
14.2	Next Steps	14-93
1.	14-95	

1. INTRODUCTION

1.1 FINAL REPORT

This draft Final Report is the third deliverable on the project to review the Punjab Public Service Commission (PPSC), and recommend measures to improve the functions, systems, and operations of the PPSC.

The Report includes:

- This Introduction, setting out:
 - The Terms of Reference;
 - The consultancy inputs on the project;
- The key issues facing the Government of the Punjab over recruitment to the public service;
- The role, functions and structure of the Commissioners and the Commission;
- The Commission's business processes;
- Human Resource functions in selected Departments, and their relationships to the Commission;
- Information Technology in the Commission;
- The Commission's performance;
- The key issues and challenges for the Commission;
- Recommendations for:
 - A joint regulatory and operational role for the Commission;
 - Improving the Commission's operations;
- Benchmarked comparisons between the PPSC and other public service commissions;
- Next steps;
- A time-bound Action Plan for the implementation of the recommendations.

This draft Final Report should be read in conjunction with the *Inception Report*, the *PPSC Case for Regulation*, the *PPSC Performance Management Report*, the *Client Departmental HR Report*, the *PPSC Benchmarking Report*, and the *Information Technology Situation Analysis*.

1.2 TERMS OF REFERENCE

The Punjab Resource Management program (PRMP) asked consultants to carry out a comprehensive review of the PPSC and recommend measures to improve the function of the PPSC. The detailed responsibilities will include, but will not be limited to:

- (i) Assess the mandate, function, structure, capacity, and operations of the PPSC;
- (ii) Identify strengths and weaknesses of PPSC
- (iii) Distil major changes taking place in Public Service Commissions and identify their implications for the PPSC;
- (iv) Review the international experience, especially in the commonwealth countries, and evolution of PPSC or similar organizations over time;
- (v) Based on international practices and the public context, analyze whether the PPSC should remain as a regulator/auditor for public servant recruitment or as a recruitment agency itself;
- (vi) Recommend on the broad direction of changes for PPSC along the two options mentioned above;
- (vii) Within each option, recommend measures to strengthen the function and operations of the PPSC;
- (viii) Review and propose a service structure which includes tenure and selection on some particular board/ panel for the members of Public Service Commission;
- (ix) Prepare an action plan for implementation of recommendations under both these scenarios;
- (x) All the above activities should be accompanied by intensive stakeholder consultation and information dissemination including meetings, presentations and workshops.

1.3 CONSULTANCY INPUTS

From 16 March to 31 August there were three consultants engaged on the project:

- Dr Laite, of Julian laite Consulting Ltd, who focussed on the role, structure and performance of the PPSC;
- Professor Umar Saif, of the Lahore University for Management Studies, who focused on the information technology (IT) in the Commission;
- Ms Sabehia Mohamed, of Sabehia Consulting Ltd, who focused on the HR functions in Departments and benchmarking the Commission with other public service commissions.

1.4 ACKNOWLEDGEMENTS

We should like to thank all those who supported the project with their time and ideas, particularly:

- The Chairman of the Commission;
- The Secretary of the Commission;
- The Board Members;
- The Secretary of Services and General Administration Department (S&GAD);
- The Secretary of the Planning and Development Department;
- The Additional Secretary, Public Policy and Change Management Wing, S&GAD;
- The Deputy Secretary of the Commission;
- The senior staff at the Commission;
- The UK Civil Service Commission;
- The Director of Human Resources at the UK Department for Work and Pensions;
- The Program Director, PRMP;
- The Deputy Program Director PRMP;
- Asian Development Bank representatives.

2. BACKGROUND

2.1 THE PUNJAB CIVIL SERVICE

There are 1,018,579 sanctioned positions for employment by the Government of the Punjab (GoPb), a figure which does not include the employees of autonomous bodies and public corporations. Out of these 362,175 are in the central level departments and 657,824 are in the 36 district governments. In the first category of central departmental positions, 12.6 percent positions are in BS-16 to 22 and 87.4 percent are in BS-1 to 15. In the district governments, 18.8 percent positions are in BS-16 to 22 and 81.2 percent are in BS-1 to 15. For the province, 83.4 percent of staff work in BS-1 to 15, according to these estimates. In the fiscal year 2008, the total expenditure on the civil service was more than Rs.120 billion or 2.6 percent of the provincial GDP.

Structure of the Sanctioned Positions

Pay Scale	Positions	Percent of total
BS-1	216,212	21.227
BS-2	16,228	1.593
BS-3	9,790	0.961
BS-4	155,968	15.312
BS-5	39,405	3.869
BS-6	50,116	4.920
BS-7	154,902	15.208
BS-8	4,518	0.444
BS-9	114,646	11.255
BS-10	4,434	0.435
BS-11	19,917	1.955
BS-12	10,802	1.060
BS-13	617	0.061
BS-14	45,242	4.442
BS-15	5,348	0.525
BS-16	53,197	5.223
BS-17	42,186	4.142
BS-18	13,971	1.372
BS-19	4,920	0.483
BS-20	978	0.096
BS-21	38	0.004
BS-22	15	0.001
Unallocated	55,129	5.412
Total	1,018,579	100.000

Note: Based on sanctioned positions shown in the Estimates of Expenditure, Annual Budget Statement 2007-2008.

2. Background

The more than one million sanctioned positions are divided up in a number of cadres designed to supply skills to known requirements in public sector agencies. Depending on their skills a cadre may work in one department or agency or be entitled to move across departments. For instance, the *patwaris* are part of the revenue department, moving across departments only when sent to assist in compulsory land acquisition, but with vertical mobility in the department. On the other hand the Provincial Management Service cadre is recruited as managers and can be posted to any of the departments or local governments in the province. The management of cadres is by rules and leaves only a specified space for managerial discretion.

Recruitments to regular positions are made according to government rules under the legal authority of the Punjab Civil Servants Act 1974. For all positions in and above BPS-16 or others in BPS-11 to BPS-15 as notified by the Government, recruitments are made by the PPSC. The positions not expressly assigned to the PPSC are filled by committees or boards set up for the purpose of recruitment. On the one hand it lays a major responsibility on the Commission while on the other it creates a fair dispensation for any resident of the province aspiring to work in the public sector. The rules specify that all recruitments into the public sector should be based on merit and made only after public advertisement.

Service rules for each cadre define the manner of recruitment to different positions. They also apply to contract appointments. The contract appointments can be made for 3 to 5 years under the contract employment policy (CEP) laid down in 2004. Departments and agencies can develop the terms and conditions of employment in each case with the approval of the Finance Department (FD) and S&GAD.

2.2 RECRUITMENT POLICY AND POSITION

The latest Government of the Punjab recruitment policy was published in September 2004. Over the years there has been a ban on recruitment and this ban was lifted in May 2003. Since 2003, over 26,000 posts have been filled out of over 100,000 vacant posts. In June 2003, the Finance Department decreed that all appointments be made on a contract basis, unless there were exceptional circumstances and specifically allowed by the Chief Minister on the recommendations of the Contract Appointments Regulations Committee (CARC). The main reasons for this were financial and administrative:

- The Government could not fund the annual pensions' bill;
- Poor performance management of regular staff. This lack of performance management allowed a culture of carrying poor performers to exist, making it difficult to take action against them.

The Constitution of Pakistan stipulates that all citizens are equal before the law and are entitled to equal protection. It also provides that no citizen, otherwise qualified for appointment in the service of Pakistan, shall be discriminated against.

The Punjab Civil Servants (Appointment & Conditions of Service) Rules 1974 state that all posts (regular or contract) must be advertised before they are filled. The relevant Selection Committees are also required to ensure that appointments are made strictly on merit and in accordance with the rules, selection criteria and other provisions of the Contract and Recruitment Policies.

3. Key Recruitment Issue

3. KEY RECRUITMENT ISSUE

3.1 KEY ISSUE

The overarching issue facing the GoPb is that of how to ensure that recruitment to the Punjab public service is based on merit and competition, and that all competitions are fair and open.

3.2 RECRUITMENT MECHANISMS

There are two means of recruitment into the Punjab Public Service:

- The PPSC;
- The Departmental Human Resource Divisions.

3.2.1 The Punjab Public Service Commission

Established to ensure appointment on merit for Grades 16 and above, the PPSC:

- Remains a manually based operation;
- Undertakes appointments for Grades 9 to 15, accounting for one third of its workload in 2008;
- Is swamped, and now having to deal with a significant backlog of Requisitions each year;
- Takes too long to undertake the selection of candidates.

In addition to its manual operations, the main reason for the PPSC's difficulties is that it is – and is perceived to be – above external influence. As such, both Secretaries and Departmental HR Divisions that want acceptable recruitment for key posts up to Grade 15 request the Commission to undertake these Requisitions. And recognising the importance of ensuring recruitment on merit of police officers and magistrates, the PPSC accedes to these requests.

3.2.2 Departments' Human Resource Divisions

The *Client Departmental HR Report* reveals that the Departments' HR Divisions are:

- Personnel Departments rather than HR Departments, focusing on the minutiae of terms and conditions, payroll and leave, rather than on the strategic manpower planning of their organisations;
- Boxed in by rules set centrally by the Department of Finance and Services and General Administration Department;
- Unable to project turnover rates and so the requirements for recruitment for the coming two years.

3. Key Recruitment Issue

In addition, the recruitment process in the Departments is subject to influence at various points:

- From above, by politicians and the Secretariat;
- At various points throughout porous procedures, into which bribery and favours can infiltrate.

3.3 RECRUITMENT CHALLENGE AND DILEMMA

The challenge for the GoPb is to design and implement recruitment functions and procedures that steadily eliminate influence throughout all recruitment, ensuring that all recruitment is based on merit.

The dilemma thrown up by the PPSC reform project is that modernising the PPSC alone, in its current role, will reinforce the weakness of the Departments' HR functions as they will increasingly push onto a more effective PPSC those recruitments that they do not wish to undertake.

The risks are that the PPSC will become swamped, recruitment procedures will suffer, and an initially successful public sector reform project will be seen to fail, undermining future reform efforts.

3.4 THE SOLUTION

The solution recommended here is that:

- The current operational role of the PPSC is strengthened, mainly through the computerisation of its business processes;
- The PPSC also becomes the Regulator of all appointments to the Punjab Public Service:
 - Publishing a Code of Conduct for recruitment;
 - Chairing key Appointments Committees;
 - Deploying independent auditors to monitor Departmental recruitment processes;
- In these ways closer working relationships are developed between the Commission and Departmental HR functions.

4. PPSC LEGAL FRAMEWORK

4.1 PPSC INDEPENDENCE AND LIMITATIONS

The PPSC is a highly respected organisation, partly based on its independence from political and other influences due to its statutory framework. This chapter sets out that framework and details the PPSC's independence.

However, the constitutional and legislative framework of Pakistan and the Punjab also limit the powers of the Commission. These limitations are set out clearly in the GoPb's Rules of Business 1974, amended up to December 2006, published by S&GAD. The Rules relevant to the PPSC are:

- Part D – Services paragraph 20, where it states that:

“The advice of the Public Service Commission shall ordinarily be accepted by the Department in all matters where it is obligatory to consult the Commission under any law or any rules or regulations for the time being in force.”

The force of this rule is that the Commission is a consultative and recommendatory body, not an enforcing or implementing one.

- Rules of Business Schedule VII Part A Rule 5(2) “List of cases to be submitted to the Chief Minister for his approval before issue of orders:

15 (a) All cases relating to appointment and promotion of officers in Grade 19 or above and officers of equivalent rank and status.”

The force of this Rule is that it is the Chief Minister who has to give approval to all appointments in Grade 19 or above.

- Schedule III Part A Rule 12(1) “List of cases requiring orders of the Governor on the advice of the Chief Minister:

10 Rules of Business”

The force of this rule is that it gives the Chief Minister the power to set the Rules: *absolutum dominium*.

The combined force of these three Rules is, with respect to the PPSC at least, to subject it to the authority of the Chief Minister. This poses the grave risk that, should he so wish, a Chief Minister has the scope to intervene in the public service recruitment process. The extent to which this has happened over the last three decades is the subject of debate.

4. PPSC Legal Framework

4.2 ORDINANCE 1978

4.2.1 Ordinances

The laws governing the Punjab Public Service Commission are:

- The Punjab Public Service Commission Ordinance 1978;
- The Punjab Ordinance No II of 1978.

Under these Ordinances the role functions and structure of the PPSC are as follows.

4.2.2 Composition of the Commission

The Governor determines the number of Commission members, and appoints them. The Commission is comprised of:

- Not less than one half of the members who have held office in the service of Pakistan at grade 21 or above;
- No serving Government servants;
- At least one member from:
 - Retired judges of the superior judiciary;
 - Retired officers not below the rank of Major General or equivalent of the Armed Forces;
 - Women and the private sector possessing such qualification and experience as proscribed by the Provincial Government;
- A Chairman, a Member nominated by the Governor.

A member's term of office shall not exceed 3 years, although a Member can be re-appointed for a further two years. Members cease to hold office at 65.

Appendix B sets out the current Members and their responsibilities.

4.2.3 Functions of the Commission

The functions of the Commission are:

- To conduct tests and examinations for recruitment to:
 - Provincial services and posts;
 - Other Government bodies;

4. PPSC Legal Framework

- To advise the Government on the terms and conditions of service of postholders in Provincial service or other Government bodies;
- To undertake any other functions as prescribed.

4.2.4 Commission Reports

The Commission is required to submit an Annual Report by 15 February of the year following the Report year. The Report is accompanied by a Statement, setting out:

- The cases in which the advice of the Commission was not accepted;
- The matters on which the Commission ought to have been consulted, but was not.

4.3 SERVICES GENERAL AND INFORMATION DEPARTMENT NOTIFICATION 1978

Under the 1978 Ordinance the Governor made the following rules, set out in the Notification of 26 October 1978.

The Commission will effect recruitment:

- From Grades 16 to 22;
- To any other posts which may be referred to the Commission by the Chief Minister;
- To contract posts, to be filled for a period of more than two years.

The Commission will not undertake recruitment for:

- Contract posts for a period of less than 2 years;
- Appointments of less than 1 year;
- In any case determined by the Chief Minister.

In the public interest the Chief Minister may make the appointments he deems fit.

The posts excluded from the purview of the Commission are set out in the following table.

Department	Posts
Services, General Administration and Information Department	Additional District and Session Judges District and Session Judges
Governor's House	Comptroller

4.4 SGAID NOTIFICATION 1979

In the SGAID Notification of 1979 the Governor made the following rules.

The seniority of Commission Members derives from the dates they were appointed.

4. PPSC Legal Framework

Appointments to the Commission:

- May be made from eminent persons in the Liberal Arts, Sciences and Professions in the private sector;
- Shall be initiated by the SGAID, who will send them to the Chairman for his views. Once received the SGAID will seek the approval of the Governor.

The Notification also set out the salaries and conditions of service of the Chairman and Commissioners. These were later amended and are set out in the following chapter.

5. COMMISSION STRUCTURE

5.1 OVERALL STRUCTURE AND STAFFING

The Commission comprises the Commissioners, supported by the Secretary who manages the operational staff. The Commission has a staff of over 335 personnel working in various Wings/Branches.

5.2 THE MEMBERS

Currently there are 12 Board Members. They are appointed by the Governor, on the recommendation of the Chief Minister. Each Member is responsible for overseeing the selection processes for particular Departments. The details of the Members and their responsibilities are set out in Appendix B.

The pay, “perks” and allowances for the Chairman and the Board Members are set out in Appendix C. The tables show that:

- Salary:
 - Chairman: Rs 160,000 per month;
 - Members: Rs 130,000 per month;
- House rent:
 - Chairman: Rs 70,000 per month;
 - Members: Rs 50,000 per month;
- Utilities:
 - Chairman: Rs 8,000 per month;
 - Members: Rs 6,500 per month.

In addition, the Chairman and Members receive the use of a car and driver, a petrol allowance, domestic and overseas travel allowances and free medical treatment for themselves and their families.

Apart from the criteria set out in the Ordinance, there are no other explicit skills required. So the two main elements for selection are that the Members are ex-public servants who understand well the requirements of the public service, and who have served well the political directorate during their careers.

The current Members are all men, aged between 60 and 64. Their previous posts were as Director Generals in various Departments, Inspector Generals of Police, Head of the Taxation Service, responsible for Punjab universities, and a senior diplomat.

5. Commission Structure

5.3 STAFF

5.3.1 Recruitment Wing

The Recruitment Wing is the mainstay of the Commission's major activities. It deals with the policy matters of all recruitments, processing of requisitions, preparation of consolidated advertisements, processing of applications, shortlisting, fixation of schedule for tests / examinations / interviews, compilation of results and sending recommendations to the Government and the press.

The Recruitment Wing has two Directorates. Recruitment Directorate A has 4 Branches, while Directorate B has 3 Branches. Their responsibilities are set out in the following table. In addition the Examination Branch has some Departmental Responsibilities.

Department	Branch							
	A	B	C	D	E	F	G	Exam
Education (Collegiate Cadre)	*							
Chief minister's Inspection Team	*							
Governor's Secretariat	*							
Information, Culture and Youth		*						
Revenue		*						
Information Technology		*						
Police (Less Inspector Legal)		*						
Health			*					
Management and Professional Development			*					
Literacy and non-Formal Basic Education			*					
Population welfare			*					
Consolidation of Holdings			*					
Colonies				*				
Co-operative				*				
Excise and Taxation				*				
Sports				*				
Education (Schools Cadre)				*				
S&GAD (less CCE)					*			
Housing, Urban Development and Public Health Engineering					*			
Environmental protection					*			
Irrigation and Power					*			
Local Government and Rural development					*			
Labour and Human Resources					*			

5. Commission Structure

Department	Branch							
	A	B	C	D	E	F	G	Exam
Communication and Works					*			
Provincial Assembly of the Punjab					*			
Forestry, Wildlife, Fisheries and Tourism						*		
Food						*		
Absorption of Surplus Staff						*		
Auqaf, Religious and Minorities Affairs						*		
Relief						*		
Transport						*		
Special Education						*		
Livestock & Dairy Development							*	
Social welfare, Women Development and Bait-ul-Mal							*	
Zakat and Ushr							*	
Planning and Development							*	
Mines and Minerals							*	
Industries							*	
Commerce & Investment							*	
SG&AD (only CCE)								*
Prisons								*
Home								*
Law and Parliamentary affairs								*
High Court								*
Inspectors Legal								*
Public Prosecution								*

5.3.2 Examination Wing

The Examination Wing is entrusted with the policy matters pertaining to the competitive examinations, Multiple Choice Questions (MCQs) /one paper tests, arrangement and conduct of all examinations/ tests, checking and compilation of results, maintaining panel of Examiners. It also deals with all the petitions and representations regarding examinations.

5.3.3 Psychological Branch

The Psychological Branch provides a critical input in the selection process. Its functions revolve around conducting psychological assessment of candidates for the Competitive Examinations. It also undertakes Psychological Tests including writing of "Pen pictures" of the candidates. The exercise is used for the screening of candidates as well as evaluating their ability, intelligence and other critical traits of their personality. It also undertakes research and post selection analysis basing on the availability of varied data of the candidates.

5. Commission Structure

5.3.4 Research Branch

The functions of the Research Branch are to keep updating the Commission of the latest methods of selection and to formulate practical recommendations in this regard. It is mandated with the compilation and release of the Annual Report of the Commission. It also undertakes research on the recruitment and problems pertaining to examinations i.e. reasons for lack of recruitment in certain areas or for certain failures in these areas. Storing and maintaining of necessary data also falls well within its purview.

5.3.5 Computer Branch

The Computer Branch was set up in 1992 with the objective of ensuring speedy disposal of recruitment cases and fast tracking multifarious functions of the Commission. It is mainly assigned to deal with all the IT related issues. The branch is closely engaged in the development of software, maintenance of the network, scanning of applications and feeding of data for sister branches. It is also dealing with the development, updating and maintenance of PPSC's web site.

5.3.6 Legal Branch

The Legal Cell of the Punjab Public Service Commission is assigned with the responsibility of timely follow up of court cases and disposal of other such references. Staff of legal cell remains in constant interface with the government of the Punjab, Senior Law Officers; Solicitor to Govt. of the Punjab, court staff and with the office of the Advocate General Punjab and Lahore High Court, with a view to ensure early disposal of pending cases.

5.3.7 Administration Branch

The Administration Branch deals with all the administrative matters in the Commission and corresponds with the Punjab Secretariat on all important and policy matters. It has supportive and supervisory functions enabling it to provide the requisite administrative assistance and oversight for the smooth and proper functioning of other branches of the Commission.

5.3.8 Security Branch

Security Branch is responsible for the protection of secret information, confidential records, official documents, equipment and the premises. The branch needs to ensure that the ministerial personnel is insulated from unhealthy influences and extraneous contacts and the processes of the Commission are not tempered with.

5.3.9 Information and Receipt Wing

The Information and Receipt Wing facilitates provision of comprehensive, prompt and up-to-date information to the candidates regarding process of selection ie advertisements, tests, examinations, interview schedules and the results etc. The Receipt Section receives applications and account for all the mail sent to the Commission and maintains its record.

5. Commission Structure

5.3.10 Accounts Branch

The functions of Accounts Branch are to prepare Annual Budget Estimate (expenditure and receipt), statements of excess and surrenders, preparation of T.A/D.A bills of Officers, staff and advisors, preparation of Income Tax Returns and computation of Income Tax, preparation of S.N.E. (schedule of new expenditure) proposals and other related matters.

5.4 CURRENT ORGANOGRAM

The Commission's current organogram is set out on the following page. It shows that currently there are 11 senior staff reporting directly to the Secretary.

5.5 OFFICES

5.5.1 Headquarters

The PPSC began work at its present premises 2-Agha Khan (Davis Road), Lahore in 1937. The Main Building is the original block, while three supplemented buildings viz. Chairman's Block, Rashid Block and Information Block were constructed much later.

