

STREAMLINING THE PUBLIC SERVICES FOR THE TASKS OF NATIONAL OBJECTIVES

(An Exposition of President Z. A. Bhutto's Observations on Bureaucracy)

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INTRODUCTION

(The need for reforming the Public Services)

The public services are in fact a machinery of the Government which implements its policies. In a government of the people, by the people, for the people, this machinery has to be so designed as to be able to fulfil the requirements of national goals. The national objectives should now be more clear to us than ever before and we should be deeply conscious of the fact that the very purpose of our existence as individuals and as a nation is to vindicate our national honour, to achieve social justice, welfare of the common man and prosperity and security of Pakistan.

With the long experience of the past that we have had by now, it goes without saying that the structure of the bureaucracy and the organization and working of various government agencies is not so designed as to be able to fulfil the above requirements because all this is based on the old British Colonial Pattern. Resetting of the government machinery or in other words, reform of the bureaucracy is a pre-requisite for the achievement of national goals for the success of the socio-economic reforms needed for the nation, because if the working machinery of the government which has to implement such reforms is not properly adjusted to work in the required manner, no good results may be achieved by introducing these reforms. In fact, a still greater risk is involved that the failure might get attributed to the basic concepts of such reforms instead of the fault in the set up of the machinery of implementation *i.e.* the bureaucracy.

It must here be added that the bureaucracy as it exists in its present form has too often been nick-named as 'Afsar Shahi' 'Naukar Shahi' etc, and the government servants have also been looked down upon as such. Actually, it is primarily the system which is to be blamed and not the government servants as persons who are themselves a prey to that system. Even though, the evils

of this system, for that matter of any system, manifest themselves and affect the public through the individuals and groups working the system, yet in principle, a golden note of caution is indicated in the 'Hadith' of the Prophet : "Hate the sin and not the sinner", for the sinners as human beings are by and large a product of environments of the system and hence all the time, capable of change for the better. This would further be clear from the fact that a very large majority of the government servants have in the past been trying (unsuccessfully so far) individually as well as in groups to remove the shackles of this system from their necks, which, besides preventing them from offering the best of their services to the nation, have also been responsible for inflicting injuries and injustices to them. They are, amongst themselves, a disgruntled lot in environments where seniorities, promotions, awards and punishments depend on factors other than performance, in an atmosphere full of anomalies and discriminations in the evaluation of their performance as well as provision of basic amenities like education, medical facilities and housing etc.

The old system in which the government servants have been working has truly been nick-named as 'Afsar Shahi' and 'Naukar Shahi' by the public, because it was designed by the foreign rulers to keep themselves in power by suppressing the public and for that reason to keep the government servants alienated from the public. In the course of time, after Independence, there has been a degeneration in some of its elements, rather than improvement. But, if the system is so reformed as to gear it up to achieve the national objectives, in the true sense, the bureaucracy will deserve its true name of public services as a working machinery of the government of the people for the people and the government servants would therefore, be recognised as public servants and given the regard and esteem ensuing from this concept.

PRESIDENT'S OBSERVATIONS REGARDING BUREAUCRACY AS THE BASIC GUIDE-LINES FOR BUREAUCRATIC REFORMS

As aforesaid, the largest majority of groups and individuals from amongst the government servants have themselves been trying in the past to suggest and seek reforms in bureaucracy but their efforts failed because of the vested interest holding on to the abominable status-quo. However, now, with the coming into power of the People's Government and the very significant observations and promise made by the President of Pakistan in his first address to the nation, once again there has been a hope that the day will dawn. The President's remarks and observations relevant to the bureaucracy made with direct reference to it as well as under other related subjects are of great importance indeed, as they set out all-embracing guidelines for the reforms needed in the organization and working of the government services in order to convert them into

public services in the true sense of these words, and I quote :—

“I want a liberal, a dynamic bureaucracy and not based on the old British colonial pattern”.

“I want to introduce a system of public accountability”.

“I want the talent of Pakistan. I appeal to the talent to come forward so that we can move the masses”.

