

RESEARCH REPORT SERIES

No. 11

Government Employment Statistics for Pakistan

By

Mrs. N. Sarfraz



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PAKISTAN INSTITUTE OF DEVELOPMENT ECONOMICS
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METHODOLOGY USED IN ESTIMATING EMPLOYMENT
IN THE GOVERNMENT SECTOR.

A. Central Government (Administrative), Posts and Telegraph (P&T), and Railways:

The Central Government employment data has been collected from the Ministry of Finance annual budget document entitled "Details of Demands and appropriations" for the years 1951-52, 1955-56, 1958-59 and 1960-61. The data is for posts sanctioned (and budget allocations made) as estimated for the next financial year. Since these estimated sanctions are subject to some variation later, because not all budgeted posts (and expenditure) may be filled up during the year some adjustments had to be made in these estimates. These adjustments have been incorporated in the nature of downward revisions made on the basis of some alternate data available for 1960-61 from what the source (Research Staff of the Pay and Services Commission) has claimed to be "actual employment figures for previous years, and a number of regular vacancies" as given in Demands for Grants, (Budget).

The basis for these adjustments is given in Table 2. Similar adjustments were made for Posts and Telegraphs figures. The basic data was provided by the Directorate General, Pakistan Post Offices, from statements for budget allocations, as details for this were not available in the Central Budget documents.

Data about Railways employment was procured from the Railway "Yearbook of Information, 1962" for both Pakistan Western and Pakistan Eastern Railway and the same has been utilized throughout the estimates in order to keep a uniform series. Unaccountably, however, the 1960-61 figures for railways employment from the Pay and Services Commission estimates (mentioned above), were higher than those given by "The Yearbook", although the former served as the basis of adjustment for other government employees, and were consistently lower than all other estimates made from Budget documents.

The Railway Employees data has been given separately in all the accompanying tables as railways became a provincial subject in 1961-62. However, in the totals, it has been included in the Central Government Employment as for most of the period covered in the present Study, it was a

B. Provincial Government's Employment:

No basic information from any budget documents was available for the Provinces on lines similar to those of the Central Government. The only years for which accurate information was available was 1960-61, and 1961-62 and the source was the same as given above i.e. estimates of the Pay and Services Commission Research Staff. The only alternative to obtain some idea for previous years' employment levels was to estimate it from what information we had. As such, figures for Provincial employment for 1951-52, 1955-56, and 1958-59 were estimated on the basis of the ratio of Central Government employment (including Railways and P&T) to East and West Pakistan Government employment in 1960-61. These ratios were calculated separately for "Officers" and "other establishments" (for which breakdown was available) as the weight of the two categories in total employment is greatly different. The ratios thus calculated were applied to the adjusted employment figures for the Central Government, (including railways and P&T) in order to obtain employment levels for the Provinces in the abovenamed three years. Data for 1961-62 for Central as well as Provincial Governments was available from the Pay and Services Commission background material, and the same has been utilized in the current estimates. Some information for West Pakistan Government Employment was made available to us by the Bureau of Statistics, Planning and Development Department, West Pakistan, from a Census of West Pakistan Government Employees as of July 1962. This is given as follows:

	<u>Total</u>	<u>Gazetted</u>	<u>Non-Gazetted</u>
Total Employees Administrative (excluding Railways)	252,806	8,320	244,486

C. The information given in the accompanying tables is subject to the following qualifications:

1. No information about employment in defence, Government statutory bodies and local government is available; hence these are excluded. Some rough estimates can be made, however, from defence salaries' expenditure, for which gross totals are available from Budgets, if we apply some average salary criteria (may be the same as for other Central Government Employees) to this total.

Similar estimates for local governments can be made by using data for income originating in this sector from the National Income figures. However, this data itself is the outcome of a number of estimates not highly reliable. ^{1/} In the absence of some average salary index for this sector, which presumably would be lower than that of the Central Government, it is difficult to make any rational estimates of employment for local bodies.

Statutory Government Bodies are not mentioned in the C.S.O. introductory notes referred to above, and are presumably not included in the public sector for National Income accounting purposes. As such, no information at all is available for these. An attempt was made to procure information by sending them individual inquiries about their employment levels over the years, but the response to these queries has been extremely poor.

2. Data regarding National Income originating in the public sector (for Central and Provincial governments) and in transport and communications sector (for Railways and P&T) were used as a cross check to determine the degree of accuracy of our estimates from the Budgets, both for employees and expenditure on salaries plus allowances. The method used is to compare the salaries figures from the two sources, i.e. budget estimates and C.S.O. National Income data, as well as to obtain two average salary figures by dividing the total salaries by the employees (adjusted) data for each particular year.