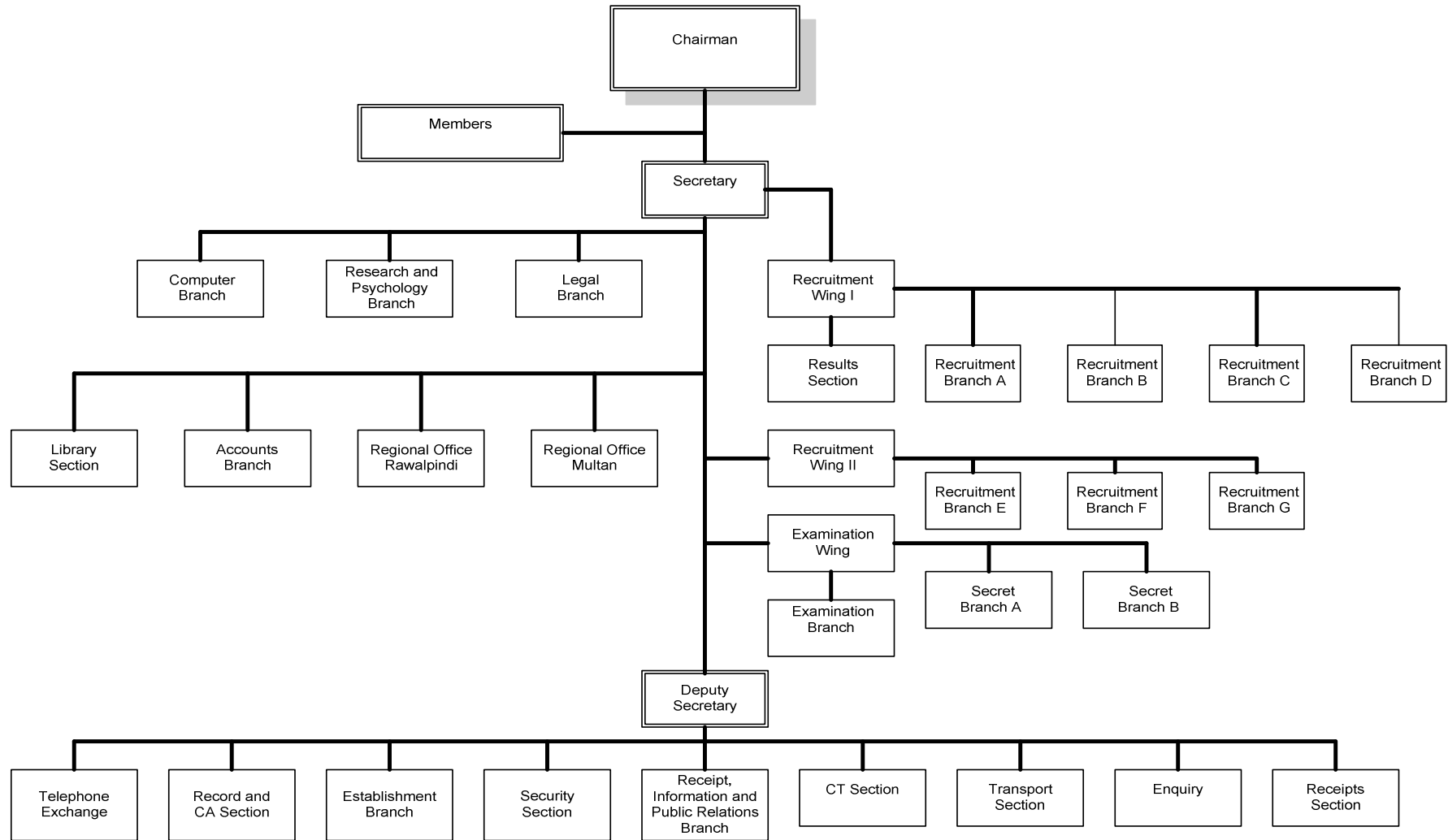
The Building department has declared the main block as dangerous. In view of this, and the increased workload of the Commission, a plot was allotted by the Lahore Development Authority measuring 4145.65 Meters in M.A. Johar Town Scheme Lahore for construction of new Offices / and examination centre. An amount of Rs.2,6137,916/- has been paid to the Lahore Development Authority as the cost of the plot. The Punjab Public Service Commission in consultation with the Communication & Works department is presently engaged in preparation of building plans for the new offices.

5.5.2 Regional Offices

Two regional offices of the PPSC are functioning in rented buildings at Rawalpindi and Multan. The Rawalpindi office focuses on candidates belonging to the former Rawalpindi Division while the Multan office meets the needs of candidates belonging to formerly Multan, Bahawalpur and D.G.Khan Divisions.

The regional offices perform the following functions:

- Providing information about the posts advertised by the Commission and providing/ receiving application forms;
- Giving details about the result of written tests/ examinations and of shortlisted candidates listed for interview and conveying the final result to the selected candidates;
- Attending the Lahore High Court's Multan, Bahawalpur and Rawalpindi Benches, to defend and pursue the cases filed by the candidates against the Commission;
- Holding interviews on need basis;
- Undertaking written Examinations/Written Tests for the candidates of these regions thereby reducing the workload at the Head Office Lahore.



6. BUSINESS PROCESSES

6.1 INTRODUCTION

The PPSC's business processes are set out in Regulation D.S.3-5/2000-PPSC-133, dated 8 April 2000.

6.2 PUBLIC SERVICE POSTS

The PPSC undertakes recruitment of people and recommends them for appointment to a range of posts. The key criterion is that the contract offered to the candidate should be for 2 years or more. That contract may relate to a sanctioned post, or to a temporary post of 2 years or more duration. Sanctioned posts are posts for which the Department has drawn up a justification and a job description, submitted them to the Finance Department, and which FD has authorised in the Department's budget.

6.3 BUSINESS PROCESSES

The Commission has four main business processes:

- Requisitions;
- Applications;
- Examinations;
- Interviews and the compilation of Merit Lists.

The detailed flow of these processes is set out in Appendix D.

6.3.1 Requisitions

Requisitions are the requests by Departments that the Commission recruit to particular posts. During 2008 the Commission received 175 requisitions from different provincial departments.

There is a formal Requisition process set out in the Regulations (2000) of the Commission. The process begins with Requisitions for posts being sent to the Commission. The Requisitions should be sent:

- By 1 September, to enable the Commission to hold examinations in that year;
- From 1 July to 31 September for non-competitive posts;
- From 1 January to 30 June, if they have been authorised by the Chief Secretary or the Additional Chief Secretary.

However, this timetable is not currently followed.

For posts of BS-16 or above, the Requisition must be signed by the Administrative Secretary or the Additional Secretary of the Department. Requisitions for posts of BS-11 to 15 should be signed by the Appointing Authority and accompanied by information about the post.

6. Business Processes. . .

Requisitions must be accompanied by:

- Requirements for academic qualifications, method of recruitment, gender, age limits for the post;
- Job descriptions.

The approval of S&GAD is required if a Department decides to decrease or increase or withdraw the vacancies that have been offered. Although all posts are filled on merit, the Government may impose zonal or regional allocations.

Deficiencies in requisitions are returned to the Department within 15 working days of receiving them.

Requisitions for additional vacancies to the number originally sent will be accepted if:

- The PPSC has not fixed an examination date;
- The exam is oral.

An additional request will result in a re-advertisement. But original candidates need not re-apply.

6.3.2 Applications

Applications are made on the Commission's form.

In the case of written examinations the Commission issues separate information to the candidates. Candidates must submit duly attested Photostat copies of documents for the exam, and originals for interview. Candidates have 10 days to appeal, if their application is rejected.

6.3.3 Examinations

Subject to Requisitions, written exams are held once per year for:

- Provincial Civil Service Executive Cadre, including:
- Civil Judges –cum–Judicial Magistrates;
- Inspector Legal;
- Deputy District Attorney;
- District Public Prosecutor;
- Deputy District Public Prosecutor;
- Assistant District Public Prosecutor;
- Section Officers;

6. Business Processes. . .

- Assistant Directors Local Fund Audit;
- Excise and Taxation Officers;
- Treasury Officer;
- Labour officer;
- Civil Defence Officer;
- District Food Controller;
- Assistant Registrar Co-operative Societies;
- District Housing Officer;
- Any other post as prescribed by Govt
- Inspector of Police

Eligible candidates may be required to undertake a written test.

Where there is no written test, shortlisting may be done by:

- Evaluation of academic or professional record;
- Preliminary interviews.

Candidates are allowed only three chances to sit the public service exams.

If a candidate has gained a higher qualification, then they can have one more chance.

Candidates applying for posts of Lecturers can apply three times for each post.

The PPSC recognises the qualifications of universities approved by the Pakistan Higher Education Commission.

The Commission will not normally take experience into account. However, experience may be required by the Service Rules, and for medical posts, full-time medical experience will be considered.

6. Business Processes. . .

6.3.4 Committee Interviews

The Commission works in committees/panels constituted by the Chairman. The allocation of Members to Committees is set out in the table on Members in Appendix B.

A Committee will comprise:

- For BS-11 to 15:
 - A Member;
 - A Departmental Representative;
- For BS-16 and above:
 - One or more Members;
 - Two subject specialist Advisors;
 - A Departmental Representative;
- BS-18:
 - Two Members;
 - Two subject specialists;
- BS-19 and above:
 - Full Commission: 3 Members including Chairman;
 - 2-3 subject specialists
 - Departmental representative.

The marking system will be weighted between the Commissioners and the Specialists, depending on the nature of the post on offer.

For the Combined Competitive Examination candidates must indicate their preferences in order of priority. Allocation of posts is then on the basis of merit first, then preferred option. But posts will not be allocated to candidates who have not expressed a preference for them. If winning candidates do not take up their post then a new Revised List is drawn up.

6.4 DOCUMENTS

The business processes outlined in Appendix D generate at least the following 34 documents:

- Requisition process
 - Requisition Form;
 - Requisition Log-book
 - Requisition Error Note;
 - Requisition Error Letter to Department;

6. Business Processes. . .

- Application process
 - Draft Advertisements
 - Expenditure Approval
 - Application Form
 - Application Form Receipts
 - Computer generated list of applicants
 - Folders for each applicant
 - Application Form Error Note for each applicant
 - Error letter to applicant
- Examination Process
 - Examination arrangements confirmation letter
 - Exams Note to Member
 - Secretary's Note to Director of Recruitment to provide Applicant information
 - List of Applicants
 - Letter to Applicants setting out date and place of exams
 - Note from Director of Exams to Chairman and Members, nominating 3 Examiners
 - Note from Chairman authorising 3 Examiners
 - Letter from Director of Exams to Examiners
 - 3 Examination papers
 - Final examination paper
 - Letter to Universities and Colleges arranging Invigilators
 - Marks List
 - Lists of problems for examiners
 - Exam Merit List
- Interview Process:
 - Interview Schedule
 - Invitation letter to candidates
 - Invitation letter to Departments
 - Invitation letter to Specialists
 - File for each Interviewee
 - Interviewee Marks Sheet
 - Merit List for interviewees
 - Chairman's Recommendations letter to Departments

6. Business Processes. . .

6.5 BOTTLENECKS

There are significant bottlenecks in these business processes.

6.5.1 Requisitions

The bottlenecks in the Requisitions process are:

- The Departments set the criteria for entry, with no thought for the workload burden that this will generate for the PPSC. If the Departments had to bear the costs of recruiting they would quickly change the recruitment requirement;
- Faulty requisitions are time-consuming for the Commission;
- Seeing all Requisitions as soon as they arrive, means that the Chairman and Secretary see faulty, and then repeated, Requisitions;
- Given that there were only 132 Requisitions during 2007, and 175 during 2008, distributing these between the 2.5 Recruitment Directors would mean that they dealt with a Requisition only once every 4 working days. Given the importance of the Requisition it is unclear why an experienced Recruitment Director does not take a morning to check the Requisition, rather than passing it down to a junior staff member.

Deficient, in-complete and piecemeal requisitions by the departments cause inordinate delays in the recruitment process. The Commission on occasion had to issue partial modification/ corrigendum for the posts of Excise & Taxation Inspectors Assistant Director (Structural Engineering) Lahore Development Authority, Assistant Director, Forestry Wildlife and Fisheries Department, Programmer, Special Education Department, Assistant Director Research, Research Assistant, Environment Protection Department and Agricultural Officer (PP), Agriculture Department.

6.5.2 Applications

It is in the Applications process however that the major bottlenecks arise. A first scan of the procedures gives rise to the following problem areas:

- The Application form needs redesigning. For example:
 - Nowhere in the Instructions does it require the applicants to detach the Instructions from the Application. But Commission staff complain that having to do this themselves significantly adds to their workload (see below);
 - The Application Form asks for the applicant's marital status, mother's name, spouse's name, and occupation. But none of these are relevant either to the examination or to appointment in the Civil Service. Rather:
 - For the purposes of ascertaining whether there are any biases in the application and examination process, it would be worthwhile the Commission sampling applications to ascertain the characteristics of those who apply ;
 - It is the Departments who employ the staff who need their further personal details. They should collect them;

6. Business Processes. . .

- Putting together the file for each of the applicants is inordinately time-consuming. It requires unstapling the Instructions from the form, disposing of the Instructions, punching a hole in the form, inserting it in a green folder with a Treasury tag, and writing key information on the front of the folder. If this takes only 5 minutes, then it would take 40 clerks 10 weeks just to make up 200,000 files.

6.5.3 Examination

The arrangements for the examinations are similar to those put in place anywhere, and some secure – if cumbersome – system is needed to protect the confidentiality of the exam papers.

Rather, the critical bottleneck in the examinations is simply the huge number of people who sit the exams. One problem is that education standards in the Punjab are falling. This means that candidates are ill-equipped to sit the exams, but having the qualifications they do so anyway. In discussions and in the 2007 and 2008 Reports, the Commission cites:

- When the new Prosecution Department was set up there were 650 applicants, but only 42 passed the reading test;
- The percentage of failure in the subject of English is the highest;
- In the Senior Subject Specialist in the School Wing of the Education Department candidates could not meet the selection criteria and so 499 posts remained vacant;
- In the Provincial Management Service, in 2007 only 77 candidates were selected and the PPSC could not find suitable personnel for the remaining 155 posts. The overall pass percentage was only 1.14%. The maximum failures were in the English Paper as only 972 candidates could pass the written examination out of 10725.

One idea that has been mooted in order to smooth out the workload is that periodic certification exams are held to replace the current practice of specific recruitment exams. The problems with this however are that:

- Specific recruitment exams will still be required for most recruitments;
- Huge numbers of people would still sit the periodic exams;
- The PPSC is not an educational standards setting agency. This suggestion would deflect attention away from the problem of poor academic standards.

The PPSC used to conduct a Combined Competitive Examination for the Provincial Civil Service (PCS) based on five compulsory and two optional subjects out of a list of 36 subjects. This policy was changed in 1998. The Commission reviewed the policy and reintroduced optional subjects with the approval of the Government. The comprehensive syllabi along with suggested books and reading material have already been prepared in consultation with experts in the subjects and can be viewed on the website of PPSC. The applicants for PMS examination, in addition to five compulsory subjects, have to opt for three subjects to qualify for the written part of examination. This change of policy would act as an invisible filter and those with a simple graduation degree would not be inclined to apply thereby reducing the number of applicants. Moreover, this would make the system uniform with the Federal and other Provincial Public Service Commissions.

6. Business Processes. . .

6.5.4 Interview

From discussions at the Commission it would appear that the interviews have not been a bottleneck to date. Rather, the issues involved in the interview process are those of how to normalise and formalise the interview procedure eg how to ensure that:

- Members ask sensible and relevant questions of interviewees;
- The marking system is not skewed. For example, a candidate receives 2 marks for an MPhil beyond an MA, and two more marks for a PhD beyond an MPhil. But an interviewer can score highly, giving 5 to 7 marks higher than other interviewers. So the impressions given in the interview score more highly than the work undertaken to achieve a PhD.

The Chairman of the Commission takes steps to smooth out these problems. He checks the marks that interviewers give in different interviews to see if they are consistently high scorers. If they are, he asks them to score lower. But what is required is a more systematic approach, along the lines of a "Balanced Scorecard", in which each characteristic would have a certain number of marks allowed, and then each total for each characteristic would be balanced against one another.

6.6 WORKLOAD

The tables on following page set out the Commission's workload for the past 7 years, and the 2008 applications by grade.

The tables show that the Commission's workload processing applications has increased 7-fold over the period, and that in 2008 35.1 per cent of the applications were for grades up to BS 15.

During 2008 the Commission received 175 requisitions from different provincial Departments. In the context of these requisitions a total of 6,774 posts were advertised and in response, 215,558 applications were received.

In 2008 the Commission also cleared a backlog of 81,187 applications of the previous year for 3,257 posts. The highest number of applications was for posts in BS-17 numbering 74,600 for lecturers and 16,294 applications for the Combined Competitive Examination. The Commission also received a requisition for 500 posts of assistant sub inspector (male & female) in the Punjab Police Department. As a result 33,948 applications were received. A written test was conducted in which 26,360 candidates appeared. Ten Selection Committees, each headed by a member of the Commission, were constituted for the interviews.

The Commission called 16,859 candidates for interviews and finalised recommendations in favour of 3,438 candidates against 4,283 posts.

During the year under report the Commission also completed recruitment work for a large number of posts in BS-15 & below which included the posts of assistants in the Board of Revenue, auditors in the Finance Department and assistants, stenographers, & assistant sub inspectors in the Punjab Police.

A total of 800 posts remained unfilled owing to non-availability of suitable/ qualified candidates and 45 posts were withdrawn by the departments.

6. Business Processes. . .

Workload: 7 year table

Years	2002	2003	2004	2005	2006	2007	2008
No. of Requisitions	27	58	82	128	126	132	175
Number of Posts	1608	1398	2350	2640	4058	5014	6774
Number of Applications	37564	44765	77256	26993	88580	101180	215558
Candidates Interviewed	3344	6464	3898	10498	4020	7647	15466
Candidates Recommended	1085	2419	827	3165	1092	2032	3438

Disposal of Applications during 2008

Grade	9	11	12	13	14	15	16	17	18	19	20	Fixed Salary	Total
Applications received in 2008	39528	1259	3882	2776	28200	14	21768	115900	2056	15	4	156	215558
Last year's backlog 2007	-	278	1420	-	6878	-	1192	69532	1580	307	-	-	81187
Total Applications	39528	1537	5302	2776	35078	14	22960	185432	3636	322	4	156	296745
Disposed of during 2008	33948	278	1420	1850	7387	-	1937	76483	2056	322	4	-	125685
Carried over to next year	5580	1259	3882	926	27691	14	21023	108949	1580	-	-	156	171060

6. Business Processes. . .

6.7 WORKLOAD DISTRIBUTION

6.7.1 Posts

The table on the following page show the following workload distribution for posts and applications.

4.5.1.1 2007

In 2007, for posts up to Grade 15, 5 Departments were responsible for all these posts:

- S&GAD, accounting for 40.9 per cent of these posts;
- Punjab Police, accounting for 39.5 per cent of these posts;
- Irrigation and Power Department, accounting for 8.6 per cent of these posts;
- Excise and Taxation, accounting for 7.5 per cent of these posts;
- Board of Revenue, accounting for 3.5 per cent of these posts.

For posts from Grade 16 upwards, 5 Departments were responsible for 86.6 per cent of these posts:

- Education (School Wing): 47.3 per cent;
- Special Education 13 per cent;
- Public Prosecution 12.2 per cent;
- Livestock and Dairy Development: 8.1 per cent;
- Health 6.1 per cent.

Overall, for all posts, 7 Departments were responsible for 85.2 per cent of the posts to be filled:

- Education School Wing: 36.6 per cent;
- Special Education: 10 per cent;
- Public Prosecution: 9.5 per cent;
- Services and General Administration Department: 9.3 per cent.
- Punjab Police: 8.9 per cent;
- Livestock and Dairy Development: 6.2 per cent;
- Health: 4.7 per cent.
- The two Education Departments were responsible for 46.6 per cent of all posts to be filled;
- The requests by two Departments – Punjab Police and S&GAD – for posts to be filled up to Grade 16 accounted for 18.2 per cent of all posts to be filled.

6. Business Processes. . .

4.5.1.2 2008

In 2008, for posts up to Grade 15, 5 Departments were responsible for 88.2 per cent of these posts:

- Special Education: 16.7 per cent of these posts;
- S&GAD, accounting for 16 per cent of these posts;
- Finance: 11 per cent of these posts;
- Punjab Police, accounting for 37.2 per cent of these posts;
- Board of Revenue, accounting for 7.2 per cent of these posts.

For posts from Grade 16 upwards, 4 Departments were responsible for 79.9 per cent of these posts:

- Agriculture: 7.5 per cent;
- Education (Higher Education Wing): 58.3 per cent;
- Livestock and Dairy Development: 7.5 per cent;
- Public Prosecution: 6.1 per cent.

Overall, for all posts, 6 Departments were responsible for 74.8 per cent of the posts to be filled:

- Agriculture: 5.1 per cent;
- Education (Higher Education): 38.4 per cent;
- Special Education: 6.7 per cent;
- Services and General Administration Department: 7 per cent.
- Punjab Police: 12.7 per cent;
- Livestock and Dairy Development: 5 per cent;
- The two Education Departments were responsible for 45.1 per cent of all posts to be filled;

6.7.2 Applications

Importantly however, the workload of the PPSC is driven by applications, not by vacancies.

6.7.2.1 2007

The tables in the 2007 Annual Report show that, for BS 16+ grades, of the 72,611 applications:

- 86.3 per cent were for posts in the Education Departments;
- 1.8 per cent were for posts in the Health Department;
- 2.1 per cent were for posts in the High Court;
- 1.8 per cent were for posts in the Prosecution Department.

6. Business Processes. . .

6.7.2.2

The tables in the 2008 Annual Report show that, for BS16+ grades, of the 131,708 applications pertaining to cases under process during 2008, 86.3 per cent were from 5 Departments:

- 50.9 per cent in Higher Education;
- 12.4 per cent for posts in S&GAD;
- 9.1 per cent in SG&AD Anti-Corruption Unit;
- 8.9 per cent in Special Education;
- 4.9 per cent in Local Government.

Of the 39,352 applications pertaining to cases under process during 2008, for grades up to Grade 15, 3 Departments accounted for 83.5 per cent of these applications:

- S&GAD Anti-Corruption Establishment: 14.7 per cent;
- Communication and Works: 27.9 per cent;
- Board of Revenue 40.9 per cent.