“The vested interests aimed all their guns at me. They did all this merely because I wanted reforms because I was against the un-maintainable abominable status quo.”

“I promise you, I will move very fast towards economic and social justice, I will move as fast as necessary to see that economic disparity, mal-administration and corruption are removed. I warn the bureaucracy to get moving. . . .”

(Un-quote)

The above observations of the President may be briefly put as follows, in so far as their relevance to the reorganization and working of the public services is concerned :—

- (i) The public services should be liberal, that is, they should be favourable to democratic reforms and abolition of privileges.
- (ii) The public services should be dynamic, that is, they should be free of shackles which thwart their free thinking and free working in the discharge of their duties towards fulfilment of the national goals.
- (iii) The public services should be accountable to the public. The members of all the public services should know that their performance would be assessed only in terms of the achievements that they make in the service of the public and fulfilment of the national objectives, and will not be dependent on the whims and pleasures of privileged classes of services or individuals within the services. Such assessment of performance has to be scientific and convincing so that every official should be confident that it is he himself who determines his own career pattern; his mental faculties and aptitude, his hard work and the quality of his performance at each successive job would qualify or disqualify him for increased responsibility or in other words for promotion to higher posts.

PRINCIPLES AND CONCEPTS THAT EMERGE FROM THE
THE GUIDELINES SET OUT BY THE PRESIDENT

The objective of evolving a liberal and dynamic bureaucracy real accountable to the public can be scientifically and practically achieved if the services are organized and their working stream-lined on the basis of the following principles and concepts :—

- (i) The services are professionalized as we need experts in every field to frame, administer and execute policies so as to face the challenge of the time.
- (ii) The 'privileges' prevailing in the services themselves are abolished and equal opportunities are afforded to all officials for their growth depending upon their individual capability and hard work.
- (iii) Formal training facilities are provided, equally good and as needed for the development of knowledge and professional skill of all.
- (iv) Scientific methods of evaluation of performance of the individuals are adopted and the promotions are so regulated that they become a true acknowledgement of merit and a way of utilizing the full potential of the individuals.
- (v) Postings and transfers of the officials are made initially with a view to their rotation in relevant jobs to give them a balanced and varied experience in order to assess their aptitude for various specialisations and then on the basis of professional requirements and the suitability of the officials for various jobs. Thus they would know and realise that their postings and transfers are also a recognition of their merit or suitability for the job situations that they are supposed to handle and not dependent on the pleasure or displeasure of the higher ups or on recommendation etc. Each posting would thus inspire them with a new confidence contributive to better performance.
- (vi) A system of awards and punishment should be evolved with a scientific criteria as the basis for distinguishing between good and bad work done by the officials, as against the past position of monopoly or reservations of awards, by and large, to persons of influence and contacts or to officials belonging to the privileged classes of services on the one hand and equally unscientific and unconvincing punishments on the other hand. This would also do away with the prevailing system of checks and super-checks in the services which not only entails too heavy a burden on the

public exchequer, but also multiplies rather than reducing malpractices.

- (vii) Last but very important from the accountability point of view is the principle of combining competence with responsibility and power as against the present position of separation of power from responsibility which is largely due to 'generalism' in services. Indeed, according to a well known saying power without responsibility is a mischief and responsibility without power is a curse. It is precisely this mischief and curse that the services are at present suffering from and it is very obvious to understand that due to this reasons the most important factor of accountability is almost missing because the persons with powers divested from responsibility say that they are not responsible and the persons charged with responsibilities without power grumble that they have no powers to discharge their responsibilities properly and thus no one stands accountable to the public in the real sense.