The comparison gives a fairly consistent picture for Railways, whereas the adjustments made for P&T employees seem to have lowered the figures for 1951-52 and 1955-56 a little more than what may be considered normal; it shows up in a more than proportionately high average salary by both counts (budget estimates and C.S.O. National Income Data). Even otherwise the average income in P&T is persistently rather high, specially as compared to other Central Government Railways. In the absence of any ideal average salary index in the government sector, however, it is difficult to decide whether our estimates of employees in P&T tend to be low, or that it is an otherwise better paid service. The first explanation would be more logical, though.

^{1/} Government of Pakistan, Ministry of Economic Affairs, Central Statistical Office; Reprint from Monthly Statistical Bulletin No. 3, Vol. 10, p. 903, para H and C.S.O. Mimeographed Paper No. NIC/9(1)/63/5, New Estimates of National Product at current and constant prices for the years 1949-50

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Comparative Budget and National Income data is available only for Central Government and not Provincial Government (except for 1960/61) so that for Provincial Governments, we have only compared the C.S.O. income data with our estimates of employment. The results obtained about average salaries are again fairly consistent for West Pakistan Government, but show a relatively lower employment estimate for East Pakistan for 1951-52, as the average salary shows up to be disproportionately high compared to other years.

No firm conclusions can be made about the Central Government, however, as the two income figures are widely divergent. One fact is obvious from both, however, that there was a sudden and steep drop in employment as well as expenditure on salaries in 1960-61, as the following will show:

Central Government (administrative) Employees'
Salaries plus Allowances

Year	Employees Actual Nos.	Salaries & Allowances in Million of Rs.	
		Budget Data	C.S.O. Data
1958-59	94,585	225	254
1960-61	87,771	150	147
1961-62	1,71,263	N.C.*	182

We have been unable to trace any reasons for this drop in 1960-61.

*Not calculated.

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Table 1

Adjusted Estimates of Central Government Employment

Description (Employees)	1951-52	1955-56	1958-59	1960-61	1961-62*
A. <u>Civilian Government Ministries</u> ^{1/}	67,213	92,472	94,585	87,771	1,71,263
i) Officers	2,244	4,203	4,948	5,100	5,358
ii) Other Establishments	64,969	88,269	89,637	82,671	1,65,905
B. <u>P&T (All Pakistan)</u> ^{1/}	20,832	28,951	32,043	35,950	37,373
i) Officers	178	280	344	454	546
ii) Other Establishments	20,620	28,671	31,699	35,496	36,827
C. <u>Railways (All Pakistan)</u> ^{2/}	1,55,154	1,56,638	1,65,892	1,77,308	1,81,278
i) Officers	500	520	570	620	676
ii) Other Establishments	154,654	1,56,118	1,65,322	1,76,688	1,80,602
<u>Total A+B+C</u>	<u>2,43,199</u>	<u>2,78,061</u>	<u>2,92,520</u>	<u>3,01,029</u>	<u>3,89,914</u>
i) Officers	2,922	5,003	5,862	6,174	6,580
ii) Other Establishments	240,277	2,73,058	2,86,658	2,94,855	3,83,334
Index	100	114.3	120.3	123.8	160.3

1/ Adjustments made for A and B on the basis of the deviations between employment figures for 1960-61 as estimated from "Demands for Grants" and those worked out by the research staff of the Pay and Services Commission, claiming to be based on those issues of demands for grants which contain "actual employment figures for previous years and a number of regular vacancies ... sanctioned over time. These figures do not include persons employed on weekly or daily wages". Also, they exclude Armed Forces, and Semi-government or local governments employment.

2/ Railways employment figure taken from the series provided from the "1962 Yearbook of Information" for both P.W.R. and E.P.R. The 1960-61 figure from this source is slightly lower (1.6%) than the one given in the "Pay and Services Commission", source referred to above.

* 1961-62 figures arrived at by their Research Staff through processing the proforma issued by the Pay and Services Commission.

Table 2

Central Government Employment Estimates from Demands for Grants adjusted on the basis of Actuals
for 1960-61.