6. Business Processes. . .

2007 DEPARTMENT	BS	BS	BS	BS	BS	BS	BS	BS 11-14			BS 16+			All Grades
	11	12	14	16	17	18	19	Total Posts	Per cent Low Grades	Per cent All Grades	Total Posts	Per cent high Grades	Per cent All Grades	Total Posts
Agriculture	-	-	-	7	49	-	-	0	0	0	56	1.4	1.1	56
Board of Revenue	-	12	27	-	1	-	-	39	3.4	0.8	1	0.0	0.0	40
Communication & Works	-	-	-	-	2	3	-	0	0.0	0	5	0.1	0.1	5
Education(School Wing)	-	-	-	-	1186	650	-	0	0.0	0	1836	47.3	36.6	1836
Special Education	-	-	-	121	378	4	-	0	0.0	0	503	13.0	10.0	503
Environment Protection	-	-	-	3	3	-	-	0	0.0	0	6	0.2	0.1	6
Excise & Taxation	85	-	-	-	-	-	-	85	7.5	1.7	0	0.0	0.0	85
Forestry, Wildlife, Fisheries & Tourism.	-	-	-	25	28	-	-	0	0.0	0.0	53	1.4	1.1	53
Health	-	-	-	-	236	-	-	0	0.0	0.0	236	6.1	4.7	236
Industries	-	-	-	2	5	2	-	0	0.0	0.0	9	0.2	0.2	9
Irrigation & Power	98	-	-	-	-	-	-	98	8.6	2.0	0	0.0	0.0	98
Lahore Development Authority	-	-	-	-	11	4	-	0	0.0	0	15	0.4	0.3	15
Lahore High Court.	-	-	-	-	106	-	-	0	0.0	0	106	2.7	2.1	106
Law Parliamentary Affairs & Human Resources	-	-	-	-	-	68	-	0	0.0	0	68	1.8	1.4	68
Livestock & Dairy Development	-	-	-	-	303	10	-	0	0.0	0	313	8.1	6.2	313
Local Government& Rural Development	-	-	-	-	17	-	-	0	0.0	0	17	0.4	0.3	17
Mines & Minerals	-	-	-	13	16	3	-	0	0.0	0	32	0.8	0.6	32
Planning & Development	-	-	-	1	64	6	1	0	0.0	0	72	1.9	1.4	72
Public Health Engineering	-	-	-	-	10	-	-	0	0.0	0	10	0.3	0.2	10
Punjab Police	40	340	68	-	-	-	-	448	39.5	8.9	0	0.0	0.0	448
Public Prosecution	-	-	-	-	356	101	17	0	0.0	0.0	474	12.2	9.5	474
Punjab Public Service Commission	-	-	-	1	1	1	-	0	0.0	0.0	3	0.1	0.1	3
Social Welfare Development & Bait-ul-Maal	-	-	-	-	65	-	-	0	0.0	0.0	65	1.7	1.3	65
Services & General Administration Department	-	464	-	-	-	-	-	464	40.9	9.3	0	0.0	0.0	464
Total	223	816	95	173	2837	852	18	1134	100.0	22.6	3880	100.0	77.4	5014

6. Business Processes. . .

2008	Basic Scale											Fixed Salary	BS 9-15 Total	Per cent Low Grades	Per cent All Grades	BS 16+ Total	Per cent Low Grades	Per cent All Grades	All Grades Total
	9	11	12	13	14	15	16	17	18	19	20								
DEPARTMENT																			
Agriculture							9	318	17				9	0.4	0.1	335	7.5	4.9	344
Board of Revenue					138		29						167	7.2	2.5	0	0.0	0.0	167
Communication & Works		97						43	3				97	4.2	1.4	46	1.0	0.7	143
Cooperative							22						22	1.0	0.3	0	0.0	0.0	22
Education(Higher Education Wing)								2602					0	0.0	0.0	2602	58.3	38.4	2602
Special Education							387	66					387	16.7	5.7	66	1.5	1.0	453
Environment Protection								2	1				0	0.0	0.0	3	0.1	0.0	3
Excise & Taxation								2					0	0.0	0.0	2	0.0	0.0	2
Finance			38	88	128	1							255	11.0	3.8	0	0.0	0.0	255
Forestry, Wildlife, Fisheries & Tourism.							1		3				1	0.0	0.0	3	0.1	0.0	4
Home					76		4	3	1				80	3.5	1.2	4	0.1	0.1	84
Information, Culture and Youth Affairs								19					0	0.0	0.0	19	0.4	0.3	19
Information Technology												6	0	0.0	0.0	6	0.1	0.1	6
Labour and Human Resources							18	8					18	0.8	0.3	8	0.2	0.1	26
Lahore High Court.								134					0	0.0	0.0	134	3.0	2.0	134
Law Parliamentary Affairs & Human Rights								135	54				0	0.0	0.0	189	4.2	2.8	189
Livestock & Dairy Development							1	286	49				1	0.0	0.0	335	7.5	4.9	336
Local Government& Rural Development								108	9				0	0.0	0.0	117	2.6	1.7	117
Mines & Minerals							12	23	5	2			12	0.5	0.2	30	0.7	0.4	42
Planning & Development								2	1		1		0	0.0	0.0	4	0.1	0.1	4
Population Welfare								18					0	0.0	0.0	18	0.4	0.3	18
Punjab Police	500	11	327		21		2						861	37.2	12.7	0	0.0	0.0	861
Public Prosecution								290					0	0.0	0.0	290	6.5	4.3	290
Social Welfare Development & Bait-ul-Maal								95					0	0.0	0.0	95	2.1	1.4	95
S&G D (Anti-Corruption Establishment)	14	5					13	47	2				32	1.4	0.5	49	1.1	0.7	81
Services & General Admini Department		2	369		1			101					372	16.1	5.5	101	2.3	1.5	473
Zakat and Ushr								4					0	0.0	0.0	4	0.1	0.1	4
Total	514	115	734	88	364	1	498	4306	145	2	1	6	2314	100.0	34.2	4460	100.0	65.8	6774

7. FINANCE AND BUDGET

7.1 PPSC SPECIAL INSTITUTION

The GoPb's Rules of Business 1974, amended up to December 2006, published by S&GAD, identifies four types of public bodies:

- Secretariat Departments, headed by Secretary;
- Attached Departments, headed by Director Generals, and attached to Secretariat Departments;
- Autonomous bodies, within the purview of Secretariat Departments, but established under their own legislation;
- Special Institutions, responsible and accountable under their own legislation:
 - Some linked to attached Departments eg Aitchison College Lahore to the Education Department;
 - Four independent bodies:
 - High Court;
 - Office of the Provincial Ombudsman;
 - Punjab Service Tribunal;
 - Punjab Public Service Commission.

The Special Institutions (SIs) are enabled under Article 39 of the Constitution of Pakistan).

Whereas the other three SIs have agreed rules of procedure with S&GAD, the PPSC has agreed only a minimal set. In view of this the Ministry of Finance treats the PPSC as an Attached Department to S&GAD in terms of rules relating to expenditure and receipts.

The Commission would like financial autonomy. Financial autonomy was supposedly granted to the PPSC on the first of January 2008 but nothing new was delegated. Moreover, the Commission has been barred from holding the Special Departmental Accounts Committee meetings which are now to be presided by Secretary (I&C)/Additional Secretary (I&C) as advised by Finance Department.

Notwithstanding this, the Chairman of the PPSC is required to attend the meetings of the Punjab Public Accounts Committee, to be questioned about the expenditure of the Commission.

Treated as an S&GAD Attached Department, the Budget framework for the PPSC is as follows.

7. Finance and Budget. . .

7.2 EXPENDITURE

7.2.1 Estimates

Although SIs have the financial power of a Secretary, and should be able to send their Estimates directly to the Finance Department, treated as an Attached Department the PPSC is not currently able to do this.

The PPSC is an Estimate Head on Grant 10 of the S&GAD's Estimates. Sub-Heads comprise generic items such as Pay, or Utilities. Elements under Sub-Heads are Objects, and are the basic line items of the Estimates, comprising for example the salaries for categories of posts, or a particular utility such as Gas. The details of the Sub-Heads are set out in Annex C.

7.2.1.1 *Non-Development Budget*

Each year the Secretary of the PPSC draws up its Non-Development Budget, and sends the proposed Estimates for the coming year to S&GAD. Sometimes, but not always, S&GAD comment on the PPSC's proposed Estimates. S&GAD then submit PPSC's proposals to the Finance Department as part of the S&GAD's proposed Estimates.

Once the Estimates have been approved by Cabinet they are presented to the Provincial Assembly for approval. Authorisation at the level of Grants is then conveyed to the Departments by Finance Department.

The PPSC's budget is ring-fenced within the S&GAD's budget, such that S&GAD cannot transfer provision out of the PPSC's allocation. S&GAD informs the PPSC of its allocation at Sub-Head and Object level. So the PPSC receives a highly detailed budget from the S&GAD. The re-appropriation rules governing the PPSC's Object expenditure change in detail from year to year, but in general they are that the PPSC:

- At the Object level:
 - Can re-appropriate (transfer) some unspent funds between Objects without seeking the permission of the Finance Department, which it periodically informs;
 - Cannot re-appropriate unspent funds from and to salaries and electricity;
- At the Sub-Head level, must seek the approval of the Finance Department to re-appropriate unspent funds between Sub-Heads. This is usually done during the round of Supplementary Estimates.

7.2.1.2 *Development Budget*

The PPSC only requires a Development Budget from time to time, to accommodate projects such as the IT upgrading. A future Development Budget, such as the one for the move to a new building, would be approved by the Development Committee of S&GAD. The posts in Development Budgets are project posts, not sanctioned by the Finance Department. Normal re-appropriation rules do not apply to Development Budgets.

7. Finance and Budget. . .

7.2.2 Supplementary Estimates

The Secretary prepares the request for Supplementary Estimates in January.

There are three reasons for Supplementaries. First, Finance Department usually underfunds the Provincial Budget across the board. So there is a shortfall in funding all round. Secondly, the need to increase expenditure above allocation on particular Objects may arise for a variety of reasons, including increases in the price of the items purchased under the Object. The third reason is the necessity to seek Finance Department's permission to transfer funds between Sub-Heads.

7.3 INCOME

All fees paid to the PPSC are appropriated to the Punjab Consolidated Fund. The only fees generated are those paid by examinees. They pay for their examination at a designated bank, receive a counterfoil for the payment, then present the counterfoil along with their completed application form.

The fee rates for examinations are proposed by the PPSC and agreed with Finance Department.

7.4 BANKING AND PAYMENTS

The PPSC has a bank account with the National Bank of Pakistan. The PPSC makes payments for invigilators and exam markers through the Secretary and the PPSC Accountant countersigning the cheques for these payments.

The fee rates for examiners and invigilators are proposed by the PPSC and agreed with Finance Department. Examiners are paid 35 Rupees per Answer Book.

7.5 BUDGET

The PPSC including its Regional offices had an annual budget of Rs.91,278,000/ for the financial year 2007-2008. This allocation was made under the PPSC Grant No.PC21010(010)-General Administration. A Supplementary Grant of Rs.9300000/- was also made available during the year that enhanced the total budget of PPSC to Rs.100578000/-. The details of receipts and expenditure during the financial year, 2007-2008 are given below.

7.5.1 Expenditure

Total expenditure incurred during the financial year 2007-2008 was Rs. 96012610 /-, as set out in the following table.

Sub-heads	Budget Expenditure
A011-1 Pay of Officers	Rs. 24974448.00
A011-2 Pay of Establishment	Rs. 13712521.00
A012-1 Regular Allowances	Rs. 22044674.00
A012- 2 Other Allowances	Rs. 6670902.00
A09-Purchase of Durable Goods	Rs. 8017495.00
A13-Repair of Durable Goods	Rs. 863032.00
A03-Commodities & Services	Rs. 18630864.00
A06-Transfer Payments	Rs. 98674.00
A-05216- Other Financial Assistant	Rs. 1000000.00
Total	Rs. 96012610.00

7. Finance and Budget. . .

7.5.2 Receipts

Total receipts on account of fees for Competitive Examination and general recruitment was Rs.63082063/- for the financial year 2007-2008.

7.5.3 Net and Unit Cost

The contribution of receipts meant that the net cost to the taxpayer was Rs.32930547/- for 2007-2008. These costs and revenue mean that:

- The gross cost per recommended candidate was Rs. 27,927/-;
- The net cost per recommended candidate was Rs.9,578/- .

8. INFORMATION TECHNOLOGY

8.1 BACKGROUND

Professor Umar Saif undertook the review of the PPSC's IT system and requirements.

The PPSC first acquired personal computers in 1992 to automate certain functions of the recruitment process. However, the first major push towards using computers as part of the recruitment process was not until 1998. In 1998, the Commission acquired 21 workstations and started using Fox Pro database system for electronic record keeping of the PPSC data.

In 2004, PPSC started an IT rehabilitation and modernization process and bought main Dell servers and other hardware. A major expansion came in 2007, when an additional Rs. 5 Million were spent on the IT system currently operational at PPSC. The current system uses Oracle database for keeping electronic records, front-end Developer 2.0 and Crystal Report.

PPSC recently commissioned the development of a new IT system to improve the shortcomings of the existing system. This new system is currently in development and has not been fully deployed or used at PPSC.

8.2 ROLE OF THE CURRENT IT SYSTEM

The current PPSC processes use the IT system as an add-on to the paper-based flow of information within PPSC. At present, the role of the current IT system is essentially electronic archival of information, rather than shortening of turn-around time of its business processes. The electronic flow of information within the organization runs in parallel to the actual business processes of PPSC, which are manual and rely on paper-based files and documents being passed within the organization.

Presently, the IT system plays a limited role in processing of applications at PPSC. An incoming application is partially digitized or "fed" into the system before it is passed on to the relevant directorates and branches for scrutiny of documents. At this first stage, only the first page of the application is fed into the computer and the picture of the applicant is cropped for electronic archival. The entire applications is also scanned, via a manual off-the-shelf scanner, for electronic archival. The applicant's file is then passed on for scrutiny of documents attached with the application. The scrutiny is currently a tedious manual process and a major bottleneck in the business process.

Likewise, the process of setting exam papers, preparing a roster for administration of the exams, and the process of checking of exams are all manual, paper-based processes. Even little steps like the assignment and affixing of a fictitious number to exam papers – to hide the actual identity of the applicants to protect against external influence – are done manually.

Once successful candidates are identified, all their information on the paper-based application form is digitized, including their marks from the exams. In the entire process, shown in Figure 1 below, the process of scrutiny of documents and the actual exam takes the longest. The scrutiny of an applicant's documents requires tedious, manual checking of each document to verify its authenticity.

8. Information Technology. . .

Likewise, the process of administration of exams adds significant time to the turnaround time for recruiting at PPSC. Above all, the entire exam process is run for all applicants for any position, even though the selection rates are often as low as 2%. Equally importantly, most exams include a large subjective component. For each exam, PPSC must commission an examiner to make and mark the exam. Overall, the entire process of making, conducting and marking the exams takes on the order of weeks.

Even though PPSC has begun to employ Multiple-Choice-Questions (MCQs), tested by automated Optical Mark Readers (OMR), the efficiency introduced by the automated checking is dwarfed by the process of conducting and marking the open-ended, essay-style written exams for all incoming applicants.

8.3 THE NEW IT SYSTEM

The PPSC recently commissioned a new IT system to improve their processes. The new IT system, currently in the process of being deployed at PPSC, is aimed at expanding the role of IT in the business processes of PPSC. Figure 2 below sketches the business processes of PPSC with the existing and new IT system. The new IT system is designed such that all the incoming applications are digitized upfront, not just the front page. The aim is to then enable electronic, paper-less flow of information with PPSC starting from vetting of requisitions to the selection of successful candidates. However, at a closer look, the two most critical bottlenecks in the process – manual scrutiny of applications and written exams – still remain largely manual. Furthermore, the electronic flow of information within the organization will run largely in parallel with the paper-based process for scrutiny of documents, administration of exams, interviews and selection of candidates.

On the other hand, the new IT system will reduce the time for processing by automating the process for diary of incoming applications (by using computer recognizable labels on each application), introduction of heavy-duty scanners to expedite scanning of documents, and using computer generated fictitious numbers during the marking process.

The new IT system also aims to automate the process of creation of schedules and rosters for administration of exams – though this capability has still not been tested.

8. Information Technology . . .

Figure 1:
Existing IT
System

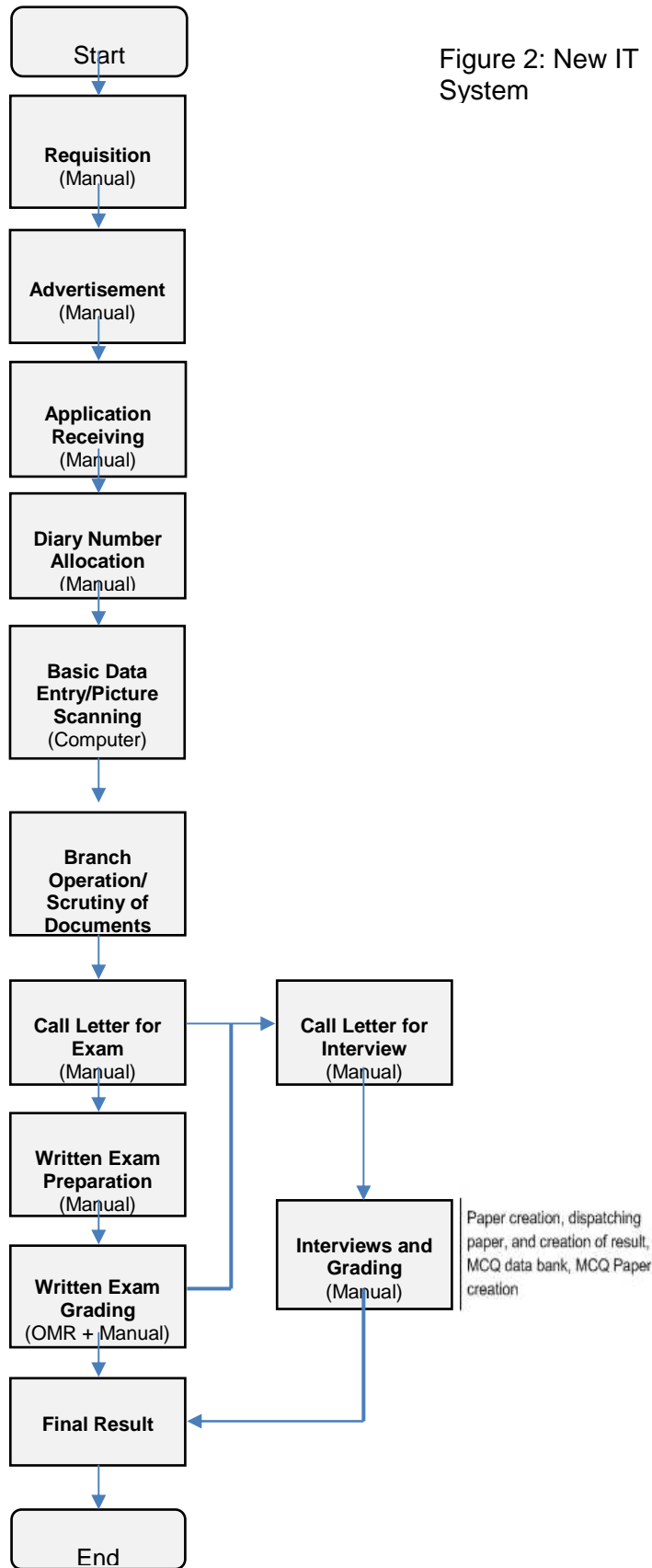
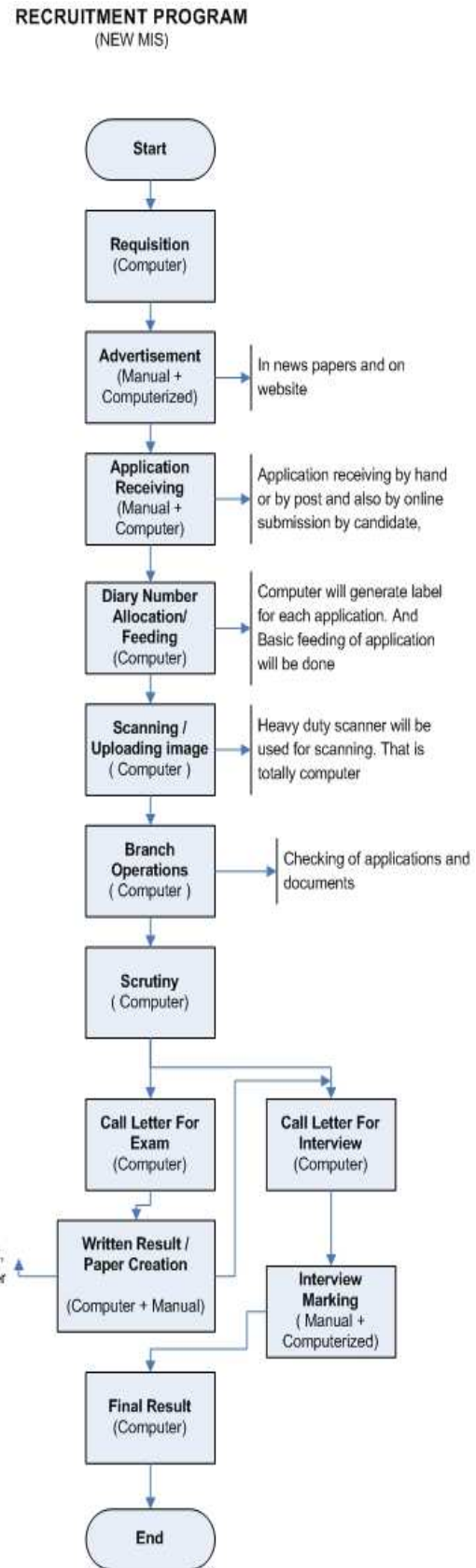


Figure 2: New IT
System



8. Information Technology. . .

8.4 ISSUES WITH DEVELOPMENT OF THE NEW IT SYSTEM

The new IT system was sponsored and executed by the provincial IT Department (ITD). The specifications of the system were prepared by NESPAK and a third-party vendor implemented the system. All along, PPSC has been a little more than a bystander – the PPSC neither sponsored, nor implemented the system. In fact, the new IT system lacks several features deemed necessary by the relevant stakeholders at PPSC. Finally, the new IT system, in its current shape, is both “buggy” and incomplete; the IT staff at PPSC regularly reports errors in the system, while important functionality, such as a comprehensive reporting mechanism, is missing from the system.

At this point, PPSC has refused to issue an “all clear” certificate to the vendor of the project, effectively stopping their payment. Without more payment, the vendor seems reluctant to proceed with the deployment and testing phase of the project. At the same time, the PPSC IT department lacks capacity to test, fix, rollout and extend the system. Therefore, the project is currently in limbo.

9. CLIENT DEPARTMENTS

9.1 INTRODUCTION

During the review of the PPSC it became clear that several of the problems with recruitment to posts in the Government of the Punjab arose in Departments' Human Resources Divisions, prior to requisitions coming over to PPSC. For example:

- Requisitions are often incorrectly filled out;
- Departments "bundle" Requisitions:
 - Such that the PPSC can be swamped with hundreds and thousands in one bundle;
 - Revealing that the Requisitions are not related to workforce planning processes in the Departments, but rather to blocks of vacant posts.