THE RESULTS OF ENVISAGED REORGANIZATION OF SERVICES AND STREAMLINING OF THEIR WORKING

If the organization and the working of the government services is streamlined on the basis of the mentioned concepts and principles, following results would be automatically achieved :—

- (i) An all pervasive efficiency of the system would be attained due to the earnestness developed by the public servants to deliver the goods in the best interest of the public and as expeditiously as possible. This will come through the adoption of a mechanism of simplification of procedures and good faith in their operation in sharp contrast to the prevailing position so well known to all.
- (ii) The system evolved would keep the real talent coming up continually in order to be at the beck and call of the nation to give the best of their services. Of course, it may be admitted that some time will be consumed in the process, for this result to manifest itself. In the meanwhile, after the call of the President, there had to be some picking and choosing and stimulation of the tendency (existing from long back due to the vaccum) on the part of every one to consider himself to be a talent and expert on every subject. It is a matter of good luck to the nation, if in the method of pick and choose, a really correct person is brought forward and similarly by the process of jumping up of each individual, some individuals come forward who really have a correct perspective of

their subjects and the required dynamism. But such instances only pin-point the importance of introducing a system which should correctly and automatically bring up the talent in various fields of development activity required for the nation. May I further venture to say that such instances like that of Dr. Munir Ahmad, for example, picked up from abroad, remind us of what Gh alib said long back :

سب کہاں کچھ لالہ و گل میں نمایاں ہو گئیں
خاک میں کیا صورتیں ہونگی جو پنہاں ہو گئیں

- (iii) Corruption will be mimimized and undue burden on public exchequer accruing from the system of checks and super-checks and duplication of efforts which are the result of the basic philosophy of mistrust, will go. This philosophy of mistrust is a legacy of the past and no free nation can afford the luxury of its burden.
- (iv) An inner sense of pride of performance and humility will take the place of haughtiness in the public servants, as the awareness on the part of an expert in any field that a limit-less scope lies ahead of him for further improvement, naturally gives rise to basic humility as against haughtiness which provides psychological cloak to cover mediocrity, shallowness and quackery.
- (v) The public servants will enjoy the respect of the public because of a realization of their value rather than hatred coming from being considered a rude and purchasable entity even at the highest level.

SOLUTION OF SOME IMPORTANT PROBLEMS OF THE PUBLIC AND THE GOVERNMENT VERSUS BUREAUCRACY

Some specific problems listed below, realting to government servants have been and are still a cause of anxiety to the public and the government :

- (a) Eradication of Corruption.
- (b) Red-Tapism.
- (c) Re-orientation of the Attitude of the public servant towards the people.
- (d) Postings and transfers of the public servants.
- (e) The Role of the Services Associations.

Although, it has already been briefly explained that if the basic concepts evolving out of the guidelines set out by the President of Pakistan are followed to reform the organization and working of the services, the solution of such

problems would be available, yet on account of the emphasis and attention being given to these problems it seems necessary to explain this rationale in greater detail which is therefore attempted here.

(a) Eradication of Corruption

Corruption is a complex problem of all the public services, of the private sector and of the society at large. Therefore, the measures required to eradicate corruption have to be comprehensive in nature. If we dwell too much on a single cause or on public services or a single class of service alone, to the exclusion of others, such an approach would obscure the complexity of the phenomenon and lessen the impetus for remedial measures of immediate practical nature.

The broad based measures required to be taken can be briefly described as :

1. The measures required to stop consumption of wealth in the channels like construction of palatial houses, expensive clothing, pursuit of wasteful traditional customs etc. We are too happy to record that the People's Government is already aware of the importance of such measures and we hope that any rational and immediate steps in this direction would be welcome by the public at large and so too by the members of the public services.
2. The measures required to reform the public services as already discussed.