Description of Employees.	1960-61		Percentage difference I-II	1958-59		1955-56		1951-52	
	Demands Estimates	Actuals from D for G		Demands Estimates	Adjusted	Demands Estimates	Adjusted	Demands Estimates	Adjusted
	I	II	III	IV	V	VI	VII	VIII	IX
A. All Government Ministries:	<u>1,09,495</u>	<u>87,771</u>	<u>124.7</u>	<u>1,17,948</u>	<u>94,585</u>	<u>1,15,313</u>	<u>92,472</u>	<u>83,814</u>	<u>67,213</u>
i) Officers	5,680	5,100	111.4	5,512	4,948	4,682	4,203	2,500	2,244
ii) Other Establishments	1,03,815	82,671	(125.5)	1,12,436	89,637	1,10,631	88,269	81,327	64,969
B. P&T (All Pakistan):	<u>54,884</u>	<u>35,950</u>	<u>152.7</u>	<u>48,929</u>	<u>32,043</u>	<u>44,208</u>	<u>28,951</u>	<u>31,811</u>	<u>20,832</u>
i) Officers	576	454	126.9	436	344	355	280	226	178
ii) Other Establishments	54,308	35,496	(153.0)	48,493	31,699	43,853	28,671	31,585	20,620
C. Railways (All Pakistan):	<u>1,77,308</u>	<u>1,80,129</u>	-	<u>1,65,892</u>		<u>1,56,638</u>		<u>1,55,154</u>	
i) Officers	620	620	-	570		520		500	
ii) Other Establishments	1,76,688	1,79,509	-	1,65,322		1,56,118		1,54,654	
<u>Total A+B+C</u>	<u>3,41,687</u>	<u>3,01,029*</u>	-	<u>3,32,769</u>	<u>2,92,520</u>	<u>3,16,159</u>	<u>2,78,061</u>	<u>2,70,779</u>	<u>2,43,199</u>
i) Officers	6,876	6,174	-	6,518	5,862	5,557	5,003	3,226	2,922
ii) Other Establishments	3,34,811	2,94,855	-	3,26,251	2,86,658	3,10,602	2,73,058	2,67,553	2,40,277

* The total includes the railways figures as 1,77,308, and not 1,80,129, so as to have a uniform series throughout.

Source: Columns I, IV, VI and VIII, Government of Pakistan, Ministry of Finance: Details of Demands and Appropriations, Budgets 1960-61, 1958-59, 1955-56 and 1951-52.

Column II: Research Staff of the Pay and Services Commission, Government of Pakistan.

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Table 3

Estimates of Provincial governments' employment (East Pakistan and West Pakistan)

Year	Officers (Gazetted)			Other Establishments (Non-Gazetted)			Total Employment		
	Centre	East Pakistan.	West Pakistan.	Centre	East Pakistan.	W. Pakist- an.	Centre	East Pakistan.	West Pakistan.
	I	II	III	IV	V	VI	VII	VIII	IX
1. 1960-61	6,174	5,000	8,039	2,94,676	1,10,000	2,11,523	3,01,029	1,15,000	2,19,562
2. Ratios (E.P./ Centre and W.P./Centre)	1.00	0.81	1.30	1.00	0.373	0.718	-	-	-
3. 1951-52	2,922	2,366	3,798	2,40,277	89,623	1,72,519	2,43,199	91,989	1,76,317
4. 1955-56	5,003	4,052	6,504	2,73,058	1,01,850	1,96,055	2,78,061	1,05,902	2,02,559
5. 1958-59	5,862	4,748	7,620	2,86,658	1,06,923	2,05,820	2,92,520	1,11,671	2,13,440

Source: Estimates made on the basis of ratios of Central to each provincial government employment in 1960-61, as given in row 2 above.

Table A

East Pakistan Government Employment

Year	Gazetted	Non-Gazetted	Total	Index
1951-52	2,366	89,623	91,989	100
1955-56	4,052	1,01,850	1,05,902	115.1
1958-59	4,748	1,06,923	1,11,671	121.4
1960-61	5,000	1,10,000	1,15,000	125.0
1961-62	4,711	1,22,105	1,26,816	137.8

1. Figures for 1960-61 and 1961-62 are actual employment as given in the results obtained by the research staff of the Pay and Services Commission, referred to in table 1.
2. Figures for 1951-52, 1955-56, and 1958-59 are as estimated in table 3. The ratios of Central Government (adjusted) employment to Provincial government employment (East Pakistan : Centre) is based on the 1960-61 actuals for both categories of employees. These ratios for East Pakistan are:

Gazetted (Officers) Centre to East Pakistan = 100 : 81

Non-Gazetted (Other Establishments) Centre = 100 : 37.3
to East Pakistan

Table 5

West Pakistan Government Employment

Year.	Gazetted.	Non-Gazetted.	Total.	Index.
1951-52	3,798	1,72,519	1,76,317	100
1955-56	6,504	1,96,055	2,02,559	114.9
1958-59	7,620	2,05,820	2,13,440	121.0
1960-61	8,039	2,11,523	2,19,562	124.5
1961-62	8,975	2,15,779	2,24,754	127.5

Sources: Same as for East Pakistan: 1960-61, and 1961-62 actual employment figures.