It was also clear that there was little or no communication between the Commission and the Departments to address these problems.

As a result, it was agreed that a review of Departmental recruitment procedures be included in the project to review the PPSC. To this end Ms Sabehia Mohamed undertook a review to examine the functions of the human resource departments in selected government departments as they relate to recruitment, with an assessment of their capacity to:

- Undertake recruitment in an efficient, effective and impartial manner;
- Provide the PPSC with timely requisitions and other data required;
- Project and plan future staff requirements.

9.2 DEPARTMENTS' HUMAN RESOURCE FUNCTIONS

The following Departments were selected for review:

- Education (Higher);
- Health;
- Livestock and Dairy;
- Excise and Taxation;
- Finance;
- Services and General Administration Department.

The Education and Health Departments were selected because they were the largest departments and had the greatest number of posts for recruitment by the PPSC. The other departments were selected because they are also under review by the Punjab Resource Management Project.

9. Client Departments. . .

9.2.1 Requisition and recruitment process

The process of submitting requisitions to the PPSC is essentially the same for all the departments interviewed. Once a vacancy is identified, a requisition form is completed containing details of the post including a brief job outline, experience and age criteria together with the relevant Service Rules. If there are several posts in various locations, then a list of the locations against the number of posts is also required to be submitted.

9.2.2 Education (Higher)

In the Education (Higher) Department there is an absence of strategic workforce planning. The last major strategic exercise in education took place in 1990 to determine the educational needs, subjects, and staffing requirements. Typically when a new institution is built then the needs of the particular institution are determined by the Education Department.

The Education Department uses a 'bundling' method before it submits the requisition to PPSC, ie it waits until it has at least 200 to 400 posts to fill before sending the requisition to the PPSC. Last year they sent a requisition for 2,603 posts to the PPSC. This inevitably leads to delays in posts being advertised and subsequently filled.

None of the Secretaries and their staff have any formal qualifications in human resource management, gaining their knowledge and experience on the job.

The Education Department recognises that the PPSC is already overburdened. They believe that the PPSC works with integrity and base their decisions on merit. However, they complained that the PPSC takes far too long to process applications for posts.

9.2.3 Health

The Establishment Wing of the Health Department is responsible for the recruitment of doctors, and paramedics while the Administration Wing manages the recruitment of nurses and posts in the tertiary teaching centres. Recruitment of all new doctors is carried out by the PPSC. Twenty per cent of recruitment in higher grades is carried out through direct recruitment by the PPSC while 80 per cent of appointments are made by promoting existing staff. Universities conduct the examinations for doctors, and there is always a subject specialist on the interview panel of the PPSC

It is clear that there is no communication between the Department and the PPSC to discuss the planning and accurate completion of requisitions, or agree realistic timescales for the recruitment and selection process. This may result in unrealistic expectations and frustrations on the part of both the Department and the PPSC, with each party potentially blaming the other for inefficiency or ineffectiveness.

9.2.4 Livestock and Dairy

The Livestock and Dairy Department also uses a 'bundling' process, although on a much smaller scale than the Education Department. The Livestock and Dairy Department sends a requisition containing a minimum of five posts to the PPSC for processing. In 2008 the Livestock and Dairy Department submitted a requisition for 97 posts for grade BS 18 positions that were vacant over a period of five years

9. Client Departments. . .

The Livestock and Dairy Department stated that the reason for the accumulation of posts was because of a recruitment ban imposed by the Government from 1999 to 2004. The requisition for the above posts was sent to the PPSC in July 2008 and recommendations for appointment were finally made by the PPSC 11 months later on 10 June 2009.

The Livestock and Dairy Department believes that the PPSC carries out their work well, but the length of time taken to fill vacancies is far too long. They suggest a reasonable timescale would be about three months - from the submission of a requisition to a recommendation for appointment.

9.2.5 Excise and Taxation

The Excise and Taxation Department does not have qualified human resources staff at the moment although the HRM function resides in the Administration Department. The HRM role the Administration Department plays includes the administration of recruitment and selection of staff, promotion, career path planning, training and capacity building. Most staff in the Administration Department have not received formal training but acquire knowledge and skills through experience on the job.

Very little workforce planning actually takes place as there are a prescribed number of staff required to carry out particular functions in the Department. There is also a policy framework established by the S&GAD which determines the size of the Section and number of staff.

The view of the Excise and Taxation Department is that the PPSC's processes are fair and based on merit. Although the Excise and Taxation Department acknowledges that the PPSC works under a lot of pressure, nevertheless it would like the PPSC to significantly reduce the time it takes to process requisitions and make recommendations for appointment.

9.2.6 Finance

The Finance Department does not have any system of workforce planning or forecasting future workload and the number of staff required to carry out additional activities and tasks. There is also no future planning of the types of people required in terms of their skills, qualifications, experience and personal qualities. Workforce planning is simply a process of filling vacancies, by completing requisitions whenever there is a felt need or some crisis arises, eg if, if they believe they are short-staffed. There is no mechanism in place that triggers Departments to think about workforce planning, mostly because budgeting is carried out on an incremental basis rather than Departments operating as cost centres where cost savings would be one of the key drivers. This has led to an excess of staff in some grades, and staff shortages in other grades.

If a vacancy arises within the current approved established number of posts, which are budgeted for, requisitions are simply raised for those vacant posts and sent to the PPSC.

When a new technical post arises it is a cumbersome process to create a new job role with its career path. In the Finance Department there is no one who is trained in HRM who can competently complete the bureaucratic processes such as write a job description and person specification, and obtain the appropriate Service Rules and approvals from the Central Committee of provincial government. This service is provided by the S&GAD.

9. Client Departments. . .

If a new job arises the Finance Department requires that the qualifications, functional requirements duties and responsibilities, grade progression, etc are indicated in a working paper. A Committee comprising S&GAD Regulations and representatives from the Department discuss and approve the post before the requisition is sent to the PPSC.

Although the PPSC is viewed as a body with integrity that recruits on merit, the main criticism against it is the length of time they take to recommend appointments, in some cases taking more than nine months. However, there was recognition that the PPSC carries an enormous workload and suffers from underfunding which constrains its operations.

9.2.7 Services and General Administration Department

The S&GAD Services describe themselves as being the hub for human resource management (HRM) activities. However, the use of the term HRM is used quite differently than it is in the United Kingdom (UK). For S&GAD human resource management essentially means postings, transfers, promotions, training and the annual confidential reports (ACR). It is about memos and letters being passed up through the bureaucratic chain to be approved by people at various levels. The Establishment Wing of the S&GAD which is responsible for the posting and transfer of technical staff in departments does not even have a computerised database containing the personnel records of all staff in departments, yet it is required to review recommendations for promotion of people in departments. It therefore lacks the basic tools with which to perform its function adequately.

There is no corporate planning, and HR or development and workforce or talent planning does not take place. Performance management is not linked to performance objectives established by the corporate planning process. There are no strategies to motivate or engage employees to apply discretionary effort to improve organisational performance. Learning and development is seen in terms of training and that training is driven by the supply of training courses offered by institutions, rather than on a systematic needs analysis of what is actually required to improve the performance of individuals, functions or departments.

9.3 STRENGTHS AND WEAKNESS OF THE PPSC

All Departments stated that the role of the PPSC was necessary to ensure there was no influence or interference in the appointments process. They were very satisfied with the recommendations for appointment made by the PPSC as the PPSC appeared to recommend candidates based on fairness and merit.

However, all departments were critical of the length of time the PPSC took to process requisitions and make recommendations for appointments. Some complained that it took over a year for some appointments to be made, eg Sub-Divisional Officer. Such delays often result in candidates finding other jobs, changing their career plans, or no longer being available to take up the job offer made by the appointing authority.

Some Secretaries were also critical of Board Members. They stated that although they were excellent senior civil servants in the past, as Board Members they did not play an active role: for example, Board Members had no contact with Departments to understand their recruitment needs or discuss the difficulties in recruitment and selection.

9. Client Departments. . .

In addition, contact and communication between the Commission and the line Departments appears to be minimal. The main points of contact seem to be when:

- A Department sends over a Requisition;
- The Commission asks for it to be corrected;
- The Commission asks for Departments to send a representative to attend an Interview Panel.

Moreover, the Commission on occasion seeks to minimise contact with the Departments, in order to preserve its independence. For example, when the hospitals were given autonomy to recruit they asked the PPSC to be represented on the recruitment panels. In the Commission's view however, the selection of candidates in the autonomous health institutions lacked merit, justice and transparency. The Commission recommended that in order to provide an equitable and neutral recruitment process for, the selection of medical officers in grade 17 and above should once again be reverted to the Commission. However, instead of entrusting this work, the Government deleted the representation of the Commission on Selection Boards of the autonomous health institutions.

The consequences of this lack of communication are that:

- There is no concerted effort by the Commission and the line Departments to address the weak HR management functions in the Departments;
- Departments continue to send over incorrect Requisitions, increasing the workload of the Commission;
- Departments give the Commission no warning of the Requisitions that are coming over;
- There is no forum for planning the flow of Requisitions from the Departments to the Commission, aiming to smooth out the flow of Requisitions to the Commission during the year.

In addition, the lack of contact stunts discussion over the roles that the Commission and the Departments could play in supporting each other to move to better HR management. For example, it may well be possible to draft Rules, that could be enshrined in either an amended 1978 Ordinance, or Rules of Business, or memos signed by the Secretaries of S&GAD, Finance Department and respective Departments, relating to:

- The recruitment functions to be undertaken by Departments, particularly at Grade 15 and below;
- The role that the PPSC could play in that recruitment process.

10. PPSC performance. . .

10. PPSC PERFORMANCE

10.1 PPSC KEY AREAS OF PERFORMANCE

The key performance areas for the PPSC are grouped into the following sets, reflecting the Commission's functions:

- Business processes;
- Financial management;
- Human resources arrangements;
- Capital and IT elements.

10.2 BUSINESS PROCESSES

10.2.1 Impact

The first area of performance for the Commission's business processes that can be measured is that of its impact. This is directly related to the *effectiveness* of the Commission, in that tardiness in selecting candidates for posts has an impact on the delivery of public sector services.

An initial, proxy indicator for the *impact* of the Commission is the number of unfilled vacancies. In 2007 the posts left unfilled following recruitment were:

- 7 Assistant Directors in the Agriculture Department;
- 561 Senior and Junior college lecturers in the Education Department;
- 21 Dairy specialists;
- 45 Planning Officers;
- 155 Provincial Management Deputy District Officers;
- 306 Stenographers in S&GAD.

Overall, it is estimated that around 200,000 of the 1.1 million funded posts in the Civil Service may be vacant, although some of these would be covered by contract positions.

Whilst it would be possible to quantify and cost the impact of these vacancies, their effect can also be assessed through initial observation. For example, whilst the lack of teachers may not be having a large impact on the socio-economic development of the country, the need for 21 Dairy specialists may be having a significant on important Dairy programmes throughout Pakistan.

The reasons for these outcomes are several, and some are outside of the Commission's control:

- Lack of suitable candidates due to the general standards in education;
- Low pay in the public service;

10. PPSC performance. . .

- A buoyant labour-market in the private sector;
- Incorrect Requisitions from Departments, causing delays in the recruitment process.

But some reasons are also due to the Commission:

- Taking too long to recruit candidates, as a result of its high workload;
- Not being proactive enough in seeking to recruit good candidates from Universities and Colleges.

10.2.2 Timeliness

When the Commission is able to focus its resources on a particular recruitment it is able to produce results promptly. For example, during 2008 a number of requisitions were processed on a fast track. The recruitment process for 500 posts of Assistant Sub Inspector (male and female) was completed within a short period of three months. It entailed the processing of 33,948 applications. But the Commission can only do this with a small number of Requisitions.

The following table sets out the steps in the Requisition process. The Commission's Timeliness performance can be measured by analysing the number of days it takes to complete each step.

Event	Indicator
Initial (possibly incorrect) Requisition	
Correct Requisition	Number of days from initial Requisition to correct Requisition
Advertisement	Number of days from correct Requisition to Advertisement
Application closing date (Receipt of Application Forms)	Number of days from Advertisement to Application Closing Date
Examination	Number of days from Closing Date to Examination
Examination Results	Number of days from Examination to Exam Results
Interview	Number of days from Exam Results to Interview
Merit List Posted	Number of days from interviews to Merit List
Total Requisition	Number of days from initial Requisition to Merit List

The tables on the following pages set out the PPSC's performance against these Timeliness measures for the 234 Requisitions that were either completed or started in 2008. The complete data sets and the full analysis are set out in the *PPSC Performance Management Report*.

When digesting the tables below it is important to recall that the workload of the Commission is driven by applications – there were 210,000 in 2008 - and so the secondary analyses underpinning some of the tables takes account of that.

10. PPSC performance. . .

Total Elapsed Time	Per cent of Requisitions	Total Elapsed Time	Cumulative per cent
Over 12 months	9	Over 12 months	9
9 to 12 months	16	More than 9 months	25
6 to 9 months	38	More than 6 months	63
3 to 6 months	32	More than 3 months	95
Under 3 months	5	Under 3 months	5

The table above sets out the total time taken for requisitions in months, and the percentage of requisitions taking particular lengths of time. It reveals that 9 per cent of requisitions take more than 12 months, while 63 per cent take more than 6 months.

One reason for this distribution could well be the sheer volume of applications to the Commission. In order to assess this, secondary analysis was undertaken of those requisitions for which there were a small number of applications for a small number of posts. The table below displays the results, setting out the requisitions for less than ten posts, which took more than 9 months. There were 13 of these, which had volumes of applications ranging from 9 to 94.

Number of Applications	Number of Posts	Total Days
9	1	277
10	2	277
15	4	277
17	5	285
25	2	243
26	1	285
27	6	285
31	1	293
34	1	291
52	5	257
54	2	285
81	2	284
94	5	259

The analysis to check whether delays are associated only with volume was deepened, with the table on the following page setting out the results for requisitions for 1, 2 and 3 posts. The table shows that:

- Of the 75 requisitions for 1 post, 16 (21%) took over 200 days, even though the maximum number of applications was only 71;
- Of the 26 requisitions for 2 posts, 8 (30%) took over 200 days, even though the maximum number of applications was only 191;
- Of the 13 requisitions for 3 posts, 3 (33%) took over 200 days, even though the maximum number of applications was only 185.

Clearly there is a significant number of requisitions where the undue length of the process cannot be explained by either a large number of posts or a large number of applications.

10. PPSC performance. . .

Number of posts	Range of Total Working Days	Number of Requisitions	% of Requisitions	Range of Applications per post
1	30 to 50 days	11	15	10 posts under 15 applications each; 1 at 151 Applications
	51 to 100 days	13	17	11 posts under 10 applications; 2 over 10
	101 to 150 days	16	21	2 to 36 applications
	151 to 200 days	19	25	5 to 50
	201 to 293 days	16	21	9 to 71
	Total	75	100	
Number of posts	Range of Total Working Days	Number of Requisitions	% of Requisitions	Range of Applications
2	30 to 50 days	5	19	4 to 94
	51 to 100 days	4	15	14 to 63
	101 to 150 days	4	15	5 to 49
	151 to 200 days	5	19	12 to 240
	201 to 285 days	8	30	10 to 191
	Total	26	100.0	
Number of posts	Range of Total Working Days	Number of Requisitions	% of Requisitions	Range of Applications
3	30 to 50 days	1	7	92
	51 to 100 days	3	23	8 to 32
	101 to 150 days	3	23	5 to 106
	151 to 200 days	3	23	27 to 62
	201 to 246 days	3	23	10 to 185
	Total	13	100.0	

10. PPSC performance. . .

The following tables set out the analyses of the stages of the requisition process, from the date of requisition to the date of the Merit List being posted. Each column shows the total number of days for the 234 requisitions, for that stage of the process. For example, for the 234 requisitions, there were 985 days from the date of the advertisements to the closing date for submissions of applications, and 1152 days from the posting of exam results to the interviews.

	Days From correct Requisition to Advertisement	Days From Advertisement to Application Closing Date	Days From Closing Date to Exam	Days From Exam to Exam Results	Days From Exam Results to Interview	Days From interviews to Merit List	Total Days
With Exam Total	1908	985	7982	1553	1152	792	14361
With Exam per cent	13	7	56	11	8	6	100
No exam Total	3623	2677	0	0	13622	1699	21621
No exam per cent	17	12	0	0	63	8	100

The first two rows of figures show the existing position, with examinations. They reveal that the bulk of the time – 56 per cent – is taken up from the closing date for applications to the examination, while the second largest amount of time – 13 per cent - is that from PPSC receiving the correct requisition to placing the advertisement.

Taking the analysis a step further, the figures show that, with an examination included in the process the time taken from Application closing date to interview is 75 per cent of the time. Removing the time taken for the examinations, the time taken from Application closing date to interview would be only 63 per cent of the time.

However, it could be that this difference is explained by the long time it takes to set and arrange exams for requisitions receiving several thousand applications. Only 42 per cent of requisitions required an examination in 2008 – 2009; 58 per cent did not. So it was possible to compare requisitions with similar numbers of applications for those requisition processes that included examinations with those processes that did not. So secondary analysis was undertaken of the requisition stages for requisitions with similar numbers of applications, both with and without examinations. The results are set out in the table on the following page.

10. PPSC performance. . .

Exam		No Exam		Days difference with exam	% Increase with Exam
No of Applications	Total Days	No of Applications	Total Days	Days	%
17	285	17	164	121	74
27	291	27	220	71	32
34	112	34	142	-30	-21
36	162	35	213	-51	-24
39	284	39	185	99	54
81	259	79	157	102	65
94	259	94	36	223	619
147	366	147	103	263	255
159	248	157	189	59	31
164	215	174	126	89	71
183	246	181	265	-19	-7
223	271	222	148	123	83
224	177	228	166	11	7
240	284	238	153	131	86
274	200	273	129	71	55
299	284	312	294	-10	-3
336	284	341	153	131	86
398	279	402	114	165	145
508	280	519	33	247	748
543	290	580	45	245	544
750	110	831	36	74	206
1063	325	926	208	117	56
1513	266	1315	90	176	196
2071	276	1952	473	-197	-42
Total	6053		3842	2211	58
Average days per requisition	252		160	92	58
Average months per requisition	10		6	3.5	58

The table shows that, for the requisition that received 17 applications, which included exams, the total number of days taken was 285, while for the requisition receiving 17 applications which did not include exams, the total time taken was 164 days. For these requisitions including the exam increased the time taken by 74 per cent.

Of the 48 requisitions compared, including an exam increased the number of days in 19 cases. Overall, on average, including an exam increased the time taken by 3.5 months, or 58 per cent of the time. Clearly, the time taken to arrange, set and mark the subjective-style exams adds significantly to the overall time for the requisition process.

10. PPSC performance. . .

The length of time that the Commission takes to recruit staff is due firstly to incorrect Requisitions that represent around 15% to 20% of all Requisitions, and can take Departments and the Commission 4 to 6 weeks to correct.

Secondly, the Commission operates an overwhelmingly a manual system. The business processes contain 82 steps that generate at least 34 documents, the bulk of which are drafted on typewriters. The few computers that are in place are adjuncts to a manual system, not the basis of a computerised system.

The third main reason is the volume of work with which the Commission is occasionally required to cope. Applications running at over 200,000 per year swamp the manual systems of the Commission. The 7-year table in Chapter 4 reveals how the Commission's workload has increased 7-fold over the past 7 years, even though its manual systems have remained basically unchanged, apart from the introduction of some computerisation.

However, in terms of the balance between the recruitment activities that should be carried out the PPSC and those that could be carried out by Departments, there is an a priori case for considering how to tip the balance of recruitment up to Grade 15 towards the Departments.

The Workload tables in Chapter 4 show that in 2008 35.1 per cent of applications were for posts up to Grade 15. The tables show that:

- In 2006, the 371 Grade 9 – 14 appointments accounted for only four hundredths of one per cent of the 848,115 posts up to Grade 15 in the Punjab Civil Service, but they accounted for from two fifths to a half of the workload of the PPSC;
- In 2007 the 865 Grade 9 – 14 appointments accounted for one tenth of one per cent of the 848,115 posts up to Grade 15 in the Punjab Civil Service, but they accounted for one fifth of the workload of the PPSC;
- In 2008 the 799 Grade 9 – 14 appointments accounted for slightly less than one tenth of one per cent of the 848,115 posts up to Grade 15 in the Punjab Civil Service, but they accounted for one third of the workload of the PPSC

Whilst there are sound reasons for the Commission being involved in recruitment to such posts as Assistant Sub Inspectors, it is not immediately apparent why the Commission is undertaking the recruitment of Computer Operators, Stenographers, Data Entry Operators, and Translators. In these cases it would appear that the balance of recruitment has tipped too far from the Departments to the Commission.

The Distribution of Workload tables show that the Commission's work is overwhelmingly generated by a small number of Departments:

- Education: accounting for both senior and junior recruitment;
- S&GAD: accounting for both senior and junior recruitment;
- Communication and Works: accounting for junior recruitment;
- Board of Revenue: accounting for junior recruitment.

10. PPSC performance. . .

The fourth reason is also linked to the volume of applications. Such large numbers throw up many exceptions to the application eligibility rules which do not necessarily render the applicant ineligible. There are hundreds, if not thousands, of such cases that need to be treated on their merits. Over the years the Commission has developed the Manual of Policy Decisions, recording their decisions about such applications. It is 192 pages long. Proper consideration of these cases by Members slows down the recruitment procedure.

The fifth reason is the unpredictability of the Commission's annual workload. The 53.7 per cent jump in posts in 2006 was mainly due to the Education Department presenting a Requisition for 2,500 posts. The Commission say that they had absolutely no warning of this Requisition, and so were overwhelmed when it came over.

Sixthly, the lack of adherence by Departments to the Requisitions timetable produces a workload marked by unmanageable peaks followed by increasingly strenuous efforts to clear the backlogs.

The final reason for the length of time it takes the Commission to recruit is the cumbersome but necessary steps taken by the Commission to keep undue influence at bay, which result in the complex business processes set out in Chapter 4.

10.2.3 Merit

Merit means the appointment of the best available person: no-one should be appointed to a job unless they are competent to do it and the job must be offered to the person who would do it best.