In the past, the subject of bureaucratic corruption has been too much confounded. On the one hand, the nation was deceived by being fed on an idea that corruption was a necessary evil in a developing economy in order to achieve efficiency. On the other hand there has been an undue over-emphasis on the negative measures with the result that this evil increased after every step taken in that direction. In an earlier talk delivered in August, 1971 from the forum of the Punjab Gazetted Engineer Association, I had tried to explain that the former notion of the corruption being a necessary evil in a developing economy was highly fallacious and that an exclusive reliance and over-emphasis on the negative measures to check corruption was worsening the situation. Commenting on this occasion, in agreement with the projected philosophy of approach, Professor Ashfaq Ali Khan, a well known scholar and thinker observed, and I quote :

“Instead of solely depending upon checking detecting and penalizing corruption and thus using fear as a corrective impulse, we should try to enunciate the national goals of security and prosperity of Pakistan. As a means to the achievement of

national welfare, we should gear our machinery of implementation to the objectives of higher production and positive gains at all levels. The administration in which every body is out to catch and punish some body else is a dismal prospect from the point of view of production and promotion of national well being. Mian Iftikhar-ud-Din has offered a real solution to the problem of corruption by pointing out that the pursuit of efficiency and the ordering of affairs with the object of gaining the highest production will greatly help to eradicate corruption.

(Un-quote)

The national goals have been clearly enunciated by the People's government. The President of Pakistan has emphasized the immediate need of evolving a system of 'liberal' and 'dynamic' public services. The measures required to achieve this purpose have already been described. Their subtle psychological relationship with the problem of corruption is explained below in order to bring out the impact they would have in overcoming this problem naturally and much more effectively :—

(i) **Professionalization of services.**—If the services are professionalized to develop expertise in every field to frame, administer and execute policies, the experts thus emerging and shouldering the total responsibility would be truly conscious of the challenge faced by them in rendering the requisite services to the nation. They would naturally be better aware of the risks involved in placing self above the scientific requirements of their fields than the mediocres who cannot be clear about such consequences. Obviously therefore, such a measure which in other words means putting right man on the right job would make the members of the public services less prone to temptation against the national interest.

(ii) **Abolition of privileged classes within the public services.**—If the privileged classes within the public services are removed, all will be equally accountable to the public and there would be no room available for the corrupt officials to take cover under protected elements.

(iii) **Training Opportunities.**—The value of training and consequent development and proper utilization of the experts is well accepted as being a positive means of minimizing corruption because this gives the officer a sense of confidence and expertness and conditions his relationship with the organization in a crucial way relevant to the professional requirements and not on other undesirable basis or collusions which are contributive to corruption.

(iv) **Scientific Evaluation of Performance.**—Adoption of a system of a really scientific method of evaluating the performance of the individuals is

public services would promote a sense of pride in their work which develops great resistance to temptation. Such pride is further subject to a realisation of the unlimited scope that lies ahead of an expert for further improvement of his knowledge and experience. Thus, the person develops a true sense of humility rather than haughtiness which serves the medicore as a cloak to cover this weakness. All this would result in a spirit to serve the nation better and better than ever before. Its consequences in term of minimization of corruption are obvious.

(v) **Public Accountability.**—For an effective system of public accountability, it is important to combine competence with responsibility and powers and that should be truly and equally applicable to members of all the public services. It has already been explained that a segregation of these factors would take away the element of accountability from the public services and will therefore not be conducive to the eradication of corruption. Emphasis must however, be placed on the equality of the standards of accountability for all the public services which is not the case at present. Corruption thrives in a situation where there is a conflict and disparity in this respect. On the other hand it would be minimal in a society or organizations which have homogeneous standards of accountability.

(vi) **Institutional measures.**—At present, there exist institutions like Anti-Corruption Department to check corruption. The inadequacy and some of the ill-effects of this organization are too well known and need not be deliberated upon in detail. It would, however, suffice to say that even after coming into being of this organization, corruption has been on the increase and there is corruption even in the Anti-Corruption Department which has also been successively increasing. Further, due to the peculiar mode of working of this agency, another evil has cropped up and that is black-mailing which is worse than corruption itself. Apart from the Anti-Corruption agency, the Audit Department is also there to check the day to day working record of the departments. But unfortunately the Audit is also not following its basic objective of helping the departments to stream-line operations and rationalize the rules and procedures in order to attain efficiency. Rather, it has more or less assumed the role of another police over the public servants. This situation promotes corruption in as much as the objections are quite often taken or not taken and dropped or not dropped because of monetary considerations and a lot of time is wasted on very frivolous matters. In view of all this I would suggest that :