Figures for 1951-52, 1955-56 and 1958-59 are as estimated in Table 3. The ratio of Central (adjusted) employees to West Pakistan employees (West Pakistan + Centre) in 1960-61 is the basis. These ratios for West Pakistan are:

Gazetted (Officers) Centre to West Pakistan = 100 : 130

Non-Gazetted (Other Establishments) Centre to West Pakistan = 100 : 71.8

Table 6

All Pakistan Government Employment, Officers, Other Establishments and Total,
Adjusted Estimates.

Year	Officers				Other Establishments				Total Employees IV+VIII	Index for Column IX
	Centre	East Wing	West Wing	Total I+II+III	Centre	East Wing	West Wing	Total V+VI+VII		
	I	II	III	IV	V	VI	VII	VIII		
1951-52	2,922	2,366	3,798	9,086	2,40,277	89,623	1,72,519	5,02,419	5,11,505	100.0
1955-56	5,003	4,052	6,504	15,559	2,73,058	1,01,850	1,96,055	5,70,963	5,86,522	114.7
1958-59	5,862	4,748	7,620	18,230	2,86,658	1,06,923	2,05,820	5,99,401	6,17,631	120.7
1960-61	6,174	5,000	8,039	19,213	2,94,676	1,10,000	2,11,523	6,16,199	6,35,412	124.2
1961-62	6,580	4,711	8,975	20,266	3,83,334	1,22,105	2,15,779	7,21,218	7,41,484	145.0

Source: Table 1, 4 and 5 of adjusted series. Central figures include Railways and P&T.

The Final total does not include any local government or Semi-government institutions' employment, or the armed forces.

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Table 7

Increase in Employment Over Last Recorded Year.

Year	Officers			Other Establishments		
	No. of Employees.	Net Increase over last	Percentage Increase over last	No. of Employees.	Net Increase over last.	Percentage Increase over last.
	I	II	III	IV	V	VI
<u>1. All Pakistan: Centre, East and West Pakistan:</u>						
1951-52	9,086	-	-	5,02,419	-	-
1955-56	15,559	6,473	71.2	5,70,963	68,544	13.6
1958-59	18,230	2,671	17.2	5,99,401	28,438	5.0
1960-61	19,213	983	5.4	6,16,199	16,788	2.8
1961-62	20,266	1,053	5.5	7,21,218	1,05,019	17.1
<u>2. Central Government, Railways and Posts and Telegraphs:</u>						
1951-52	2,922	-	-	2,40,277	-	-
1955-56	5,003	2,081	71.2	2,73,058	32,781	13.6
1958-59	5,362	859	17.2	2,86,658	13,600	5.0
1960-61	6,174	312	5.3	2,94,676	8,018	2.8
1961-62	6,580	406	6.6	3,82,334	88,658	30.1
<u>3. East Pakistan Government:</u>						
1951-52	2,366	-	-	89,623	-	-
1955-56	4,052	1,686	71.3	1,01,850	12,227	13.6
1958-59	4,748	696	17.2	1,06,923	5,073	5.0
1960-61	5,000	252	5.3	1,10,000	4,077	3.8
1961-62	4,711	289	5.8	1,22,105	12,105	11.0
<u>4. West Pakistan Government:</u>						
1951-52	3,798	-	-	1,72,519	-	-
1955-56	6,504	2,706	71.2	1,96,055	23,536	13.6
1958-59	7,620	1,116	17.2	2,05,820	9,763	5.0
1960-61	8,039	419	5.2	2,11,523	5,703	2.8
1961-62	8,975	936	11.6	2,15,779	4,256	2.0

Source: Columns I and IV, from Table 6.

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Table 8.

Non-Agricultural Labour-Force and Central Government
Employment (in 00'000)

Year	Non-Agricultural Labour-Force.	Central Government Employment.	II as Percentage of I.
	I	II	III
1951	54.9	2.43	4.43
1955	63.62	2.78	4.37
1958	70.16	2.92	4.16
1960	74.52	3.01	4.04
1961	76.7	3.90	5.08
1965*	105.8	3.35 (4.40)	3.17 (4.16)

Table 8-A.

Non-Agricultural Labour-Force and Total Government
Employment (in 00'000)

Year	Non - Agricultural Labour-Force.	Total Government Employment.	II as Percentage of I
	I	II	III
1951	54.9	5.12	9.33
1955	63.62	5.87	9.23
1958	70.16	6.18	8.80
1960	74.52	6.35	8.52
1961	76.7	7.41	9.66
1965*	105.8	7.3 (7.65)	6.90 (7.23)

Source:

Column I: Population Census of Pakistan, 1961, Census Bulletin No. 5, for Non-Agricultural Labour-Force, 1951 and 1961. Middle years estimated on the basis of an annual increase of 2.18 lakhs. Projection for 1965 on a higher annual growth rate.

Column II: Government Employment from Table 7, parts 1 & 2.

* Simple straight-line projections with two growth rates.

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