

## DRAFT WORKING PAPER

Subject: **REORGANIZATION OF TRAINING AND POLICY RESEARCH INSTITUTIONS IN THE FEDERAL GOVERNMENT.**

The paper on training approved by the NCGR at its 7<sup>th</sup> meeting held on February 19-20, 2007 has made some major recommendations for upgrading the quality, relevance and impact of training of civil servants at all level. This is a companion paper as it makes proposals about the training infrastructure to implement the initiatives outlined in that paper.

2. A survey of the Federal Government training institutions was carried out which revealed that there were 24 training institutions under various Ministries that are engaged in training of civil servants of all kinds. There were 15 other training and skill up-gradaton institutions which mainly cater to the non-civil servants. The focus of this paper is on the institutes in the first category. The Chairman, NCGR has personally visited 12 training institutes and got briefing and presentations about their activities. Consultations with the heads of these institutes, Rector of National School of Public Policy and Establishment Division have also contributed to the thinking in this paper.

3. These training institutes are characterized by highly varied mandate, governance structure, resource availability, links with policy making and in their capacity to respond to the changing skill requirements of the Ministries/ Division. It is therefore, proposed to first identify the priority areas for training, assess whether the existing institutes meet the future requirements, streamline them in light of the recommendations of the training paper approved by the NCGR and come up with new institutions to fill in the gap.

4. The main thrust of the proposals contained in this paper, just like the earlier papers on Recruitment and Training, is that the majority of the officers serving the Federal Government who do not belong to any cadre or service receive no systematic training for upgrading their technical and professional skills. This neglect has a major negative effect on the quality of investment and operations of our development projects. The demands on these specialists and technical experts are going to rise exponentially if Pakistan has to maintain competitiveness in the global economy. Several missing institutes which cater to the needs of these specialists and cluster around the key components of our future economic and social

development are therefore to be set up. The existing physical infrastructure facilities available in the Government as a whole have to be reorganized and reconfigured for setting up these institutes but the main emphasis is to build up the faculty, curriculum, pedagogy, assessment and testing and to link them with career progression in an integral manner.

5. The Government incurs financial losses year after year due to cost overruns, poor designs, weak engineering specification, inadequate supervision and cost controls. The engineers working for the Government after receiving their first degree are seldom exposed to the latest techniques of project management and new developments in materials, processes etc. As two-third of the public sector development expenditure is incurred on energy and infrastructure the proposed Energy Policy Institute and Infrastructure Policy Institute can play a major role in the up-gradation of the technical and managerial skills of the staff involved in the formulation and implementation of the development projects in these fields. Similarly medical doctors, teachers, agriculture and livestock specialists, economists and financial experts etc. working in the Federal Government have to keep themselves abreast of the latest developments in their respective fields

6. The other missing ingredient of training of civil servants in Pakistan is the inculcation of soft skills – values, attitudes, orientation, and respect for citizens. Even if it is assumed that many of our civil servants may have improved technical, managerial skills and professional knowledge through training courses their behavior and attitudes need to be altered. Soft skills training in values and attitudes should not only form part of their training but the practice of these skills in their jobs should be part of the criteria for promotion.

7. The Government is to be commended for the new initiatives that are under way in respect to Management training. The establishment of the National School of Public Policy (NSPP), the autonomy and financial resources made available to it, the changes in the curriculum and pedagogy and the linkage to promotion are all steps in the right direction that are likely to make a difference. Therefore this paper does not dwell on the NSPP and its activities but makes proposals to fill in the existing in our training spectrum.

8. The basic underlying principle of the proposed re-organization is to combine training, continuing education and policy research as a critical service arm to the Ministries. These institutions (a) will provide post-induction, refresher, mid career, senior management training courses, workshops and seminars, (b) will be responsible for on-the job training and

evaluation and (c) carry out policy research. The merger of policy research and training functions under a single institution will have several advantages:

- (a) the scarce expert resources will be pooled with a critical mass available in a field
- (b) training will benefit from research inputs while research studies will fill in the knowledge gaps identified by the participants and the policy makers.
- (c) physical infrastructure facilities will be commonly shared and operational costs minimized.
- (d) administrative burden of overseeing multiple institutions on the Ministry will be reduced.

In China, Korea and Japan where rotation of officers in the line ministries takes place at regular intervals these research and training institutes have provided continuity. The substantive inputs into policy formulation, identification and design of projects etc. by these institutes have improved the quality of decision making.