(a) The Anti-Corruption Organization, as it is, should deal with red-handed crimes of corruption only, but the responsibility of attacking corruption in a subtle and comprehensive manner should vest in the concerned departments, Services Associations and Professional Institutions like the Council of Medical Profession, the Council of Engineering Profession etc. whose primary objective

would be to improve the performance and to maintain the image and character of public services. All complaints of specific and general nature about the public servants other than the red-handed cases of bribery should therefore, be directed towards these agencies in accordance with their respective role and responsibilities.

(b) The main function of the Audit Department should be to render advice regarding simplification and improvement of procedures, rules and regulations in order to increase efficiency, check loop-holes for corruption and to avoid occurrence of irregularities. The Audit Parties' Inspection Reports should also be processed by the concerned departments as well as the Audit Department with this primary consideration in view. The present practice of lingering on with frivolous objections for the sake of creating nuisance value should go, the sooner the better in the national interest.

(vii) **Provision of Essential Amenities.**—A mention has already been made about the existing disparity and inadequacy in regard to the provision of basic amenities for government servants which in fact are essential in the interest of performance of their duties. Of these, the most important is Housing. But for a few government servants who are enjoying this facility to a luxurious extent, coupled with special priorities in the rules of allotment, all are by and large suffering the agony of untold hardship on account of their non-availability. I would like to stress with all the emphasis at my command that a modest provision of housing facility to all the government servants during the course of their service would yield multiple benefits in terms of efficiency and would also be a contributive factor towards minimization of corruption. With the latter objective in view, the public servants should also be helped during the course of their service, to build modest retirement homes of their own. This help needs being accorded, apart from loans and advances on easy instalments, by allotting them plots in properly planned housing colonies at fair prices. This question however, brings into discussion the very basic concept of housing which needs being briefly explained here. All of us must understand that as a nation we have to develop through hard work as a team, as a whole inspired group of society. All of us shall have to be 'workers'. A house should mean to us no more than a resting place to provide the comfort needed to recoup our energies, maintain our health and peace of mind in a well knit community, in order to make us fit for the next day's work. The house is decidedly not to be envisaged as a luxury or a symbol of wealth or status. It has to be an economical, modest and functional dwelling unit nearest to the place of work. This concept of nearness to the place of work is the most important of all and has been badly neglected in the past. The result is that whereas areas like Shadman Colony or Rivaz Garden have been put to auction enabling the unduly rich or the too

rich persons to build any thing they like to waste the money on, the poor and the needy people including the public servants have been provided the so-called low cost houses at as remote places as could possibly be available at any period of time. The office buildings on the other hand are also scattered here and there not connected with any rational system of transport. Again, with the exception of a few government servants, all have a problem of transport for the children to go to schools, for themselves to go to the offices and to avail the medical facilities in the remotely located hospitals etc. The nut-shell of all this is that the so-called low cost houses are the most uneconomical houses. Actually, the basic point which has been badly ignored in the past is that the total cost of housing includes not only the building cost of the house and the cost of land but also the indirect costs of transport and communications, education, location of employment, health facilities, and the effects of social, physical and psychological environments etc. A housing facility detached from these considerations would prove very expensive in terms of the total cost. Needless to mention that a general application of this concept would yield numerous indirect benefits to the government in terms of reduction in investments required for transport vehicles in the public as well as private sector, in the congestion on roads in urban areas and hence the investments needed for their widening and improvement etc. The government servants as well as the public at large need being provided low cost houses in the true sense as explained, and it will also be economical for the government to do so. I would, therefore, again plead very strongly that to enable the public servants to give the best of their services to the nation, modest houses should be provided to all of them in government servants' housing colonies which should be compact community units coupled with educational facilities at least upto the primary level, medical facilities in the form of dispensaries for day to day treatment of ordinary ailments and these colonies must be as near the places of work as possible. A word about the financial justification of this proposal also. The need for successive increase in the emoluments of the public servants has already been appreciated by the Peoples' Government. Provision of the housing facility as explained would mean about 15% increase in their emolument. I suggest that once such increase may be given indirectly in terms of the housing facility as described. The multiple economic benefits of the investment required for this purpose can very well be visualized. I would say that it would be justified even in addition to the stipulated direct increases in the salaries of the public servants. In any case, the public servants will get the much needed and long awaited relief and will be able to perform their duties much more efficiently and honestly in the national interest.