An indicator of the Commission's Merit performance would be that of the percentage of candidates recommended by the PPSC, but rejected by the Departments. In fact, Departments never reject candidates put forward by the PPSC. But this achievement should not be overlooked. It is a significant indication that, for the requisitions it completes, the Commission is doing a good job. It is this indicator which shows that the PPSC is recruiting on merit. Much worse would be a situation in which the Departments rejected candidates put forward by the Commission.

A second indicator would be the proportion of posts requisitioned but remaining vacant due to a lack of successful candidates. Currently this proportion is significant, and a testament to the rigorous examination procedures of the Commission.

But the indicator should not be accepted at face value as measuring "how well the Commission is performing". The risk with such an indicator is that the Commission could deliberately fill only a certain percentage of posts, to then claim that it is acting rigorously. However, this in turn would run the risk that successful appeals to the Commission's decisions by both Departments, not receiving enough recommended candidates, and well-qualified candidates, would undermine the Commission's credibility. Rather, this quantitative indicator would need to be supported by other evidence about the competency of candidates, as is now the case with sections of the Annual Report.

10.2.4 Fairness

Fairness means there is no bias in the assessment of candidates. Selection processes must be objective, impartial and applied consistently.

10. PPSC performance. . .

Difficult to measure, there can be two ways to assess the fairness of the Commission's procedures. The first would be an independent audit of the Commission's processes. If the Commission were to adopt the role of Regulator of Departmental recruitment, through a system of audits, then it could accept that the auditors should also review the Commission.

The second indicator could be that of successful appeals by candidates against ineligibility recommendations by the Commission. Although the total number of appeals is small – around 200 per year – compared to the total number of applications – around 200,000 per year, the proportion of successful appeals – 16 out of 67 decided, or 25 per cent (in 2008 Annual Report) – suggest that this is a meaningful indicator. And it shows that, although the Commission is not doing badly overall, there should be some tightening up of the scrutiny process.

10.2.5 Openness

Openness means that job opportunities must be advertised publicly and potential candidates given reasonable access to information about the job and its requirements and about the selection process. Currently, the Commission does advertise all the posts for which it examines candidates.

10.2.6 Security and Confidentiality

Key to the esteem in which the Commission is held is that it both is, and is seen to be, a beacon of impartiality in the Punjab Civil Service. Its role is to appoint civil servants on merit – and this it does. Even if some civil servants are appointed as a result of influence creeping in at some points in the system, the large number of unfilled vacancies is testament to the Commission's determination to appoint only those who are fit to be appointed.

At each step in the business process the Commission has put in place arrangements to thwart the risk of intervention and influence. But the possibility of influence is present at almost every step of the recruitment process:

- It is possible that politicians could have Requisitions delayed to the extent that such a large number accumulates that the Commission is deemed not able to cope with them, and the recruitment is transferred to the Department, where the risks of influence are greater;
- Examiners could inform candidates of the contents of the exam paper. But the Chairman's blind choice of a paper from 3 papers seeks to overcome this;
- Applicants could try to have a more competent person sit the examination for them. But the identification procedure militates against this;
- Internal to the Commission, it might be possible to match a candidate's exam paper to a Roll number. But the use of fictitious Roll numbers reduces the risk of this;
- Candidates could approach a Member or a Specialist to mark them highly in the interview. But the presence of other Members, and a watchful Chairman, limit the possibility of this;

10. PPSC performance. . .

- Mark sheets could be altered at the last moment. But the Members' duplicate sheets render this ineffective.

Although the introduction of these countermeasures is undoubtedly effective in combating undue influence, their net result is to render the business processes of the Commission even more cumbersome.

10.3 FINANCIAL MANAGEMENT

10.3.1 Financial systems

The PPSC is no different to any other public sector organisation in that it needs to know its global costs, its unit costs, and the costs of its activities, in order to allocate resources internally to maximise efficiency and effectiveness.

Such a situation should not however lead to the abandonment of global and unit costs as indicators, for the following reasons.

First, the Commission needs to know its global costs, in order to make comparisons:

- Year-on-year, taking account of the volume of applications in each year;
- With other similar organisations with which it wants to benchmark its operations.

Secondly, the PPSC could compare its unit costs for requisitions with similar levels of applications. This would be the same analysis to that undertaken above for the length of time taken for requisitions with similar levels of applications. These comparisons would enable the PPSC to know which Divisions were operating efficiently and which were not.

Thirdly, the Commission should be able to break down its costs across its operations, knowing how much it costs to arrange exams and mark them, for example. In possession of these figures, the Commission would then know not only the variation between unit costs for the whole of similar requisition processes, but also for the component parts of those processes.

The Commission's financial systems do not meet these requirements. Imprisoned within line budgeting Estimates, the Commission is able to calculate its global costs, but not its Unit or activity costs.

10.3.2 Revenues for services

Currently the Commission covers two thirds of its costs from receipts on account of fees for Competitive Examination and general recruitment. This is a reasonable level of performance by the Commission. However, more satisfactory would be to put in place a financial system that enabled the Commission to assess the costs of its activities, and then a set of fees that would cover them.

10. PPSC performance. . .

10.4 HUMAN RESOURCES

Assessing the human resources performance of an organisation requires reviewing data on recruitment, retention, compensation, career planning, training and development, and grievances.

The PPSC has data on some of these, generated at the point of employment. But the Commission does not have a Human Resources Management (HRM) Department, capable of drawing up job descriptions and required competences, selecting and recruiting staff, and planning their career progressions. The implementation of the recommendations for human resources included in this report will require the establishment of a professional HRM function, capable of putting in place and supporting the recommended changes.

10.5 CAPITAL AND IT

10.5.1 Buildings

The existing buildings of the Commission are unsatisfactory. They were declared unsafe in 2005. One of the PPSC's current priorities is to secure acceptable accommodation.

10.5.2 Information Technology

Chapter 8 documents the poor performance of the Commission's current IT system.

11. ISSUES

11.1 KEY ISSUES

The overarching issues facing the GoPb are those of how to ensure that recruitment to the Punjab public service:

- Is based on merit and competition, and that all competitions are fair and open;
- Is undertaken efficiently and effectively.

The balance between these two elements is crucial.

There are two means of recruitment into the Punjab Public Service:

- The PPSC;
- The Departmental HR Divisions.

On the one hand, as evidenced above, the PPSC is a manually based operation that takes too long to process candidates. On the other hand, Departments' HR Divisions are unable to undertake forward manpower planning, and their recruitment processes are subject to significant influence.

The challenge for the GoPb is to design and implement recruitment functions and procedures that steadily eliminate influence throughout all recruitment, ensuring that all recruitment is based on merit.

Currently, the best guarantor of impartiality is the PPSC. But it is a centralised system that is cumbersome and time consuming. International experience shows that it would be managerially more efficient and effective to devolve recruitment to the Departments. But the Departments do not have the capabilities to meet this challenge.

The dilemma thrown up by the PPSC reform project is that modernising the PPSC alone, in its current role, will reinforce the weakness of the Departments' HR functions as they will increasingly push onto a more effective PPSC those recruitments that they do not wish to undertake. There are four main risks with focusing only on the strengthening of the PPSC.

First, the modernised PPSC will increasingly be burdened by Requisitions from Departments for posts up to Grade 15, leading to a steady deterioration in the efficiency and effectiveness of the Commission and the dilution of the modernisation success story.

Secondly, the proportion of Requisitions for Grade 16 and above will decrease, negating the original remit of the Commission, and reducing the Commission's ability to play a role in the formation and development of Punjab's senior public service.

Thirdly, the Departments' HR Divisions will ossify, unable to resolve the problems they face except by pushing more Requisitions over to the modernised PPSC.

Fourthly, as this situation unfolds, Ministers and Secretaries will be tempted to conclude that *all* Requisitions should be handled by the PPSC – a decision that would completely overwhelm the PPSC and emasculate the Departments' HR Divisions.

11. Issues. . .

11.2 OPTIONS

International best practice for reviews of public sector organisations emphasises that a range of options be considered for the achievement of improved public services and the resolution of issues such as those above. These options were first developed by the UK Government as “Prior Options” during the Strategic and Functional Reviews of all British public sector bodies during the 1980s, and are set out below, with an initial assessment of their application to the PPSC.

11.2.1 Abolition

When a function has become redundant, then it is better for a government simply to abolish it. If the private sector does not then pick up that function, it confirms that it was no longer needed. However, GoPb continues to need to recruit to the Public Service. Abolishing the PPSC would mean that the Departments would need to undertake all recruitments, which would worsen the situation.

11.2.2 Privatisation

In most cases the private sector can undertake the operational delivery of services more efficiently and effectively than the public sector. The private sector has the stimuli and pressure of market competition, the demands of clients, and the need to make profit, which the public sector just does not have. It is these pressures that lead to cost reductions and ever improving services.

The key question is whether the government needs to undertake a function that is required to continue. If not, then the Prior Option is that it be undertaken by the private sector. In the case of recruitment to the Punjab Civil Service, GoPb needs to remain responsible for the function for two reasons. First, the Government needs to be able to decide on the sort of people that it wishes to recruit into the Service. Secondly, the consequences of the exposure of influence within a privatised system would be devastating for all involved.

11.2.3 Outsourcing

Even though responsibility for a function needs to remain within the purview of government, this does not mean that a government should undertake all the tasks associated with that function.

In many countries, including the UK, the tasks of advertisement, application and examination for recruitment to the civil service have been outsourced to the private sector. In Pakistan, insurance companies and private medical companies process applications much more efficiently and effectively than the PPSC. And these records are confidential to individuals, and secure.

Given the clerical operations of the PPSC, contracting them out was reviewed as a potentially viable option. The comparative advantage of a private sector operator would be that it would use a computerised system. But the implementation of such a system in the PPSC would not only negate that advantage, but also mean that the cost advantage would swing in the Commission’s favour, since salaries are low in the public sector. In addition, the Commission would be able to maintain its tight – and successful – grip on both security and fending off influence.

11. Issues. . .

11.2.4 Status Quo

Maintaining the status quo of the Commission would not solve the problems of poor timeliness of the Commission and undue influence in Departmental recruitment.

11.2.5 New public sector role: delivery or regulation

Organisations may remain in the public sector, but their roles may alter. One of the main ways in which this can occur is the move from a body that delivers services, to a body that regulates the delivery of services. As a Regulator, a body sets the rules and standards for the delivery of services, and then checks on these, with the authority to impose sanctions.

In addition to the PPSC being modernised, JLC recommends that the PPSC should become the Regulator of all appointments from Grade 9 to 15 in the Punjab Public Service.

The future role of the PPSC would be to contribute to the development of an effective and impartial Public Service and support its core values by giving an assurance that appointments are made on merit on the basis of fair and open competition. The PPSC would protect the principle of open and fair competition. The day to day to day recruitment practices of Departments and Agencies would be for them to determine.

These would be achieved by the Commission:

- Continuing to recruit directly to Grades 16 and above;
- Issuing Recruitment Principles which provide an effective and flexible approach to recruitment *at all levels*;
- Auditing Departmental compliance with the Recruitment Principles for Grades 9 to 15, and considering complaints in relation to the application of the Principles;
- Chairing and overseeing the process of selection by Departments of Grades 9 to 15.

The power of the Regulator would be such that, if the PPSC deemed a Departmental selection process to be flawed, then any proposed appointments under the process would become unlawful.

The advantages of enabling the PPSC to regulate Departments' recruitment from Grade 9 to Grade 15, are as follows:

- The modernised PPSC will not become swamped by requests from Departments to undertake sensitive Requisitions in those lower Grades.
- The Commission will be able to focus its direct operations on appointments at Grade 16 and over;
- Recruitment to Grades 9 to 15 will be based on merit, through open competitions. The role of the Commission Chairmen on Department selection Committees, and the operations of the auditors will go a long way toward reducing the risks of undue influence in Departmental appointment processes. Over time the Departments'

11. Issues. . .

HR Divisions will gain a reputation for independent and impartial practice, in the same way that the PPSC has one now.

- Both the views and advice of the Commission Chairmen of the Department selection Committees, and the auditors' reports will help the Department HR Divisions to improve their operations.

11.2.6 Improving efficiency and effectiveness

If, after consideration of the Prior Options, GoPb's decision is that the PPSC should remain in the public sector in some form, then the second set of key issues that need to be resolved are:

- How to improve the efficiency and effectiveness of the PPSC without further undermining the Human Resource Management (HRM) functions in the Departments;
- How to improve the HRM functions in the Departments without undermining the role of the PPSC.

12. RECOMMENDATIONS

12.1 PUBLIC SERVICE OVERVIEW

There is no Department, Committee or Strategy Group in government that currently has the responsibility for reviewing, identifying and recommending to Ministers the size, structure and quality of the Punjab Public Service in 5 to 10 years' time. There is no unit providing strategic vision or guidance on the Public Service.

The establishment of such a Strategy Group would have three main consequences:

- First, it would need:
 - A snapshot of the size, structure and quality of the Public Service now;
 - An analysis of the extent to which the Public Service was delivering public services efficiently and effectively;
 - To identify where the gaps were in the delivery of services, ranging from issues over the leadership of the Service, to a lack of specialists in some areas;
- Secondly, it would need to outline its Vision for the Public Service over the next 5 to 10 years;
- Thirdly, it would need to indicate how the gap between the current position and the future Vision should be closed.

The PPSC could play a significant role in such a Strategy Group:

- The Members have long experience and understanding of the challenges facing the Public Service. The Chairman could be a member of the Group;
- They are able to collect and analyse significant amounts of relevant data through the recruitment process. The PPSC could act as the Group's Secretariat. For example, the Commission could assess the skills that new recruits have, and pass this information on to GoPb training organisations, so that they could plan courses in the light of the competences required by the future Public Service.

In these ways the Commission could move towards the centre of civil service policy-making.

We *recommend* that:

- The GoPb establishes a Public Service Strategy Group;
- The Chairman of the PPSC is a member of the Group;
- The PPSC acts as the Group's Secretariat.

The impact of establishing this Group will be that the GoPB will be able to develop a vision for the future of the Public Service that will guide future decisions and actions.

12. Recommendations. . .

12.2 PPSC AS REGULATOR

12.2.1 Regulator role

In addition to the PPSC being modernised, we *recommend* that the PPSC should become the Regulator of all appointments from Grade 9 to 15 in the Punjab Public Service.

The future role of the PPSC would be to contribute to the development of an effective and impartial Public Service and support its core values by giving an assurance that appointments are made on merit on the basis of fair and open competition. The PPSC would protect the principle of open and fair competition. The day to day to day recruitment practices of Departments and Agencies would be for them to determine.

This would be achieved by:

- Continuing to recruit directly Grades 16 and above;
- Issuing Recruitment Principles which provide an effective and flexible approach to recruitment *at all levels*;
- Auditing Departmental compliance with the Recruitment Principles for Grades 9 to 15, and considering complaints in relation to the application of the Principles;
- Chairing and overseeing the process of selection by Departments of Grades 9 to 15.

The power of the Regulator would be such that, if the PPSC deemed a Departmental selection process to be flawed, then any proposed appointments under the process would become unlawful.

The proposed approach based on recruitment principles, organisational and operational arrangements, and the legal framework for this, are set out below.

12.2.2 The Recruitment Principles

The amended Ordinance 1978 would require the Commissioners to publish Recruitment Principles to be applied for the purposes of the requirement that selection for appointment to the Public Service be on merit on the basis of fair and open competition. The principles are:

- *Merit*: means the appointment of the best available person: no-one should be appointed to a job unless they are competent to do it and the job must be offered to the person who would do it best;
- *Fair*: means there is no bias in the assessment of candidates. Selection processes must be objective, impartial and applied consistently;
- *Open*: means that job opportunities must be advertised publicly and potential candidates given reasonable access to information about the job and its requirements and about the selection process.

12. Recommendations. . .

12.2.3 The Proposed Departmental Recruitment Process

12.2.3.1 The Process

Departments and Agencies would inform the PPSC about their intention to recruit to posts from Grade 9 to 15, enabling a (Link: see below) Commissioner to be informed about all the steps in the process. During the process, both running up to any selection committees, and afterwards, the designated Commissioner would monitor the Department's procedures.

12.2.3.2 Assessment procedures

Departments would be free to use all and any assessment procedures, so long as the process meets the requirements of the Principles. Those procedures include assessment centres, psychometric testing, written examinations, interviews, media presentations and so on.

12.2.3.3 PPSC Chairing of Selection Committees

The Commissioners would chair Departmental open recruitment competitions for Grades 9 to 15.

The selection Committees would be comprised of Departmental representatives, including the line manager for the post, as well as external members – occasionally from one of the Department's major clients.

The challenge for each Commissioner would be to focus on the role of *chairing*. That is, it would not be the Commissioner's job to decide on the merits of candidates, but to ensure that proper process has been followed, that each panel member has a chance to speak, that powerful voices do not suppress other voices, and that the candidate is treated sympathetically.

At the end of each recruitment process the Chairman Commissioner would be required to write a Report on the process that will serve as part of the audit of the procedure. Once the Report had been authorised by the Commissioners it would become the basis on which the Department or Agency was able to appoint the candidate.

12.2.4 Link Commissioners

To improve relationships and working with Departments, the PPSC could introduce the notion of "Link Commissioners". Each Department and large Agency would have a Commissioner who met regularly with the Secretary or Chief Executive, and often with their Human Resources Director, to explore areas of common concern. The aim would be that each Link Commissioner chairs a significant proportion of the recruitment committees in their Department.

12.2.5 Auditing

Under the amended Ordinance the PPSC would have a duty to audit the recruitment systems and practices of Departments and Agencies. The audits would be to ensure compliance with the principle of appointment on the basis of fair and open competition as set out in the PPSC's Recruitment Principles.

12. Recommendations. . .

The PPSC would encourage Departments and Agencies to review objectively the design and operation of their recruitment systems and controls against the requirements of the Recruitment Principles. That assessment would then independently be reviewed by recruitment specialist private sector auditors. The aim of the system would be to encourage Departments and Agencies to put robust arrangements in place to ensure appointments are made in compliance with the Recruitment Principles.

The auditors would review the Departments' recruitment procedures and practices during the past year. They would provide the PPSC with a Certificate of Compliance, signed by the Secretary or Chief Executive. The Certificate would declare whether or not their recruitment has complied with the PPSC's Recruitment Principles. If there has been a failure to comply the Department would need to explain what remedial action has been taken or is proposed.

There would be a confidential telephone "hot line" at the auditors, which those involved in Departmental recruitment processes could call anonymously, to draw the attention of the auditors to any irregularities, or pressures that they might be under. The auditors would log the call and take any action they deemed appropriate.

The Commissioners, with their auditors, would then assess the departmental returns and supporting documentation against the risk of non-compliance with the Commissioners' Recruitment Principles. A provisional assessment for each department would be made of 'high', 'medium' or 'low' risk. In the light of these assessments a sample of organisations would then be chosen for follow-up visits. The visits would be to look at their recruitment systems and practices on-site. Departments and Agencies would receive an onsite visit and would be sent a report. The report would include recommended actions they should take to improve their recruitment processes.

At the PPSC the compliance monitoring process would be overseen by a Compliance Monitoring Committee. The Committee would be comprised of Members, the Secretary and senior human resources staff from the PPSC. The Committee would determine how to select the Departments and Agencies to be audited and would decide any topics for thematic review.

12.2.6 Initial Regulation

It would not be advisable for the GoPb and the Governor immediately to legislate for the PPSC to regulate all Departmental recruitment from Grade 9 to 15. There needs to be a preliminary process, through which the PPSC and key Departments learn to work together, and to iron out the issues that will surely arise.

The position at the moment is that several Departments *do give* the PPSC the authority to requisition certain key posts on their behalf. So in what follows the PPSC is not taking unto itself any more authority than Departments are prepared to concede at the moment.

The PPSC should enter into written agreements with two key Departments that, for some key appointments between Grade 9 and Grade 15 that will arise during the second half of 2009 and the first half of 2010, the Commission will work with the Departments' HR Divisions to undertake the recruitment. The key features of the agreement would be that:

- The agreement was for the specified posts;
- The designated Member would:

12. Recommendations. . .

- Monitor the recruitment process;
- Chair the selection Committee;
- The PPSC would have the authority to make any final recommendation about appointments based on its assessment of the recruitment process.

Following these pilot schemes the GoPb would be in a position to move to legislation.

12.2.7 Impact

The impact of establishing the PPSC as a Regulator of selection for grades 9 to 15 would be that there would be significant improvements in the:

- Quality of recruits to the public service, who would be appointed on merit;
- Transparency, reliability, openness and fairness of Departmental recruitment procedures;
- HR management functions in Departments;
- Confidence that the public, and other public servants, would place in the Departmental recruitment process.

12.3 THE PPSC'S LEGAL FRAMEWORK

In order to participate in a Strategy Group, as well as to undertake some of the functions outlined below, the legal framework of the PPSC would need to be amended. There are three dimensions to this:

- Amending Punjab Ordinance No II 1978;
- Providing more detail in the Rules of Business pertaining to the PPSC, and reflecting the amendments to the Ordinance;
- Providing S&GAD and Finance Department with more detail about the rules guiding the operations of the PPSC.

Following discussion with the Secretary, Regulations Committee, we understand that the paths to amending the PPSC's governing legislation would be as follows, as set out in Rules of Business Article 139.

If the GoPb wanted simply to amend the 1978 Ordinance, then the steps would be:

- a) The Commission proposes the amendments to S&GAD;
- b) S&GAD review, agree and submit the amendments to the Cabinet;
- c) The Cabinet agrees and asks the Law Department to review the amendments and draft them appropriately;
- d) Cabinet submits the amendments to the Assembly;
- e) The Assembly passes the amendments;

12. Recommendations. . .

- f) The Governor approves them;
- g) The amendments are gazetted.

If the GoPb wanted to repeal the Ordinance and pass a new Law:

- a) The Commission proposes the amendments to S&GAD;
- b) S&GAD would review, agree and seek the views of:
 - a. The Law Department;
 - b. The Department of Finance;
- c) The Legislation Wing would assess its impact on other Laws, while the Regulation Wing would draft the Bill;
- d) S&GAD would submit the Bill to Cabinet, and speak to it;
- e) Cabinet agrees to the Bill;
- f) The Law Department places it on the Agenda of the Assembly;
- g) Parliament passes the Bill;
- h) The Governor signs the Act;
- i) The Act is Gazetted.

We *recommend* that the PPSC's Ordinance is either amended or repealed, and that relevant new legislation is put in place, as the GoPb deems appropriate.

The impact of the legislative changes would be a Commission that:

- Was a Regulator as well as an operational provider;
- More independent from intervention by the Chief Minister.