### **Governance Structure:**

9. The existing training and research institutes classified by their size, importance and potential have been re-grouped into eight main clusters. Each cluster institute will be an autonomous body governed by an independent Board of Directors and a Chief Executive reporting to the Board. The Secretary of the Division will act as the Chairman of the Board on a rotating basis with ex-officio members drawn from the Finance and Establishment Divisions. For example, the Energy Policy Institute Board will be chaired by Secretary Water and Power for a fixed tenure of two years to be followed by Secretary, Petroleum and Natural Resources for the next two years period. The idea behind the Secretary of the Division chairing the Board is to ensure that the training imparted by these Institutes is relevant and the policy research work is responsive to the needs of the Division. In absence of this arrangement it is quite possible that the Institutes may turn into academic institutions.

10. The representative of the Ministry of Finance (MoF) on the Board of Directors will enjoy the powers of veto on the proposals that create any future financial liabilities that may have to be picked up by the Government of Pakistan. The Annual Budget proposals submitted to the MoF will be accompanied by a Business Plan and all new proposals have to be justified on the basis of this plan. However, once the government budgetary grant is approved by the Parliament for the Institute the Chief Executive will have the delegated powers to manage the budget including the powers of re-appropriation from one head to another and no references will be made to the Ministry of Finance for their prior approval or concurrence. The development budget proposals will be processed and approved by the

DDWP or CDWP according to the size of the project. The Planning Commission will be responsible for monitoring and evaluation of the development projects of the Institute. An annual report including the achievements and financial statements will be presented to the Parliament as a tool for accountability. Auditor General of Pakistan will be responsible for the annual audit of the Institute. The income generated by the Institute including grants, donations, fees etc. will accrue to and form part of the budget of the institute that will be approved by the Board of Directors and operated by the Chief Executive and can be spent on the activities included in the Business Plan approved by the BoD without reference to the Ministry of Finance.

11. The hiring and firing powers in respect to staff of all grades regular or contractual will vest with the BoD and no references or prior clearances for recruitment, promotion, termination will be necessary from the Establishment Division. The guidelines and the procedures for recruitment, promotion, termination and human resource management policies for the Institute would be formulated by the BoD in consultation with the representative of the Establishment Division on the Board.

### **Incentive Structure**

12. The incentives for the teaching staff and researchers at these institutes would be comparable to those provided to the NSPP instructors provided they are selected on merit through a transparent and competitive basis. To attract the best talent to these institutes the salary structure of the instructional and research staff will be detached from the Basic Pay Scales (BPS) and determined by the Board of Directors. The cadre or ex-cadre officers deputed to serve in these institutes would also be given extra points for their promotion. These incentives would be able to attract the best and the brightest serving officers to these training institutes. Those securing the top positions at the training courses can be retained by the Institutes as faculty members for a fixed tenure. A question that needs to be examined by the Commission is whether such retention should be compulsory or voluntary.

13 For the trainees the performance at the various training courses will be linked to their promotion. This linkage will bring the best out of the participants provided the contents, pedagogical tools, assessment systems are robust and related to the jobs they are going to perform subsequently.

## **Proposed Training and Policy Research Clusters.**

- (1) **National School of Public Policy (NSPP)** with its constituent colleges, institutes and centres will serve as the apex organization for delivering managerial and leadership training for officers of cadres and services and ex-cadres at Grades 17 to 20. It will also carry out research in the areas of public policy, public administration issues, civil services etc. The common post-induction training of the newly recruited officers both cadre and ex-cadre will be organized at the Civil Service Academy while the NIPAs and Staff College will conduct mid career and senior management and leadership courses.
- (2) **Institute of Fiscal Policy and Financial Management (IFPPM)**; This institute will cater to the specialized needs of the fiscal and financial managers of the Federal Government at all levels – post induction, mid career, refresher, senior workshops – and also carry out research in fiscal policy, domestic resource mobilization, taxation, audit and accounts and debt issues.

The existing Audit and Accounts Academy, Income Tax Academy and Customs & Excise Academy will become training arms with expanded responsibilities for policy research in their respective areas. The officers of the proposed Pakistan Savings, Debt Office and the different Wings of the Ministry of Finance, Revenue Division, Economic Affairs Division will be trained at this Institute.

- (3) **Energy Policy Institute (EPI)**; The institute will be responsible for the technical training, and policy research needs of the Ministries of Water and Power, Petroleum and Natural Resources, NEPRA, OGRA, PPIB and the organizations working under these Ministries.

The Hydrocarbon Development Institute, ENAR Petro-tech Services, should become part of this institute. Professional Training Courses for new recruits, mid career officers and senior officers in technical fields to upgrade their knowledge and skills and familiarize them with new technologies, techniques and processes would be carried out by the institute. Policy research in all the areas of energy will be part of its mandate.

- (4) **Infrastructure Policy Institute (IPI)**; This institute, like Energy Policy Institute will meet the specialized training needs of the Ministries of Railways, Water & Power (for

water), Communications, Ports and Shipping and Civil Aviation and Infrastructure project facility. Training and research – will form the basic mandate of this institute.