Talking of inadequacies and disparities in the availability of basic facilities required in the interest of work, I would also like to make a brief mention of

the situation regarding the office accommodation and furniture etc. It is a matter of common observation that the functional requirements in this respect are sacrificed at the altar of status consciousness. For example, a 'high' officer must have as big a room and as big a table and as many lights, lamps and tubes, fans and air-conditioners and carpets as should satisfy his vanity of being very big and creating impression or fear over his subordinate officials and the people, whereas a typist for instance need not have a properly designed table or a proper lighting system or even a proper typing machine to be able to turn out a work of good quality or say a record keeper must be put in a dungeon where he himself may not be able to see the record he is supposed to maintain and produce. The result of all this on the efficiency is obvious but it can also be understood that for doing good work normally, the incentive in any such person would fade day by day. Stretching the same example further, it can also be understood that the record keeper or the typist may like to produce the requisite record or to type out some work nicely and expeditiously under some other incentive.

Concluding this discussion regarding Eradication of Bureaucratic Corruption, I wish to reiterate that a real solution of the problem will automatically come through the awareness on the part of all us, the public servants, the politicians and people regarding our national objectives and sincere devotion towards their achievement; in the practical measures to be taken in a spirit of one-ness to live simple and make sacrifice for the sake of success of the national objectives; and so far as the practical measures relatable to public services are concerned, it will result from measures required for the achievement of efficiency of performance. Punitive measures have a justification to serve as deterrent but it is too wrong to place all the emphasis on them and create a vicious circle of checks and super-checks. The idea that corruption is a necessary evil in a developing economy is absolutely misleading and has to be rejected by us ruthlessly if we want to have a correct approach to overcome the problem of corruption.

(b) Red Tapism

The red-tapism or in other words undue delay in decision making causes great hardship to the public. It continues to persist although the colour of the tape was changed to green long back. Actually, it is the result of many factors already discussed, a brief mention of which is again made here to explain the basis reasons and to show the importance of suggested measures for a practical solution. These factors are :

(i) The cumber-some procedures which not only cause delay but also provide loop-holes for corruption.

(ii) The absence of a clear definition and division of responsibilities, coupled with the systems of segregation of powers from responsibilities and

checks and super-checks which not only delay decisions and cause disgustment to people but also result in enormous waste of government exchequer.

(iii) Successive demoralization of the public servants that has occurred due to unscientific system of rewards and punishments. For this reason the public servants have been shirking more and more to take decisions.

(iv) At present, the services are not oriented to the idea of training and placing right man on the right job. The value of the inherent confidence of an expert in deciding issues relating to his field and consequent impact on overcoming the problem of red-tapism is obvious.

(v) No less is the impact of the prevailing practices of postings, transfers and promotions of officials, which lack a really scientific base. It is understandable that when service matters do not depend upon the scientific assessment of the overall performance of a public servant but merely on his response to the cases of interest (whether right or wrong) for his higher ups may they be the bosses within the organization, members of privileged classes of services or such politicians who are not accountable to the public, the public servant is very likely to neglect his normal work which would therefore, lie in cold storage. The public at large would naturally sit waiting for decisions with no other means left to accelerate the same except through 'recommendation' or 'corruption'. I would however, like to qualify my observations regarding the role of the politicians or higher officers in connection with the day to day working of a public servant. I do not mean that his actions should not be taken notice of, but I want that notice must be taken in the light of the clearly defined policies and scientifically stream-lined methods of operation keeping the overall public interest in view.