12.4 THE CONSTITUTION AND ROLE OF THE MEMBERS

Although Ordinance 1978 sets out the composition of the Commission Membership, apart from proscribing the professions of the Members it is otherwise silent about their characteristics. In view of the current composition of the Membership, and the recommendations set out here, we *recommend* that:

- There should be open competitions for the appointment of members. The GoPb should apply the same principles of merit, fairness and openness to the appointment of members as the members are applying to the selection of public servants;
- The Members' Appointments Committee should comprise the Chief Minister, the current Chairman of the PPSC, the Secretary S&GAD, one other current, senior Secretary and one respected private sector person with experience of managing a large organisation. One of these should be a woman;

12. Recommendations. . .

- The characteristics and competences of the Members that would best fit the needs of the Commission be made explicit and should include experience and competences in:
 - Managing large public or private sector organisations;
 - Human resource management;
 - Innovating in large organisations;
 - Understanding the context and requirements of the Punjab Public Service;
- Ex-public servants who have been outside the public service for one year or more should be eligible;
- Ex-members should be able to enter the public service after one year of leaving the Commission, if they are eligible;
- The Chairman should take steps immediately to select and recommend the appointment of at least one female Member;
- For at least the period of the implementation of these recommendations, one of the Member's posts should be divided in two and offered to two half-time Members drawn from the private sector, with significant experience of human resource management and managing change in a large private sector organisation.

The impact of these recommendations would be that:

- Both public servants and the wider public would see that Members were appointed openly and fairly, and would increase their respect for them;
- Members would be more competent to undertake their roles;
- Members would be more sensitive to issues such as gender in the public service;
- New ideas from the private sector would be injected into the operations of the Commission.

12.5 PPSC BUILDINGS

We *recommend* that the Commission progresses its move to new buildings. In our view it would not be an appropriate use of public expenditure to undertake most of the recommendations set out below, on the existing site.

12.6 PPSC BUSINESS PROCESSES

Our recommendations for re-engineering the PPSC's business processes are based on introduction of computerisation, set out in the following section. However, there are some changes that can be introduced now, which would serve to prepare the ground for the required IT re-engineering.

12. Recommendations. . .

We *recommend* that:

- The Application Form be redesigned immediately, removing questions that are not relevant to employment in the public service. Further redesign required for the introduction of computerisation is set out in the following section;
- The Commission scrutinises the eligibility only of those it calls for interview. Following our current advice to the Commission, Members have decided:
 - Not to scrutinise all applications;
 - To put on the Application Form a disclaimer that it is the candidate's responsibility, and not the Commission's, to check their qualifications against the eligibility criteria. This is also the position of the Federal Public Services Commission.

The impact of scrutinising the applications of only those called for interview would result in a significant reduction in the numbers of staff required. This is addressed more fully in the section of the Commission's future organisation structures.

12.7 INFORMATION TECHNOLOGY

The recommendations for the further introduction of IT into the PPSC are set out in Professor Saif's Situation Analysis Report. These *recommendations* are as follows.

Most applicants should be filtered early by a simpler, automated screening test. Essay-type written exams should be taken only for a very select group of jobs e.g. Provincial Management Service (PMS). Even in the case when essay-style written exams are deemed necessary, it should be administered only for candidates that pass the initial screening process.

PPSC should incorporate a large portion of Multiple Choice Questions (MCQs) in its exams. Furthermore, PPSC must have IT systems in place to automatically generate MCQ-based questions from a large bank of pre-programmed questions, as well as use Optical Mark Recognition (OMR) systems to automatically mark exams.

Taken together, the impact of these recommendations will result in drastically bringing down the time PPSC takes to conduct selection exams. To illustrate, by introducing an automated test generation system (which generates a MCQ based test from a bank of existing questions), the process of making the exam will take a few minutes as opposed to one month. Likewise, assuming that it may take on average one minute to grade a paper by an OMR system (accounting for manual handling and feeding of papers in bulk), 10,000 exam sheets may be marked within three (3) days by using ten (10) OMR machines.

Given that currently the process of marking 10,000 exams may take up to six weeks, the introduction of MCQ-based testing procedure will result in an order of magnitude improvement in turnaround time – from 36 working days to just 3 days.

In order to reduce the turnaround time of PPSC, it is critical to carefully redesign, refine and simplify the application form such that it can be automatically processed by IT systems.

12. Recommendations. . .

The impact of this would be that, if an OCR machine takes one minute on average to scan and digitize an application, then 10,000 applications will take no more than three days using a processing system that uses 10 OCR machines. In this example, therefore, by using a carefully designed application form and an OCR-based scanning system, the time for processing and digitizing of applications could reduce from two weeks to just three days.

There are two possible directions for improving the role of IT systems at PPSC to reduce the turnaround time for processing requests from client government departments.

First, to put in place improvements over the new IT system to ensure seamless transition to the new system and its integration with the existing PPSC business processes.

Secondly, to design a completely new IT system that revamps the business processes, makes PPSC completely paper-less and reduces the turn-around by an order of magnitude. This system would be largely based on the model used by large international testing services, such as ETS.

The new IT system has taken close to 3 years. Of course, the new IT system is neither perfect, nor completely usable at this point. But it would be neither cost nor time effective to completely scratch this system and develop a new one.

Our *recommendation* is to salvage, extend and refine the new IT system to meet the requirements of a paper-less completely automated IT system. The broad strategy going forward should be:

- a) Instead of having several independent modules, as is the case in the newly developed IT system, the PPSC IT system must be modelled after an information flow system to facilitate the electronic flow of information;
- b) The new IT system must be truly integrated with OMR and OCR systems to automate the processing of applications and grading of MCQ exams;
- c) It is imperative to enhance the capacity of the IT dept at PPSC to enable it to use, extend, and troubleshoot the IT system;
- d) Going forward, it is important to institute a window in which PPSC must identify the bugs in the new IT system and develop specifications which the vendor must meet either in the current or an extend contract. Otherwise, the system will remain in limbo and waste the time and resources spent on the IT system in the past 3 years;
- e) PPSC must set a time schedule, possibly the next 6-8 months, in which the system must be used on experimental basis and benchmarked for its effectiveness.

12. Recommendations. . .

12.8 PPSC ORGANISATION STRUCTURE

International experience teaches that, at the conclusion of the Diagnostic Phase of a business process re-engineering project, it is inadvisable to go any further than pointing out the staffing implications of the recommendations in the Final Report, for several reasons:

- The Commission needs time to consider the implications;
- Staffing changes are the most sensitive of all and people can become very emotional. This has to be very carefully managed.

Rather, we present here two tentative Organisation Charts that act as guides to sort of structures that we are recommending should emerge during the Implementation Phase of the project. It is only during the Implementation phase that the Commission – and the GoPb – will decide on:

- Whether the Commission will be a Regulator, and so require a Regulation Division;
- The type of IT it will implement, and so the numbers and competences of staff required.

The aim of re-engineering and computerisation in this project – as in all such projects – is to establish an organisation with fewer staff, who are more competent, more highly graded, and better paid. The savings generated from the significant reductions in staff as a result of computerisation should adequately fund this organisational shift upwards.

There are two organisational states during the achievement of these changes. The first is the Implementation Phase. During this transitional phase the Secretary needs to be heavily involved in driving through the required changes. So he needs to have key change managers directly reporting to him. The first outline Organogram on the following page reflects this.

The second phase is the Steady State Phase. In this Phase the Secretary and the Chairman need to be liberated from the everyday operations of the Commission, and focus on strategy. For this, they need to be supported by competent Deputy Secretaries. The second Organogram reflects this.

Critical during the Implementation Phase will be the testing of the Heads of Divisions, to see who can so master their roles as to rise to become one of the Deputy Secretaries.

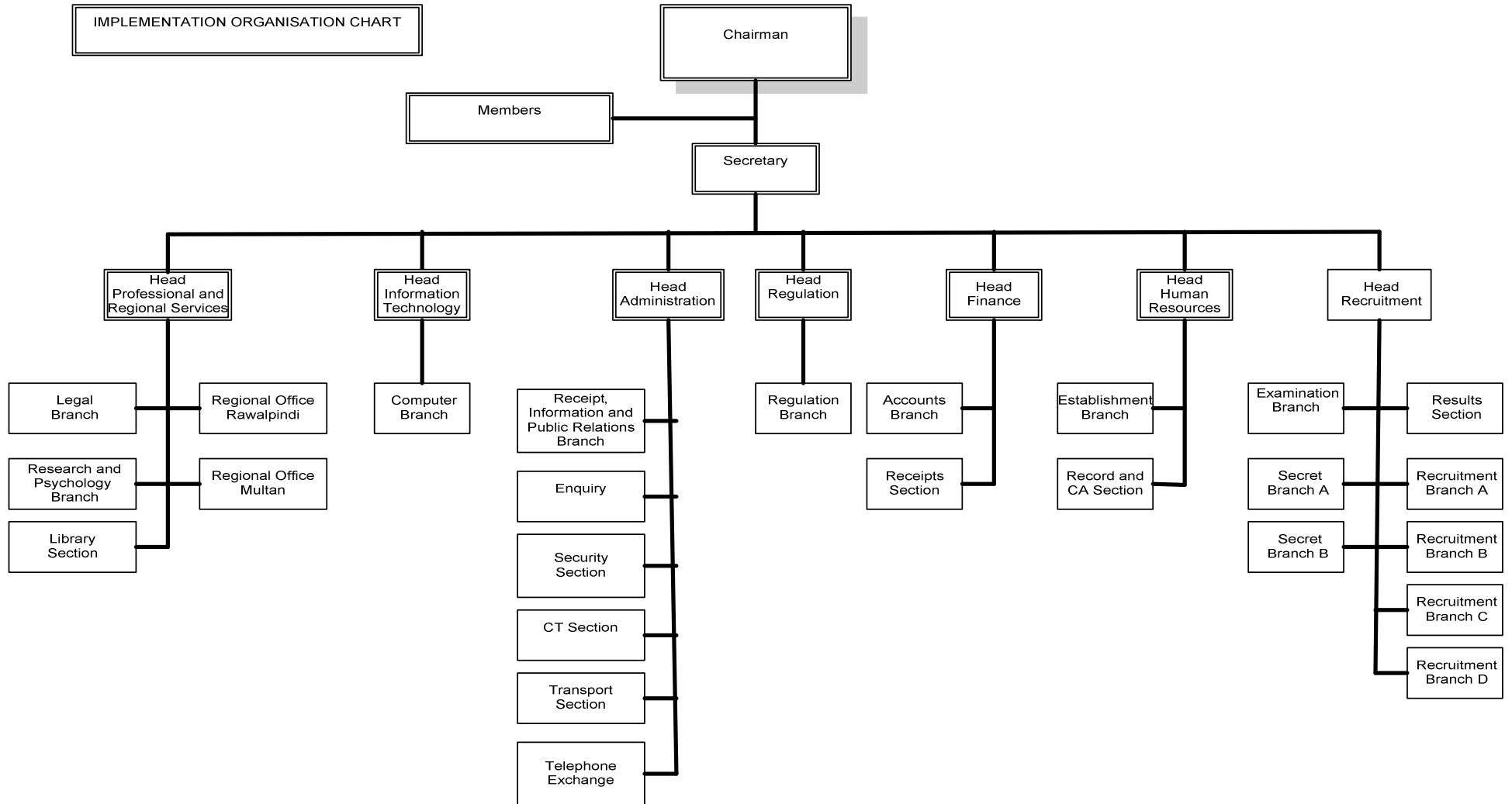
As things stand, there are four main elements of staff restructuring:

- Reduced numbers with possible redeployment and/or retraining for some staff;
- Staff competent to operate a computerised screen-based system;
- A strengthened IT Department;
- A Regulatory Oversight Unit.

Both Organograms reflect these.

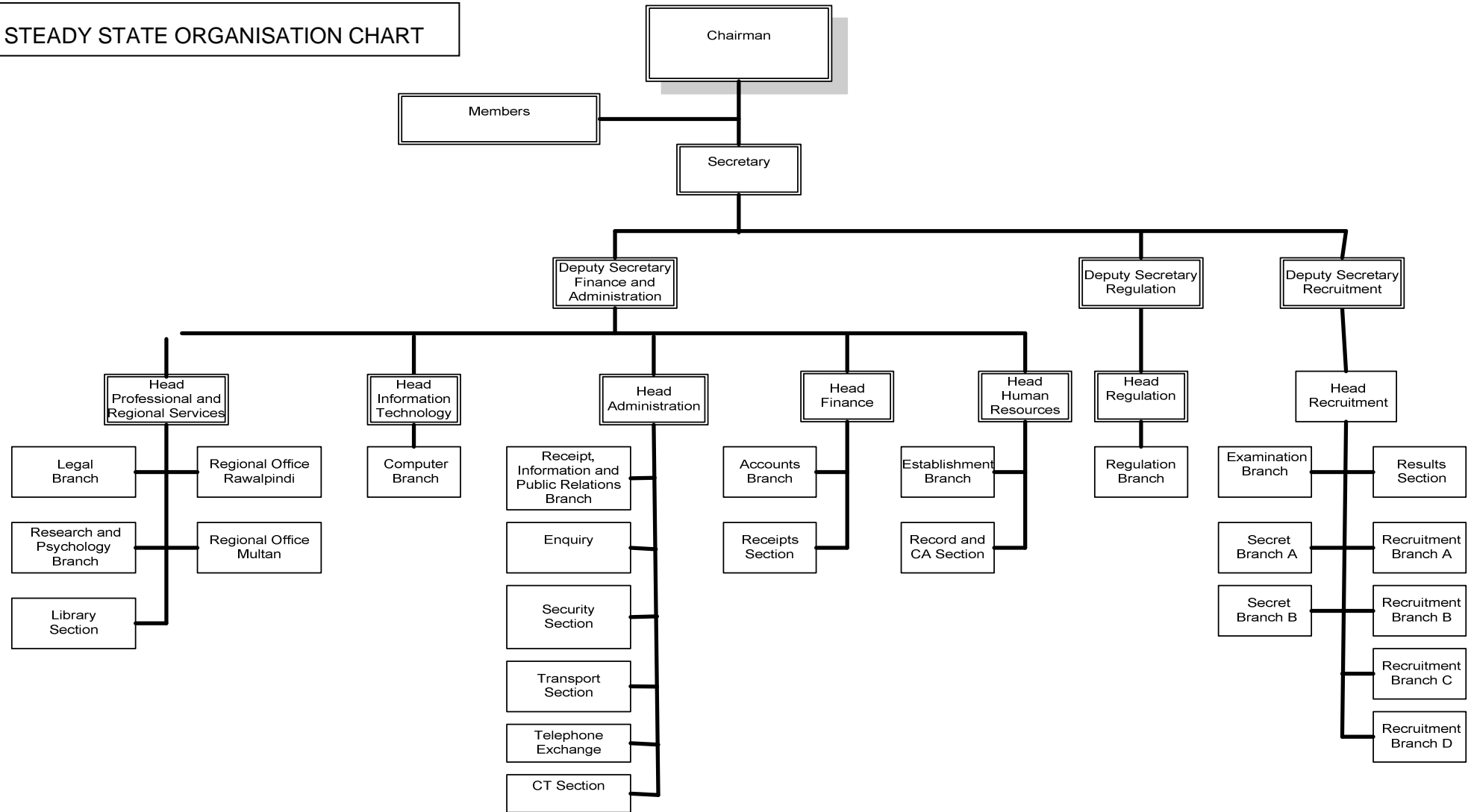
We *recommend* that the Commission adopts the Implementation Organogram as a guide to the Implementation Phase.

12. Recommendations. . .



12. Recommendations. . .

STEADY STATE ORGANISATION CHART



12.9 FINANCIAL MANAGEMENT

We *recommend* that PPSC adopts a basic financial management system eg SAGE, Peachtree, PACMan, or Microsoft Dynamics, which would cover all its financial functions and enable it to cost its activities. These systems are compatible with Estimates.

For this to happen however the relationship with Department of Finance would need to change. The Commission would need to be more proactive, and Finance more accommodating.

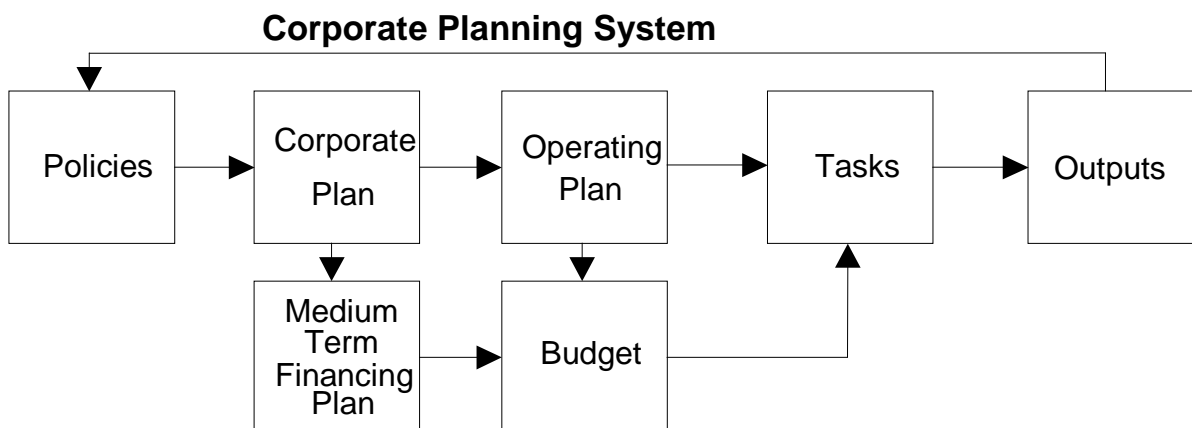
12.10 CORPORATE PLANNING

We *recommend* that a corporate planning system be implemented in the Commission. Corporate planning is the spine of an organisation. It is the backbone that supports and transmits messages to all other parts of the corporate body. It is not a technical issue. It is about planning, transparency and accountability and as such it is central to the reform of both the PPSC and the wider Punjab Civil Service.

Corporate planning should not be seen by the Commission as a burden. It is a necessary way for the Commission to manage its resources to achieve its objectives. The Corporate Plan should not be imposed by the Secretary and Commissioners, but drawn up by managers in particular areas, and co-ordinated and finalised by the Secretary. Drawing up Corporate Plans in a participatory way is itself a central part of the planning process. The provision of high quality, reliable information is crucial to the process. It will take the Commission years to put in place sound business and administrative management systems. In the meantime, corporate planning should proceed by improving the information that is available.

12.10.1 Corporate Planning System

A summary of the Corporate Planning system is given in the figure below.



The Corporate Plan is at the heart of an organisation's corporate planning system. The system starts with the organisation formulating its policies, which are set out in the Plan. For the PPSC such policies could be the move to become a Regulator, or a policy of modernisation, and so on. They are high level statements. The guidance set out in the Plan is then costed at the highest level over the next 3 years – the Medium Term

12. Recommendations. . .

Financing Plan – and at the level of activities for the coming year. These come together as the line expenditure Budget Estimates. The Operating Plan contains all the tasks that need to be undertaken during the year, which result in the organisation's outputs. Monitoring and evaluation of the outputs and outcomes leads to reformulation of the policies.

12.10.2 The Corporate Plan

A Corporate Plan explains how an organisation intends to get from one situation (now) to another (future). In the context of the public sector this means showing how it would secure desired policy outcomes. The Plan should include a description of where the organisation is starting from (including an analysis of the actual results of the previous Plan, or the one being updated), a statement of where it is going (expressed in terms of outcomes and measurable outputs) and then a plan that the organisation will use to close the gap.

Corporate Plans should explain strategies for achieving performance standards against outputs, which are clearly linked to priority policy outcomes, and to include details of the costs of the activities that will be carried out in connection with those strategies. They must also be in a format that can easily be analysed by Departments of Finance and central Secretariats which are responsible for coordinating policy and corporate planning.

12.10.3 Medium Term Financing Plan

The Medium Term Financing Plan is a key part of the Corporate Plan. It is really just the Corporate Plan in figures. It should consist of the following sections:

- Financial implications of the Corporate Plan;
- Income and expenditure statements.

The MTFP should be about 20 pages in length. A summary of about three pages should be included within the Corporate Plan. The full MTFP may be attached to the Corporate Plan as an Appendix.

12.10.4 Operating Plan

The Operating Plan is the first year of the Corporate Plan expressed in monthly terms. It should be presented in the tabular format and style. It should be no more than about 20 pages in length and should contain these sections:

- Targets for the year;
- Strategies to achieve those targets for the year, broken down by quarter;
- Major tasks to implement the strategies for the year, broken down by month;
- Income and resources requirements for major tasks for the year, broken down by month.

12.10.5 Participatory Corporate Planning Approach

In developing costed plans, the PPSC Secretary will need to ensure that Divisional Directors further break the analysis down to the level of their various Divisions and Units. Whilst broadening the scope of those involved in the planning process takes more time than not, the inclusion of more people adds to the quality of the finished product (through better information from those more directly involved with producing results) and to the likelihood, by developing ownership through involvement, of better implementation.

12. Recommendations. . .

12.10.6 Mission and Vision

Establishing the Mission and Vision, and strategic objectives and aims of public sector bodies requires a basic reorientation on the part of most public sector officials. Used to thinking in terms of processes and carrying out activities prescribed by manuals or the law, they have difficulty identifying clearly the goals and outputs of the organisation in which they work. Moreover, experience shows that officials at the same managerial level have markedly different views about what the organisation's goals and outputs should be.

An organisation's Mission is a high level statement of what an organisation exists to achieve. It answers the following questions:

- Why does the organisation exist?
- What is the organisation seeking to achieve?

The Vision of an organisation is a statement of the kind of organisation it wants to be, and where it wants to be in a defined time period.

An example of the PPSC's Mission could be:

"To ensure that recruitment to the Punjab Civil Service is based on merit, fairness and openness."

An example of the Vision could be:

"To be the recognised Public Service Commission model of best practice for South Asia by 2015."

12.10.7 Strategic Objectives

Strategic objectives are statements of what has to be achieved by the organisation. They are high-level statements of achievement, contributing directly and obviously to an organisation's mission. They set out:

- What has to be achieved;
- The end result of its achievement or the standard expected.

In view of the above, the strategic objectives of the PPSC are as follows.

12.10.8 Business objectives

To:

- Recommend candidates requisitioned by Departments in a manner that is:
 - Timely;
 - Efficient;
- Ensure that the candidates have been selected:
 - On merit;
 - Fairly;
 - Openly;
- Report on the terms and conditions of service of postholders in the Provincial Service or other Government bodies.