NTRC, Pakistan Railways Academy will become part of the IPI. Professional training of infrastructure engineers and technicians at post induction, mid career, refresher and senior managers level will be provided by IPI.

As public-private partnerships in infrastructure is likely to be the most common mode in the future the Institute will have a multidisciplinary approach in which engineers, lawyers, economists, cost accountants and planners work together to develop model concession agreements, monitoring and enforcement tools and exit strategies.

- (5) **Human Development Policy Institute (HDPI)**: will serve the Ministries of Education, Health, Labour and Population. The existing Academy of Educational Planning and Management, Health Service Academy, National Institute of Science and Technical Education, Pakistan Manpower Institute, National Institute of Labour and Training, National Institute of Population Studies will become part of the HDPI and restructured.
- (6) **Industrial and Trade Policy Institute (ITPI)**: This institute will serve the Ministries of Industries and Production, Commerce, Textiles. Pakistan Institute of Management, Foreign Trade Institute, NPO will become part of ITPI and restructured.
- (7) **Agriculture and Environment Policy Institute (AEPI)**: This institute will serve Ministries of Food and Agriculture, Environment, Local Government and Rural Development. Agriculture Policy Institute and Pakistan Forest Institute will become part of AEPI and restructured. The Ministry of Food and Agriculture is already taking steps to convert the Agriculture Prices Commission into an Agriculture Policy Institute on the same lines. The Social Sciences Wing of PARC and the proposed API will have to develop a collaborative research agenda with clear division of labor for policy inputs and long term research studies.
- (8) **National Police Academy**: will continue to function its present form under its Board of Governors. The NPA will have to develop the capacity for policy research that can be of aid to the Interior Division and Law Enforcing Agencies.

14. In addition to the above eight major training and policy research institutes the following training institutions should be retained as attached departments of the Ministries concerned.

**Foreign Affairs**

Foreign Service Academy

The orientation of Foreign Service Officers has to be completely changed and they should be groomed to become effective in economic and commercial diplomacy. The present division of work between Foreign Services Officers focusing on bilateral political affairs only and other ministries handling Commerce, Information needs to be revisited. Except for a few key missions this artificial division is neither cost effective nor meaningful.

**Planning & Development**

Pakistan Planning and Management Institute

**Information & Broadcasting**

Information Services Academy

15. These institutes and their facilities should also be made available for training of the Provincial Government officers as well as those of the autonomous bodies. In some instances such as Energy or Infrastructure or Human Development mixed training in which private sector participants attend the courses alongwith public sector may prove useful.

16. Policy research at these institutes should be carried out by the regular staff of the Institutes, the specialized staff hired for specific assignments projects, the contractual staff, visiting research fellows and also in collaboration with other universities academic and research institutions. A few serving officers should also be allowed paid research stints on competitive basis.

**CHART SHOWING EXISTING AND PROPOSED TRAINING INSTITUTES**

<b>S. NO.</b>	<b>EXISTING</b>	<b>PROPOSED</b>
1.	Secretariat Training Institute	Constituent Colleges, Institutes and Academies of the National School of Public Policy
2.	Civil Services Academy	
3.	NIPA Karachi, Lahore, Peshawar, Quetta	
4.	Pakistan Administrative Staff College	
5.	Pakistan Academy for Rural Development	
6.	Municipal Training and Research Institute (to be renamed as Urban Training and Research Institute)	
7.	Akhtar Hameed Khan National Centre for Rural Development (to be renamed as AKH National Centre for Local Government)	
8.	Academy of Educational Planning	Human Development Institute
9.	Pakistan Manpower Institute	
10.	Health Services Academy	
11.	Agriculture Prices Commission	Agriculture and Environment Policy Institute
12.	Pakistan Forest Institute	
13.	Pakistan Railways Academy	Infrastructure Policy Institute
14.	Pakistan Postal College	
15.	Audit and Accounts Academy	Institute of Fiscal Policy and Financial Management
16.	Income Tax Academy	
17.	Customs and Excise Academy	
18.	Foreign Trade Institute of Pakistan	Industrial and Trade Policy Institute
19.	National Policy Academy (NPA)	National Policy Academy (NPA)
20.	Pakistan Planning and Management Institute (PPMI)	Pakistan Planning and Management Institute (PPMI)
21.	Information Services Academy (ISA)	Information Services Academy (ISA)
22.	Foreign Service Academy (FSA)	Foreign Service Academy (FSA)
23.	Central Jail Training Institute (CJTI)	Central Jail Training Institute (CJTI)
24.	Anti Narcotics Law Enforcement School (ANLES)	Anti Narcotics Law Enforcement School (ANLES)