(c) Attitude of the public servants towards the people

Recently a circular has been issued by the Government of Pakistan as well as the Provincial Government pointing out the need for Reorientation of the Outlook of Government Servants in the context of Revolutionary Reforms. The circular mentions that the administrative machinery has to be geared to the fast moving revolutionary socio-economic reforms. It has already been explained in detail as to what changes are necessary to gear the administrative machinery towards this end, the guide-lines for which have been given by the President of Pakistan in a few but extremely significant words.

Inter-alia, the above circular mentions that the government functionaries should not only adapt themselves to this new policy but they must also cultivate a democratic and nationalistic outlook. They must not be aloof or stuck up. Instead of being reserve, they should adopt such a behaviour as would bring them more in contact with the public.

In this context, it may be stated that although the importance of the personal attitude of an individual under any system cannot be ignored and should receive requisite emphasis yet the basic thing is that the system itself should admit of a healthy contact of the public servants with the public. There has already been too much of unhealthy contact or familiarity and collusion of the individuals with some individuals of the public to the detriment of national interest. A healthy contact can grow only under the conditions already described. For example, an expert on a subject would have in him a true spirit of humility in place of haughtiness which is the general characteristic of mediocres whom the crooked ones soon come to know how to tackle through under-hand means. Besides, the expertness and consequent confidence of an official conditions his relationship with the organization in a crucial way relevant to the professional requirements and not on other undesirable basis. Most important of all is the factor that when the public servant is ensured that his career would depend on a scientific assessment of his performance in relation to the public interest at large, his contacts with the public in a healthy manner will automatically establish. Mere threats through various circulars without implementation of the basic requirements of change in the administration and working, are not likely to produce the desired results.

(d) Postings and transfers of Government Servants

The Punjab Government, according to a recent report, has taken a serious view of the fact that a number of officers had waited upon the Chief Minister and other Ministers without the permission of the competent authority in connection with their 'personal official' problems and had tried to exert pressure through M.P.A.s and M.N.A.s to secure the postings and transfers of their choice. The Government have further warned its employees that this was a violation of the code of conduct and such activities would incur the serious displeasure of the authorities and lead to disciplinary action against the defaulters.

It is my humble submission that all what is contained in this Circular would perhaps mean that they should keep waiting upon and requesting their higher officers as before instead of waiting upon the Ministers through M.P.A.s and M.N.A.s. Well and good. But the actual remedy lies in rationalizing the basic policies of postings and transfers as already explained. Such circulars would only mean that for some time the government servants would again be obliged to knock at the previous doors, and should keep acknowledging their bosses and the 'high' bureaucrats as the masters of their fate. However, in this context, I venture to make an earnest request to all my brothers in government services that so long as the required change does not come about, for some

time they may even go on suffering but recede from knocking at any door and wait for the good time to come, which is bound to come with the hope provided by the Peoples' Government and the President of Pakistan. I hope, during this period it would also be advisable for the M.P.A.s, M.N.A.s and the Ministers not to make and entertain 'SAFARASH' but wait for the period when they can get orders passed/pass orders against wrong actions of the higher officers if they go against the rationalized policies of postings and transfers. In fact if a scientific policy is followed, the programme of postings and transfers can even be computerized and the government servants informed before hand and they would know that a change in the orders could hardly be possible because the system cannot be changed.

(e) The role of Services Associations

According to the recent press report already mentioned in connection with the problem of postings and transfers, Government have also warned the recognized Services Associations that they were not permitted to publicise their views through the press or exert undue pressure on the government for the acceptance of their demands through agitational means. The government have, however, further stated that this does not mean that the services are not free to express their views. They could do so in accordance with the rules and instructions of the government and make suggestions to the competent authorities concerning important administrative problems and service matters. It has been desired that the Associations should conduct their affairs with dignity and decorum.