12. Recommendations. . .

12.10.9 Financial objectives

To:

- Minimise the unit cost of Requisitions;
- Allocate resources to support the efficient and effective achievement of its business objectives;
- Ensure significant revenues from charging for services;
- Procure adequate resources to support the modernisation of the Commission.

12.10.10 Human resource objectives

To:

- Establish remuneration and conditions of service that ensure that the Commission is able to recruit and retain necessary staff;
- Ensure that there is appropriate career and succession planning in the Commission;
- Ensure that staff receive appropriate training;
- Minimise rates of absenteeism.

12.10.11 Capital and Information technology

To ensure that the Commission:

- Is housed in a building appropriate to the achievement of its objectives and the requirements of its staff;
- Has an IT system that allows for the computerisation of all its main business and administrative processes.

12.11 OUTCOMES AND OUTPUTS

12.11.1 Outcomes and Outputs

Following directly on from the identification of the Mission, Vision and core business, the key outcomes and final and intermediate outputs of an organisation may be identified.

Outputs are very closely related to the achievements of an organisation:

“Outputs are the things or conditions produced by an individual or organisation...For each output there should be a corresponding objective...Outputs should be stated in a way which renders them observable.”

Outcomes are the states of affairs to which organizations contribute, but over which they do not have control. For example, whilst the output of the PPSC is a recommended candidate, the outcome of a competent civil service is beyond its control.

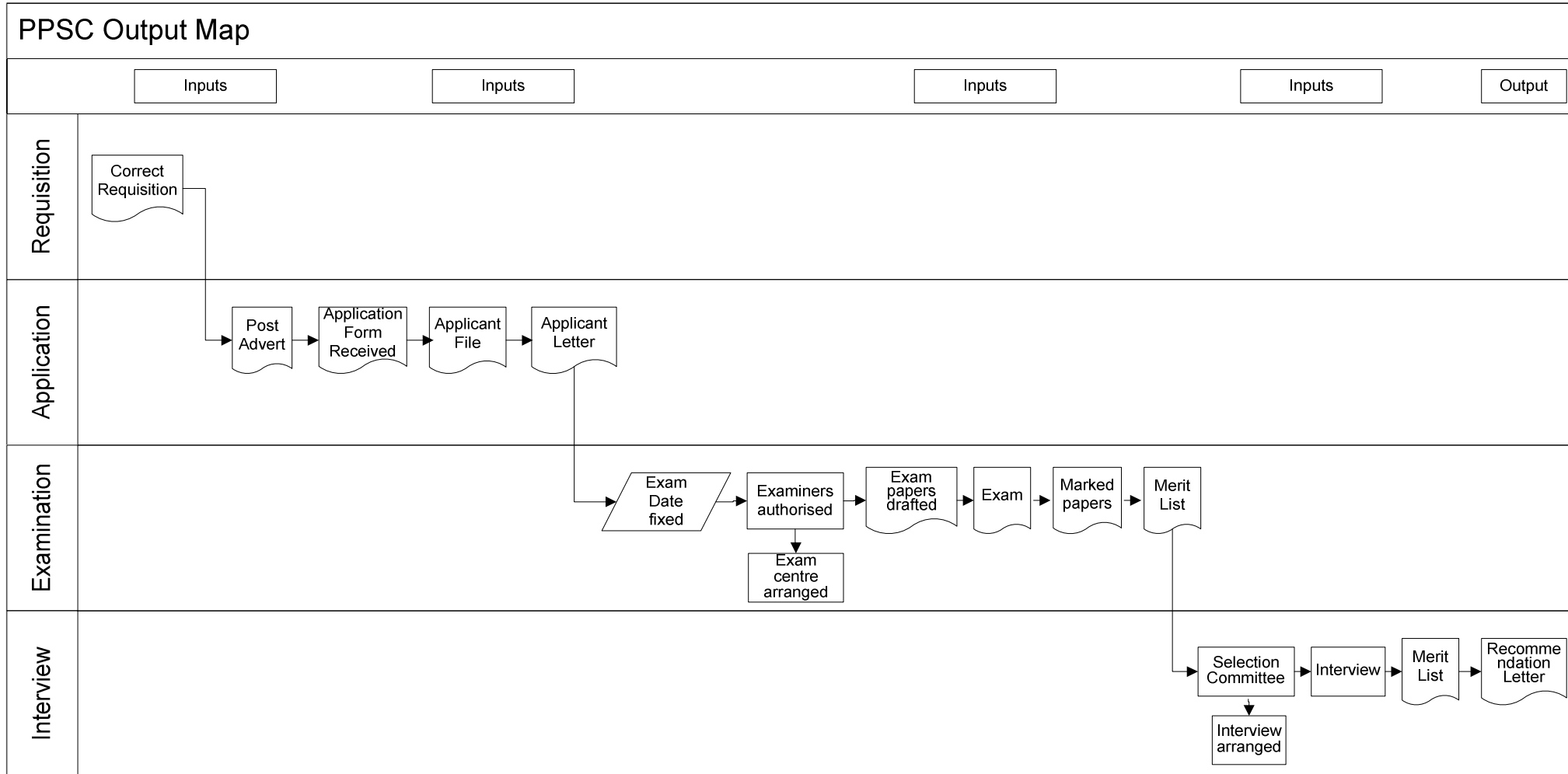
12. Recommendations. . .

12.11.2 Output Mapping

In the light of these objectives the Commission will need to identify its key outputs. The methodology for identifying outputs is Output Mapping. This requires workshop participants to distinguish between the inputs and activities of an organisation, and its final outputs. This is as difficult as establishing the aims and objectives of the organisation, since it requires staff to think strategically about the whole organisation, rather than to focus only on the area in which they work.

Output mapping allows workshop participants to move backwards from the key outputs to the intermediate outputs, which contribute to them, to the inputs to the intermediate outputs. Once the inputs and outputs have been identified, then the relationships between them can be clarified. Once the output map is drawn up, and the relationships identified, it becomes doubly clear to managers what is the core business of the organisation, and what are the processes and activities which did not support that. The Output map on the following page is the one drawn up by Dr Laite based on discussions with Commission staff.

12. Recommendations. . .



12. Recommendations. . .

12.12 PPSC KEY PERFORMANCE INDICATORS

Performance indicators should where possible be related to outputs. It is vital to get the performance indicators right, for a number of reasons:

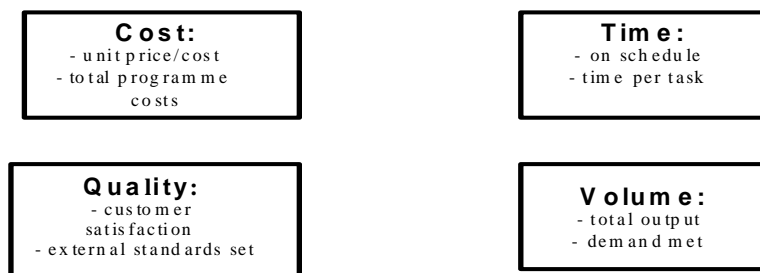
- ‘*What you measure is what you get*’. The introduction of performance indicators will affect the behaviour of managers and staff. This is why it is so important to focus on the key output areas;
- Only a small number of indicators is required. Too many will overburden the organisation and its management with systems to gather the information;
- A balanced range of measures is needed, to reflect all the key outputs and to provide both effectiveness and efficiency indicators.

There are three dimensions to performance, known as the three “Es”:

- **Economy:** obtaining inputs or resources of appropriate quality at least cost;
- **Efficiency:** obtaining the maximum possible output for a given level of input, or a minimum level of input for a given level of output;
- **Effectiveness:** the level of output produced which meets the required standards, or whether the objectives were achieved.

There are many different performance indicators, but they almost all are derived from one or more of the groups illustrated in the figure below. For instance, effectiveness can be indicated in terms of quality, volume, time, or cost. Efficiency is mostly indicated in terms of unit cost, the ratio of outputs (number of units produced) to inputs (the total cost of producing those inputs).

What can we measure?



Performance information is essentially comparative. One set of figures does not show whether an organisation has achieved satisfactory or unsatisfactory results unless there is a *planned figure* or a *target* set out in the Corporate Plan. In some cases the actual achievement can be compared to the target or planned figure. In other cases the most valuable comparison is with the previous year, providing information on trends in a

12. Recommendations. . .

particular area. In a few cases, the current performance may be compared to a 'benchmark', perhaps an international standard.

In line with the areas of performance reviewed in Chapter 10, the key performance indicators for the PPSC are grouped into the following sets, reflecting the Commission's strategic objectives:

- Business indicators;
- Financial indicators;
- Human resources indicators;
- Capital and IT indicators.

12.12.1 Business indicators

12.9.1.1 Efficiency

There are two types of Efficiency Indicators for the Commission – time and cost – with time being a proxy for cost. The Time Efficiency Indicators are described below, with the Cost Efficiency Indicators described in the section on financial indicators.

There are two types of Time Efficiency Indicator:

- The Requisition Time Efficiency Indicator (RTEI);
- The Total Time Efficiency Indicator (TTEI).

The RTEI measures the efficiency of each Requisition process. As such it is a useful internal indicator for the Commission, enabling it to assess *relative inputs* on large and small Requisitions.

The efficiency over time of a single requisition process is measured by the number of days from Requisition to Recommendation, times the number of staff employed on the Requisition process, divided by the number of Applications. This relationship between these three figures gives the Requisition Time Efficiency Indicator, as in the table.

Post Requisition	Actual		Example	
	Number of Applications	Total Days	Number of Staff	Requisition Time Efficiency Indicator
Mines Labour Welfare Officer	3	93	5	155.0
Secondary School Teacher (Female)	20	95	10	47.5
Assistant Chief	59	121	20	41.0
Biological Production Officer	34	137	15	60.4
Senior Subject Specialists (Male)	2112	180	50	4.3
Veterinary Officer	225	198	25	22.0
Data Entry Operator	1132	317	35	9.8

The lower the Requisition Time Efficiency Indicator, the more efficient the process. This can be demonstrated by:

- Decreasing the number of days, while holding constant the numbers of Applications and staff, decreases the Efficiency Indicator;

12. Recommendations. . .

- Decreasing the number of staff, while holding constant the numbers of Applications and days, decreases the Efficiency Indicator.

The Total Time Efficiency Indicator is calculated by dividing the total number of Applications processed in a year by the total number of staff employed in a year. This would enable year-on-year comparisons of Total Efficiency. Such an indicator would need to be treated with a great deal of caution however, since:

- With the numbers of staff fairly constant from year to year, the TTEI would be wholly dependent on the numbers of applications, which are out of the Commission's control;
- The Commission could simply increase its efficiency by increasing the number of Applications processed (ie reducing the backlog), through reducing the level of scrutiny of applications. The increase in efficiency would be at the cost of a decrease in effectiveness.

Moreover, given the status quo, this indicator tells us nothing about the *absolute level* of efficiency of the Commission. In itself it does not reveal that the Commission is a manually based organisation with a large backlog. Only when the Commission has been computerised, and business processes re-engineered will the TTEI become a useful year-on-year comparator.

The assessment of efficiency should not be left to the Commission alone however. As a supplier to client Departments, the view of the Departments should also be taken into account. To this end the PPSC should administer a short Survey each year to its requisitioning Departments, asking them to rank the Commission across a set of timeliness and collaboration variables. The indicators from the Survey should become performance indicators for the Commission.

12.9.1.2 *Merit*

The first Merit indicator would be that of the percentage of candidates recommended by the PPSC, but rejected by the Departments. The second indicator could be the proportion of posts requisitioned but remaining vacant due to a lack of successful candidates.

12.9.1.3 *Fairness*

There can be two ways to assess fairness. The first would be an independent audit of the Commission's processes. If the Commission were to adopt the role of Regulator of Departmental recruitment, through a system of audits, then it could accept that the auditors should also review the Commission.

The second indicator could be that of successful appeals by candidates against ineligibility recommendations by the Commission. The two related indicators could therefore be:

- Annual proportion of appeals to applications;
- Annual proportion of successful appeals to all appeals.

In both cases, the higher the proportion, the less fair would be the Commission's procedures.

12.9.1.4 *Openness*

The main indicator of openness would be the reports provided by independent auditors on the work of the Commission. That is, if there were to be independent audits of the recruitment processes in Departments, then that auditor could also assess the openness of the Commission's competitions. In order to avoid a conflict of interest, the auditor would submit its Commission Report to either the Governor or the Auditor General.

12. Recommendations. . .

12.12.2 Financial Indicators

12.9.2.1 *Fixed and variable costs*

As with many traditional public sector organisations, the PPSC's costs are mainly fixed, with some variable costs ie:

- Fixed costs:
 - Capital costs;
 - Salary costs, since the bulk of staff are in established posts;
- Variable costs:
 - Overtime payments;
 - Additional costs of paper and materials.

In this situation at the Commission, unit costs vary directly with the number of applications. When a high volume of applications comes in, the result is that everyone at the Commission works harder, for longer. Clerks from different Divisions are drafted in for several weeks to work on a requisition with tens of thousands of applications. In such a case the unit costs of the requisition would be massively lower than those of a requisition with few applications.

Such a situation should not however lead to the abandonment of global and unit costs as indicators.

12.9.2.2 *Unit costs*

In view of the above, as with the Time Efficiency Indicators, there are two types of Unit Costs for the Commission:

- Requisition Unit Cost (RUC);
- Total Average Unit Cost (TAUC).

Requisition Unit Cost measures the cost efficiency of each Requisition process. As such it is again a useful internal indicator for the Commission, enabling it to assess *relative costs* between large and small Requisitions, and between similar large requisitions.

The cost efficiency of a single requisition process is measured by the Total Cost of activities on the Requisition process divided by the number of Applications. This relationship gives the Requisition Unit Cost Indicator, as in the following table. The lower the RUC, the more efficient is the process.

12. Recommendations. . .

Post Requisition	Actual	Example: Cost of Requisition Activities			Example
	Number of Applications	Salary Costs Rs	Other Costs Rs	Total Costs Rs	Requisition Unit Costs Rs
Mines Labour Welfare Officer	3	1000	100	1100.0	367
Secondary School Teacher (Female)	20	6000	600	6600.0	330
Assistant Chief	59	10000	1000	11000.0	186
Biological Production Officer	34	8000	800	8800.0	259
Senior Subject Specialists (Male)	2112	100000	10000	110000.0	52
Veterinary Officer	225	20000	2000	22000.0	98
Data Entry Operator	1132	50000	5000	55000.0	49

The Total Average Unit Cost (TAUC) is calculated by dividing the total number of Applications processed in a year by the Total Net Costs of the Commission in that year. At present, so long as this is not treated as an efficiency indicator, but simply a cost indicator, it can be helpful.

Moving forward, the current TAUC can be compared to a projected TAUC once the Commission has been computerised. This will give a useful steer as to whether computerisation will be worthwhile. Secondly, the current TAUC can be compared to – benchmarked with – TAUCs in other Commissions that have or have not been computerised. Again this will be useful guide to impact of computerisation at the PPSC.

12.9.2.3 Resource allocation

In an ideal world, the indicators for resource allocation would be:

- A measure of the extent to which the Commission had managed within its agreed budget;
- The ratio between front-line and back-office services.

The measure of sound budget management would be the amount which the Commission required from the Finance Department in addition to the budget agreed with the Finance Department at the beginning of the year. The larger the additional amount the worse the indicator. The problem with this indicator however is that the Supplementary Estimate system in the Punjab is an integral part of budget management, and so cannot be viewed as an additional amount.

In this case, the indicator could be the average rate of increase on the Commission's budget over a 3-year period compared to the average rate in the number of applications processed over the same period.

More informative would be an indicator calculated as the ratio between front-line and backroom services. All organisations become more efficient the more they deliver front-line services at less and less cost.

In the case of the Commission, the front-line services could be considered to be the activities of the Commissioners – interviews, recruitment visits to colleges and universities, and so on – with all other activities considered as back-room costs. But further thought needs to be given to this indicator.

12. Recommendations. . .

12.9.2.4 *Revenues for services*

Currently the Commission covers two thirds of its costs from receipts on account of fees for Competitive Examination and general recruitment. The performance indicators for this revenue are therefore:

- The total amount of revenue generated from receipts on account of fees for Competitive Examination and general recruitment;
- The proportion of total costs of receipts generated from fees for Competitive Examination and general recruitment.

12.9.2.5 *Modernisation*

An organisation's performance indicators should reflect changing annual objectives, as well as overall, more fixed, strategic objectives. For the Commission, a key objective for 2009 – 2010 is to implement the modernisation project. This will require the procurement of funding from:

- The Finance Department;
- International Donors.

The Modernisation performance indicator should therefore be the amounts of support received from these two types of bodies.

12.12.3 Human resource indicators

The Human Resource indicators can be a mixture of qualitative and quantitative indicators.

12.12.3.1 *Compensation, recruitment and retention*

The first indicator for remuneration, recruitment and retention is the most straightforward – that of retention. The indicators are the rates of turnover of staff both for the whole organisation and for each Division.

The second indicator is also uncomplicated – that of recruitment. The indicator is the percentage of advertised posts filled.

The third indicator however is more complex – that of remuneration. On the one hand it could be calculated as a combination of the first two indicators, with the presumption that, if the rate of turnover is low and the percentage of posts filled is high, then remuneration is satisfactory.

However, such indicators are not good reflections of the levels of satisfaction and motivation of staff. For these to be ascertained it is usual to conduct an annual staff survey. These can be simple exercises, but can yield helpful opinions and ideas. The Commission should consider piloting a staff survey during the Implementation Phase of the modernisation project.

12. Recommendations. . .

12.12.3.2 *Absenteeism*

Linked to the work satisfaction and motivation is the level of absenteeism. A straightforward indicator, it requires however that accurate attendance records are kept, and reported, by middle managers.

12.12.3.3 *Career and succession planning*

The indicators for career and succession planning could be:

- The number of promotions in a year;
- The number of individual career and succession plans agreed with members of staff.

12.12.3.4 *Training and Development*

The main organisational indicator for training and development is the average number of days training undertaken by members of staff. More complex would be indicators based on feedback from line managers about the impact of training on workplace behaviour. But such indicators would be for the future.

12.12.3.5 *Grievances*

A final HR indicator would be the number of grievances lodged by staff against managers.

12.12.4 Capital and IT

12.12.4.1 *Buildings*

One of the PPSC's current priorities is to secure acceptable accommodation. In view of this the performance indicators for 2009 – 2010 are:

- All Commission staff housed in appropriate accommodation;
- Extent of progress on construction of new building on procured site, including:
 - Architect's engagement;
 - Architect's plans.

12.12.4.2 *Information Technology*

The performance indicators for the PPSC's information Technology are:

- Sign-off on outstanding IT project;
- Start of IT support project;
- Implementable IT system;
- IT staff trained in IT system;
- Key staff trained in IT system;
- Some applications processed through IT system eg small Requisitions for around 5 posts could be piloted through the new system.

12. Recommendations. . .

12.12.5 **Balanced Scorecard**

In Chapter 3 the key issue facing the PPSC was raised – that of how to sustain the impartiality and neutrality of the Punjab Civil Service while efficiently and effectively recruiting staff. It is essential that the Commission strikes a balance between these two objectives.

The requirement for this balance between these two objectives means that one single indicator for the Commission would not only be unhelpful, but it would also be misleading - and could lead to perverse behaviours. For example, if the single indicator were:

- The length of time for recruitment: the Commission could reduce the time taken by reducing the level of scrutiny, so increasing the risk of outside influence;
- The number of applications processed: the Commission could again simply increase the rate of processing by decreasing the level of scrutiny, so increasing the risk of outside influence;
- The proportion of Recommend Candidates against Requisitioned Posts: the Commission could:
 - Increase the rate of processing, with increased risk;
 - Recommend sufficient candidates, even though it did not believe that the candidates were competent.

In view of these problems with single volume indicators, what is required for the PPSC is a set of indicators that reflects its twin objectives of:

- Effectiveness: recommending candidates that have been selected:
 - On merit;
 - Fairly and openly;
- Efficiency: recommending candidates at minimum unit cost.

Reviewing the indicators proposed for consideration above, the key indicators for the Commission could be as follows.

12.9.5.1 *Efficiency*

The key efficiency indicators could be:

- The RTEIs for:
 - The two highest numbers of applications;
 - The two middle numbers of applications;
 - The two lowest numbers of applications;
- Total Average Unit Cost.

12. Recommendations. . .

Since the Commission does not know during the year which will be the highest, middle and lowest Requisitions, these 6 form an effective sample of all Requisitions. Importantly however, this is a small number of indicators only for external reviews of the Commission's performance. Internally the Commission will be inspecting all its RTEIs, and identifying where the processes need to be speeded up.

In addition to these indicators, those from the Client Department Survey should be adopted. The inclusion of these indicators would have the important feature of encouraging the PPSC to collaborate more closely with the Departments.

12.9.5.2 Effectiveness

The key effectiveness indicators could be:

- The proportion of posts requisitioned but remaining vacant due to a lack of successful candidates.
- Auditors' Reports on the Commission;
- Annual proportion of successful appeals.

12.13 TARGETS

Targets are set against each of the performance indicators. They should be realistic yet challenging. The Commissioners and Secretary should discuss and agree targets at organisational level for the PPSC's key outputs. Targets should then be developed for key outputs of the various Divisions of the PPSC.

Targets are quantified objectives with definite time scales. The acronym SMART is useful in determining targets, which should be:

- Specific;
- Measurable;
- Attainable (in relation to competencies);
- Realistic (in relation to resources);
- Time bounded.

The targets for the PPSC should be stated in the Corporate Plan with a set of targets for each of its three years. The targets should show progressive performance improvement over the three-year period.

12.14 PERFORMANCE REPORTING

The Commission will require reports on its performance, mainly but not exclusively, generated by the IT system. The essential point about these reports is that they should in the main be *performance* reports. A good starting point will be the targets set out in the Corporate Plan. Much of the reporting will be oriented to providing information related to these.

The main points about these reports and the reporting are:

- What reports are required;
- What data they should contain;

12. Recommendations. . .

- Who requires which reports;
- Who should provide reports, and to whom;
- The frequency of reports.

And the reports flowing to the Chairman and Secretary should be analytical summaries, not lists. They will in the main include information about actual performance against targets presented in the following format:

- Current period (plan versus actual);
- Year to date (plan versus actual);
- Current period against previous period.

The two types of Commission reports will be those that will be produced for external consumption, and those for internal scrutiny. There will be considerable overlap between the information included in the internal and external reports. In fact, the external reports will be generated from the information provided in the internal reports.