I shall very respectfully submit that such instructions are reminiscent of similar instructions of the past arranged by the members of the privileged classes of services, in their efforts to maintain monopoly of their contact with Government under the garb of being their only near and dear ones as well as the counter-part representatives of the people. Under the existing rules, even the Press is their monopoly and other professions are forbidden to reflect the services rendered by them in the tasks of nation building, to have direct contacts with the public to understand them or to remove any misunderstanding created in the public mind about them. Even their suggestions aimed at enabling them to give the best of their services to the nation, are dubbed as 'Demands' and thus suppressed if they are likely to break through the monopoly. The resultant disadvantages are two-fold. There is frustration among the members of the profession and secondly the national work suffers because the right persons are prevented from being placed at proper positions to render the best of their services. I would therefore, plead that the People's Government may kindly give a thorough consideration to change this kind of approach and make necessary revision in the existing rules. On the other hand there is a need for the recognition of the positive role that has been played in the past by the Services

Associations in the cause of the national development and to change the old British Colonial pattern of bureaucracy the need for which has also been so strongly emphasized by the President of Pakistan. There may be a few demands made by some Associations here and there which merit rejection on arguments but the value of positive suggestions cannot be denied even if they have to be projected through a loud voice when the vested interest creates instruments of suppression. For example, how could we deny the value of efforts made in the past by various Engineering Associations regarding professionalization of services, equality of opportunities for growth, provision of training facilities for all, scientific evaluation of performance, equality in public accountability etc. In view of this I would venture to say that after the coming into power of the People's Government the positive role of the Services Associations has to be patronized rather than suppressing the Associations under the philosophy of negativism which is the characteristic feature of the colonial British pattern. In this context, we must express our gratitude to the Peoples' Government and be too happy to record that one of the Ministers of the Government of Punjab namely the Minister, Communications and Works has approved a proposal of the Punjab Gazetted Engineers' Association for creating a Cell in his Department comprising members elected by the Association from officers of all ranks, some elected representatives of the public and a few retired Engineers in order to work for the objectives and to perform the functions described below :

- (1) **Objectives.**—The main objectives of the Cell would be :
 - (i) To maintain liaison between the public and the department.
 - (ii) To help the department achieve efficiency in the pursuit of national goals.
- (2) **Functions.**—The Cell would perform the following functions :—
 - (i) It would suggest measures required to improve the administration, efficiency and to remove bottle-necks in the way of working of the department in the interest of overall national objectives rather than any vested interest.
 - (ii) It would entertain and examine suggestions for rationalization of procedures and improving the working of the department. Such suggestions would be welcome not only from the officials of the department but also from the public. Further, if any suggestion leads to increase in the production of positive goals entrusted to the department, the sponsor of the suggestion, may it be a labourer, a technician, an engineer, a contractor or a public man, he would

be suitably rewarded in proportion to the benefits derived from the implementation of the suggestion.

- (iii) It would entertain and examine the genuine complaints of the public in a positive way, explain them to the department, and *vice versa* entertain, examine the difficulties of the department and explain them to the public.

Thus the Association would be able to manifest its positive role under proper encouragement, instead of being suppressed. It will also be able to find proper coverage in the Press to reflect the services rendered by the departments in the interest of public and to remove any misunderstanding that exists in the public mind. Thus a healthy understanding will grow between the members of the services and the people. The credit for this radical change of approach to bring out the positive role of the Associations goes to the People's Government.

CONCLUSION

Let me say at the end that the Government servants are, by and large, prepared to move forward in the direction given by President Zulfikar Ali Bhutto, fast, as fast as required, very fast indeed, as the need of the time is and urge the people and the Peoples' Government to help them in bringing about the required changes in the system. They can no more stand the humiliation of being dubbed as the tools of 'Afsar Shahi' and 'Naukar Shahi' and more than that cannot stand the curicification of national objectives and frustration of the efforts for reforms already made by the Peoples' Government. Besides their individual efforts, they are anxiously waiting for being given an environment which would enable them to play their role most effectively in the service of the Nation to build up a prosperous and invincible Pakistan.

PAKISTAN PAINDA BAD