The external reports will be:

- For the Assembly and GoPb entities such as Finance Department and S&GAD. These will include financial reports;
- For the general public, and should include an accessible and readable Annual Report.

Internal reporting has the dual functions of providing the information necessary for both external reports and the management of the organisation. Mainly more detailed than the data required for external reporting, the information produced internally is hierarchical, in that different levels in the organisation require different types and amounts of information. What follows is structured by management levels, and by types of information.

The sort of information flowing upwards in an organisation can be divided into two types:

- Regular, performance and process information;
- Exception reporting, where more senior levels of management only need to know about problems, and whether they are being addressed.

And, as well as information flowing upwards, there needs to be information flowing out from senior managers, to junior staff, about what is required from them, and to the organisation in general, about how well the organisation is doing.

Apart from exception reports, the Chairman and Secretary should receive the following types of reports, on a monthly, quarterly and annual basis:

- Targets: reports on progress against business targets;
- Financial: reports from the Budgets Division;
- Human resources: reports from the Human Resources Division;
- Administrative services: reports on administrative matters;
- Projects: reports on current and planned projects.

12. Recommendations. . .

12.15 PPSC MANAGEMENT INFORMATION

The Commission is in the process of introducing a new IT system. A review of the system reveals that, although there are several Reports on the details of applicants, there are insufficient Reports for a performance management system. The IT system will be required to collect and display performance information in single-screen, at a glance formats. And the data that will be needed for the performance management system will need to be collected, transmitted and stored by both staff and the system.

For the purposes of this Report the focus is on the performance information required by the Secretary and the Chairman. As project thinking develops, there will also need to be Reports for the Head of Human Resources, the Finance Manager, and perhaps the Psychologists.

In the Reports for the Chairman and Secretary it will be possible to include parameters and limits in the IT system which, if transgressed, would flag up warnings to the users. For example, in the table on the lengths of time taken from one Requisition event to another – eg Close of Applications to Exam – if the actual days exceeded the planned days, then this Requisition would show up in red on the screen, with Requisitions approaching their parameters showing as amber, and those well within their limits remaining as green. This is a “Traffic Lights Reporting System”.

12.15.1 Business Information

12.12.1.1 Requisitions

The Secretary and Chairman will require three Requisitions screens, set out as in the table below. The data required for the first two tables is available and straightforward. As noted in the Introduction, the inclusion of a Traffic Lights System would mean that the Requisitions for which both the dates, and the number of days (these two are the same thing), exceed the planned dates and days, would appear in red.

However, to calculate the RTEI will require an assessment of the number of days, or Full-Time-Equivalents, that staff are spending on a Requisition. It is not necessary to ask staff to complete timesheets in order to gather this data. Rather, at the end of each week:

- Branch Directors need only apportion the days of their staff to each current project. This can be an approximation – but it will serve;
- Others, such as Psychologists, could be asked to do the same thing.

Just as important is that the Directors and others should be able to enter this information onto a table on their computer that simply lists the live Requisitions in their area, with cells for the number of days, or part days, to be allocated to each Requisition. This data is then transmitted to the central database which has the central list of all live Requisitions, and sums the data it receives. Checks can be included in the system to ensure that neither each Division nor the Commission exceeds the possible number of days that could be worked by staff.

12. Recommendations. . .

12.12.1.2 *Merit*

The Secretary and the Chairman will require Merit Reports on screens showing:

- A table of the (accepted) Merit Lists for the past 6 months, with the number of “Good”, or “Satisfactory”, or “Unsatisfactory” comments from Departmental line managers. This table will have totals and percentages;
- The proportion of posts for each completed Requisition showing the proportion of posts requisitioned but remaining vacant.

12.12.1.3 *Fairness*

The Secretary and Chairman will require a screen, showing for the relevant Requisitions:

- The number of appeals to each individual Requisition process;
- Annual proportion of appeals to applications;
- Annual proportion of successful appeals to all appeals.

12.12.1.4 *Openness*

The Secretary and Chairman will require a screen showing for all completed Requisitions in a year:

- Departments’ feedback on each Requisition eg “Acceptable”, “Not Acceptable”;
- A table summing the feedback and giving percentages of responses.

12. Recommendations. . .

Post Requisition	Number of Posts	Number of Applications	Date of Initial Requisition	Date of Correct Requisition	Date of Advertisement	Closing Date	Date of Exams	Date Exam Results Posted	Date of Interviews	Date of Merit List
Mines Labour Welfare Officer										
Secondary School Teacher (Female)										

Post Requisition	Data		Numbers of Days							
	Number of Posts	Number of Applications	From initial Requisition to correct Requisition	From correct Requisition to Advertisement	From Advertisement to Application Closing Date	From Closing Date to Examination	From Examination to Exam Results	From Exam Results to Interview	From interviews to Merit List	Total
Mines Labour Welfare Officer										
Secondary School Teacher (Female)										

Post Requisition	Number of Applications	Total Days	Number of Staff	Requisition Time Efficiency Indicator
Mines Labour Welfare Officer				
Secondary School Teacher (Female)				

12. Recommendations. . .

12.15.2 Financial Indicators

12.12.2.1 Unit Costs

The Secretary and Chairman will require a screen setting out a table containing each Requisition, the number of applications, the costs of activities related to those acquisitions and that Requisition process, and the calculated Requisition Unit Costs.

The costs can be ascertained by:

- Taking the estimates of staff time spent on a Requisition and multiplying it by an appropriate figure for salaries eg average salaries;
- Allocating across the board, in proportion to staff time, the overheads of the Commission.

The two senior executives will also need a screen setting out Total Average Unit Costs.

For both RUCs and TAUCs, the IT system should be able to pick up the relevant financial data from the Finance Package used by the Commission.

12.12.2.2 Resource allocation

Although it is not immediately clear what would serve as an indicator for sound budget management, the Secretary will still need to know at a glance the budgetary position of the Commission. He should be able to log on to screens that show the following, and which allow the Secretary to enter data into them:

- The Voted Budget for the current year;
- The Estimates for the following year;
- Accounts payable;
- Accounts receivable;
- Cheque payments;
- Reconciliations.

There are standard accounting packages which include and enable the management of this data: eg Oracle, Peachtree and Datapro. The issues are only:

- Ensuring that the Business Process IT system can openly communicate with such a package;
- Training for the Secretary and others involved in finance in how to use the package.

One example of the importance of linking the business process and financial systems is given by the need for the Secretary to project future workload levels – Requisitions and applications – into different Estimates models, so that he can justify his Final Estimates projection to the Department of Finance.

12. Recommendations. . .

12.15.3 Human Resource Indicators

The Secretary will require a Report screens that set out for the Commission overall, and also by Division:

- The number of posts;
- The number of staff in post;
- The vacant posts, by post;
- Whether vacant posts are advertised;
- Staff on leave, by post.

In addition, the Secretary will require Reports showing:

- The rate of turnover of staff in the previous 12 months prior to the current month, calculated as the percentage of staff leaving the Commission;
- The percentage of advertised posts filled over the previous 12 months.

The head of Human Resources will also require data to be inputted into the system, and to have Reports generated. This will include:

- Start dates for staff;
- Years/months employment;
- Salary and benefits;
- Leave status;
- Rates of absenteeism;
- And so on.

As with financial packages there are off-the-shelf HR packages which include all this HR data and more. And the two issues are also the same:

- The business process system and the HR package should be compatible;
- The HR Director will need to be trained in the use of the HR package.

12.15.4 Balanced Scorecard

Finally, the Secretary and Chairman should have a screen that sets out the Balanced Scorecard for the Commission, so that at a glance, they can check:

- The RTEIs for:
 - The two current highest numbers of applications;

12. Recommendations. . .

- The two current middle numbers of applications;
- The two current lowest numbers of applications;
- Total Average Unit Cost.
- The current proportion of posts requisitioned but remaining vacant due to a lack of successful candidates.
- The current proportion of successful appeals.

13. BENCHMARKING THE PPSC

13.1 INTRODUCTION

The result of the implementation of the recommendations would be a re-engineered PPSC much more similar to other public service commissions around the world than it is now.

Ms Sabehia Mohamed undertook a Benchmarking Review of the PPSC, setting out the results in the *PPSC Benchmarking Report*. Internationally, she looked at the Public Service Commissions in the UK, Australia, New Zealand, Jamaica, South Africa, Bangladesh and Kerala State in India. Nationally, she reviewed the Federal Public Service Commission, and those of Balochistan and North West Frontier Provinces. A summary of her findings is set out in the table on the following page.

13.2 BENCHMARKING

Overall, the table shows that the public service commissions in developed countries have become Regulators, while those in developing countries have remained as operational selectors. The main reasons for this are that:

- In developed countries the strength of Departmental HR functions is such that the governments have been able to devolve selection and recruitment to them;
- In developing countries the weakness of Departmental HR functions is such that the governments have not been able to devolve selection and recruitment to them.

13. Benchmarking the PPSC. . .

Key roles/ functions	PPSC	UK	Australia	New Zealand	Jamaica	South Africa	Federal	Balochistan	NWFP	Bangladesh	Kerala
Regulatory		x	x	x	x	x					
Advisory	x		x	x	x	x	x	x	x	x	x
Recruitment & selection	x	X regulatory	X regulatory	X CEO only			x	x	x	x	x
Monitoring & evaluation/audit		x	x	X	x	x					
Provision of training		x Compliance monitoring	X Career development		X Management						
Investigation - complaints/whistle blowing		x	x		x	x					
Policy development/ promotion		x	x	x		x					
Leadership development			x	x							
Disciplinary cases - advisory										x	x

14. NEXT STEPS

14.1 IMPLEMENTATION PHASE

The next phase of the Business Re-engineering project is that of Implementation. The Action Plan and Timetable for Implementation are set out in Appendix A.

However, prior to moving to implementation, there are several next steps that need to be undertaken to complete the Diagnostic Phase and prepare the way for the Implementation Phase.

14.2 NEXT STEPS

14.2.1 Public Service Strategy Group

The PPSC should open up discussions with the Secretary S&GAD about the establishment of a Public Service Strategy Group.

14.2.2 PPSC as Regulator

At the presentation to set out the findings of the project, the members stated that they wished the Commission to be a Regulator. The members should now meet to discuss the Report and decide formally whether they wish to become a Regulator.

The Secretary should provide that meeting with firm advice about the legislative changes that would be needed, along the lines set out in this draft Final Report.

Once decided, the Commission would need to make to the Chief Minister about this enhanced role for the PPSC.

14.2.3 Role of members

The Chairman should seek to identify at least one woman, and two part-time private sector people, as Members.

14.2.4 Buildings

The Commission should begin discussions with the GoPb Architect about the requirements of the new building.

14.2.5 Business Processes

The Commission should:

- Redesign the Application Form;
- Take the decision to scrutinise the applications only of those called for interview, plus a small reserve margin.

14. Next Steps. . .

14.2.6 Information Technology

It is imperative to try to put in place as soon as possible staff with the right IT skills so that the IT project can be completed, and then the system rolled out. To this end, Professor Saif and Dr Laite should draft a short piece on what is required for the IT project, and IT and performance reports, a page on what the Commission should be doing to recruit IT staff to meet the Commission's needs, and the job descriptions for the staff in the new IT Department. As part of the process to modernise the PPSC, the job descriptions should be output-based, not ones based on activities.

14.2.7 Financial management

The PPSC should review the financial management packages in the market, to assess what would be appropriate for them.

Appendix A: Action Plan

APPENDIX A: ACTION PLAN

Activities	Responsible	Evidence of completion	Comments	Implementation date		
				2009 Quarter 4	2010	2011
Diagnostic Phase: Final Stage						
Discuss Public Service Strategy Group (PSSG) with Chief Minister and S&GAD	Chairman Secretary	PSSG Note circulated		*		
Submit Final Report to Members, S&GAD	PRMP	Final Report circulated		*		
Prepare legal options for PPSC to become a Regulator	Secretary	Legal advice submitted to members		*		
PPSC decide on whether to become a Regulator	Members	Noted in PPSC Minutes		*		
Propose a woman and two part-time private sector Members	Chairman	Proposals submitted		*		
Start discussions with GoPb Architect	Secretary	Discussion minuted		*		
Redesign the Application Form	Secretary	New application Form		*		
Decide to scrutinize only those applicants called for interview	Members	Decision noted in Minutes		*		
Draw up job descriptions for IT staff	Consultants	Job descriptions drawn up		*		
Review the financial management packages in the market, to assess what would be appropriate	Secretary	Review Note		*		
Give Presentation to Cabinet/CM on the way forward for the PPSC	Chairman Consultants	Presentation given		*		

Appendix A: Action Plan

Activities	Responsible	Evidence of completion	Comments	Implementation date		
				2009 Quarter 4	2010	2011
Draw up TORs for Implementation Phase	PRMP	TORs		*		
Select consultants for Implementation Phase	PRMP	Consultants selected		*		
IMPLEMENTATION PHASE						
Public Service Strategy Group						
Draw up TORs for Strategy Group	Chairman Secretary PRMP	TORs circulated		*		
Agree membership of Strategy Group	CM PRMP	Membership established		*		
Strategy Group meets	CM	First Strategy Group meeting			*	
Members						
Establish Members' Appointments Committee	CM S&GAD	Appointments Committee established		*		
Establish criteria for members	Members Appointments Committee	Criteria established		*		
Advertise for new members	Members Appointments Committee	Advertisements posted		*		

Appendix A: Action Plan

Activities	Responsible	Evidence of completion	Comments	Implementation date		
				2009 Quarter 4	2010	2011
PPSC as Regulator						
Prepare Regulator submission to Cabinet, and present it	PPSC S&GAD	Submission presented			*	
PPSC established as Regulator	Cabinet	PPSC becomes Regulator			*	
Draft Recruitment principles	PPSC	Recruitment principles drafted			*	
Agree with key Departments first recruitment processes to be regulated	PPSC Departments	Agreement noted			*	
Identify LINK Commissioners	PPSC Departments	LINK Commissioners identified			*	
Regulate first recruitment processes	PPSC Departments	Appointments signed off by PPSC			*	
Appoint independent auditors	PPSC	Auditors appointed			*	
Audit first recruitment processes	PPSC Auditors Departments	Auditors' Report			*	

Appendix A: Action Plan

Activities	Responsible	Evidence of completion	Comments	Implementation date		
				2009 Quarter 4	2010	2011
PPSC Buildings						
Progress new building with Architect	PPSC	Building Plans			*	
Move into new building	PPSC	Staff migrated				*
Information Technology						
Salvage, extend and refine the new IT system	PPSC IT Department Consultants	New system rolled out			*	
Incorporate Multiple Choice Questions into the exams	Consultants	New exam papers with MCQs			*	
Financial Management						
Agree financial status of PPSC with Department of Finance	PPSC Finance Department Consultants	New status agreed			*	
Purchase and implement appropriate financial management package	PPSC Consultants	Package implemented			*	

Appendix A: Action Plan

Activities	Responsible	Evidence of completion	Comments	Implementation date		
				2009 Quarter 4	2010	2011
Human Resource Development						
Establish professional HRD Division	PPSC Consultants	HRD Division established			*	
Establish numbers of staff required	Consultants	Numbers of staff calculated			*	
Draw up new organisation structure	Consultants	Organisation structure implemented			*	
Corporate planning						
Identify Mission and Vision	Consultants	Mission and Vision established		*		
Identify Strategic Objectives	Consultants	Strategic objectives established		*		
Identify key outputs	Consultants	Key Outputs identified		*		
Identify key performance indicators	Consultants	Key performance Indicators identified		*		
Introduce corporate planning system	Consultants	Corporate planning system implemented		.	*	
Draft Corporate Plan	Consultants	Corporate Plan			*	

Appendix A: Action Plan

Activities	Responsible	Evidence of completion	Comments	Implementation date		
				2009 Quarter 4	2010	2011
Draft Medium Term Financing Plan	Consultants	Medium Term Financing Plan			*	
Draft Operating Plan	Consultants	Operating Plan			*	
Design and implement performance reporting system	Consultants	Performance Reporting System			*	
Design and implement management information system	Consultants	Management information System			*	*

APPENDIX B: COMMISSION MEMBERS [PPSC TO UPDATE]

Sr. No.	Title	Appointment	Name	Main Responsibilities
(1)	Chairman	07-11-2007	Mr. Shahzad Hassan Pervez	General Policy Matters. General Administration (Policy). Budget & Accounts (Policy). Co-ordination. Interview Programmes (Coord.). All secret work of Competitive Examinations and written tests Coord) S & GAD Matters (less recruitment matters). Member of Panel for Selection of Independent Members for the Provincial Public Safety and Police Complaints Commission. Convener, PPSC Examination Committee.
				Work pertaining to Recruitment Branch "F" with respect to:- Agriculture Department. Food Department. Forestry, Wild Life and Fisheries Department. Member In charge of Computer Wing.
				Work pertaining to Examination Branch with respect to :- Home Department. Prison Department. Work pertaining to Recruitment Branch "B" for Police Department (less Inspector Legal) Branch E Provincial assembly of the Punjab
				Work pertaining to Recruitment Branch E for Irrigation and Power Department Communication and Works Department. Work pertaining to Recruitment Branch "G" with respect to:- Finance Department. Planning & Development Department. Member Provincial Selection Board-I.
				Work pertaining to Recruitment Branch "E" with respect to:- Housing, Urban Development and Public Health Engineering Department.

				Environment Protection Department.
2	Member	24-04-2006	Mr. Muhammad Daud Tahir	<p>Work pertaining to Recruitment Branch "C" for Population Welfare Department.</p> <p>Work pertaining to Recruitment Branch "D" with respect to :- Co-operatives Department. Excise & Taxation Department.</p> <p>Work pertaining to Recruitment Branch "F" for Tourism and Resort Department.</p> <p>Member Incharge for coordination of work in Examinations/Secret Branch.</p>
				<p>Work pertaining to Examination Branch with respect to :- Law, Parliamentary Affairs and Human Rights Department. High Court-Civil Judges Recruitment. Law -Judicial work, District Attorneys. To oversee the functioning of Legal Branch. Legal and litigation matters (where advice required.). Liaison in High court and Supreme Court cases. All legal and litigation matters. Vetting of para-wise comments in litigation cases. Member Selection Committee for appointment of Zila Mohtasibs in Punjab.</p>
3	Member	19-12-2006	Dr.Imtiaz Ahmad Cheema	<p>Work pertaining to Recruitment Branch "A" with respect to Education Department</p> <p>Work pertaining to Recruitment Branch "C" for Literacy and Formal Basic Education Department</p> <p>Member In charge of Psychological Branch.</p>
4	Member	17-10-2007	Mr. Toheed Ahmad	<p>Work pertaining to Recruitment Branch "F" with respect to :- Relief Department. Transport Department.</p> <p>Work pertaining to Recruitment Branch "E" with respect to :- Environment Protection Department Housing Urban Development and</p>

				Public Health Engineering Department Labour and Human Resources Department. Work pertaining to Recruitment Branch "B" for Information Technology Department. Work pertaining to Recruitment Branch "D" for Sports Department
5	Member	14-11-2007	Mr.Tariq Mahmud	Member Incharge Recruitment Branch "B" with respect to: S&GA Department (less Combined Competitive Examination). Information, Culture and Youth Affairs Department. Revenue Department Research and Development Work Provincial Selection Board 1.
6	Member	06-03-2008	Mr Ahmad Nasim	Advisor on Security of the Commission Work pertaining to Recruitment Branch "G" with respect to :- Social Welfare, Women Development and Bait-ul-Maal Department. Zakat and Ushr Department. Mines & Minerals Department. Industries Department Recruitment Branch F for Special Education Department
7	Member	19-05-2008	Mr Muhammad Humayun Farshori	Work pertaining to Recruitment Branch A with respect to: Chief Minister's Inspection Team Governor's Secretariat Work pertaining to Recruitment Branch C with respect to: Health Department Management and Professional Department Work pertaining to Recruitment Branch "F" for Absorption of Surplus Staff & ad hoc appointments. Work pertaining to Recruitment Branch "E" Local Government and Rural Development Department Work pertaining to Branch F for Auqaf, Religious and Minorities Affairs Department
8	Member	19-05-2008	Dr Azhar Hassan Nadeem	Work pertaining to recruitment Branch B for Police Department Work Pertaining to Recruitment

				Branch D for Education Department Examination Branch for Police Department Branch G with respect to Finance Department Planning and Development Department
9	Member	12-12-2008	Major (Retd) Fayyaz Bashir	Work for Recruitment Branch E for: Communication and Works Department Irrigation and Power Department Branch F for: Agriculture Department Food Department Forestry, Wildlife and Fisheries Department Branch G for Livestock and Dairy Development Department
10	Member	25-03-2009	Mr Muhammad Iftikhar Ahmad	
11	Member	23-04-2009	Mr Shaukat Javed	
12	Member		?	

APPENDIX C: PAY, PERKS AND ALLOWANCES TO THE CHAIRMAN AND COMMISSIONERS

From 1 October 2007, the compensatory package for the Chairman and Members of the PPSC are as follows.

Salary, Allowances and Utilities

Item	Chairman	Member
Salary	Rs 160,000 per month	Rs 130,000 per month
House Rent allowance	Rs 70,000 per month	Rs 50,000 per month
Utilities	Rs 8,000 per month	Rs 6,500 per month
Total	Rs 238,000 per month	Rs 186,000 per month

Facilities

Item	Chairman	Member
One chauffeur driven car maintained at Government expense for official and private use	1600 cc capacity	1300 cc capacity
Petrol Limit	340 litres per month	270 litres per month
TA/DA on domestic official tour	As admissible to civil servants of highest grades	As admissible to civil servants of highest grades
TA/DA on official duty abroad	As admissible to civil servants in Category 1	As admissible to civil servants in Category 1
Medical Facilities	Reimbursement of medical and hospitalisation charges for self, spouse and children for treatment received at Government or Government recognised institution in Pakistan	Reimbursement of medical and hospitalisation charges for self, spouse and children for treatment received at Government or Government recognised institution in Pakistan

Appendix D: Business Processes

APPENDIX D: ***BUSINESS PROCESSES EXTENSIVE: TO BE [INCLUDED IN FINAL PRINTING]***

The diagrams on the following pages set out the Commission's main business processes.

APPENDIX E: **BUDGET**

The Sub-Heads for the Non-Development Budget are:

- Salaries;
- Allowances;
- Communications: post, telephone;
- Utilities;
- Occupancy costs;
- Travel;
- General administration: stationery, printing, books etc;
- Repayment of loans;
- Entertainment;
- Physical Assets;
- Purchases of plant and machinery;
- Purchases of furniture;
- Repairs and maintenance.