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DEPARTMENT OF STATE

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SUBJECT Non-Capital Project Proposal, Revision No. 3

17p

REFERENCE (A) TOAID A-276, PROP Revision No. 2, 5/25/70
(B) Ahern/Buckley Memo, Comments on PROP, 7/8/70
(C) Smucker/Newbry, Swayze Memo, Comments on PROP, 7/13/70
(D) AIDTO A-193, PAR Approval, 7/27/70;
(E) TOAID A-510, Participants Follow-up Activities, 10/16/70

Country: Pakistan Project No. 391-11-760-299

Submission Date Revision No. 3

Project Title: Government Administration Staff Improvement

U.S. Obligation Span: FY 1969 through FY 1973

Physical Implementation Span: FY 1969 through FY 1974

Gross Life-of-Project Financial Requirements:

(in thousands)

U.S. Dollars ..... $ 628

U.S.-owned local currency .....

Cooperating Country Cash Contribution .....

Other donors .....

Total: $ 628

Attachments: (1) Table I Funding Obligations
(2) Table II Participant Training, FY 1971

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KAMMIL	PRO	219	1/20/70	J. C. Wheeler, Director

Talacka, AD/C
Flanders, PAD
Ward, PRO

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Mathiesen, AD/DP
Brown, DD

Info: D-[illegible] (10)
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A. SUMMARY DESCRIPTION

1. Background

Revision Number Two sought to provide the Mission with flexibility to provide training in a number of areas which focused on administration. The Mission has carefully reviewed this project paper (PROP), and has made the determination that this project will be far more useful for our operations if it provides training in technical subject matter as well as training in administration.

This third revision seeks to further describe the participant training outlined in PROP Revision Number Two, explicitly noting the rationale for the type of training proposed, the length of training, and planned costs for training. The modest commodity input of PROP Revision Number Two has been eliminated, and total costs have been reduced. It is proposed that this project be revised thus to serve better the future needs of the Government of Pakistan and USAID.

2. Program

The participant training aspect of the Mission's program has long been faced with the problem of maintaining contacts in areas where projects have terminated or in areas where a full-scale project is not justified, but some activity is deemed necessary. The break-up of one-unit in the West and the sharp increase in developmental activity in the East add new dimensions to this problem. The provincial Planning and Development Departments are the principal agencies with which USAID deals in planning and implementing development programs in the provinces. The new departments, as a result of the break-up of one-unit, lack trained economic planning and development administration personnel required to efficiently carry out their activities. Training programs are proposed in this PROP for the Mission to be able to respond to requests for assistance to develop this essential capability.

This project is intended to be used as a tool to:

(A) Improve the administration of government departments and agencies by providing United States or other country training to key officials of the Government of Pakistan and the five provincial governments. The fields will include personnel management, selection and training of executives, government organization and methods, finance and tax administration, economic and manpower planning, city management, and other fields of administration.

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(B) Allow management officials of the government to take advantage of special training offers that are either designed to upgrade technical competence necessary for administrative judgments or acquaint managers with modern technological approaches in their areas of responsibility. Such training is often not directly related to specific projects although supportive to Mission programs;

(C) Upgrade the competence of those officials involved in the decision-making process who are specialists in economics, finance, statistics, or program planning and whose services affect the policies and administration of the government. Where needed, training will be given to lower-level technicians who provide the information to the decision-makers.

It is therefore desirable that the project be restructured in such a way that it enables the Mission to respond quickly to requests to train key administrators, managers, planners, and technicians when the need is clearly established. It is intended that USAID will have an active role in the selection and training of the participants so that the program will have a real impact in meeting the needs of Pakistan. The Mission has engaged in an intense effort to improve the effectiveness and impact of the participant training program through increased training and evaluation follow-up activities. Participant training carried out under this project will be particularly scrutinized to see that it is necessary, efficient, and effective. (Refs. B & E.)

3. Planned Goals and Targets

The primary goal of the project is to strengthen the technical and management skills, and decision-making capabilities of a select number of persons in the Central and provincial services and training institutions who staff, or will eventually staff, key positions in Pakistan's planned development programs.

A second goal is the continued development of Pakistani educational and training institutions which train personnel of Pakistan administrators through (1) further training of selected faculty and staff in modern administration; and (2) maintenance of professional contacts abroad.

The proposed revised project would have the following effects:

a. Assist GOP agencies in maintaining continued professional contacts in technical fields in completed projects and related activities;

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b. Demonstrate continued USAID interest in fields such as minerals development, mining, agriculture extension, rural works, low-cost housing, urban studies, transportation, rural roads, etc.;

c. Provide limited special assistance in new areas which, while important, would not warrant separate projects;

d. Train specialists in economics, finance, statistics, or program planning whose services affect the policies and administration of the government;

e. Provide modest assistance in new technical fields to Central and new provincial governments during the transitional period.

4. Inputs

It is planned that, subject to resource availability, up to 30 participants will be sent to the United States under this project with a majority of them going for a duration of six to twelve months. Additional regionally funded training will be provided at American University at Beirut (AUB) if suitable programs can be arranged within AUB quota.

A schedule is attached which gives the planned yearly obligation of funds. (See Table I.)

D. PROJECT SETTING

The description of the structure and composition of the bureaucracy as found in PROP deviation number Two is still appropriate.

E. STRATEGY

The basic strategy as outlined in PROP deviation Number Two remains unchanged.

The overall approach to this project builds upon past support given the Pakistan Government by the Mission and other aid donors which have invested considerable amounts in the development projects of the country such as planning institutions, railways, water and power divisions and many others. Selected training and observational trips for a few key individuals will help secure the investments made. Similarly, the break-up of the Government of West Pakistan into four units will place a heavy

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burden on the individual provincial governments, and unless they get some support and help there will be great difficulty in attaining and maintaining viable operations. New personnel and civil service policies are expected to be adopted as a result of the Service Reorganization Committee report. Implementation of these policies will definitely need some expertise and professional training not presently available in the country.

D. PLANNED TARGETS, RESULTS AND OUTPUTS

Training will concentrate on keeping administrators technicians and economic planners abreast of the new techniques developed in their fields in terms of decision-making and policy directives. Within the GOP reforms now under way, the general goal of this project is to strengthen the technical management skills and decision-making capabilities of a select number of persons in the Central Government, provincial governments, other development agencies of the country and in the fields of education, manpower, economics, public administration, mining and technology. Specific targets of the project are:

(A) Train administrators and managers of Pakistan Government agencies to improve the administration of these departments;

(B) Train crucially placed economic planners and policy determining individuals in increased numbers;

(C) Train individuals of a more technical nature in disciplines pertinent to the Government of Pakistan's priorities and supportive to Mission's interests.

E. COURSE OF ACTION

The training of certain key officials in Pakistan and abroad constitutes the major thrust of this project. The project will concentrate on carefully selected, high impact training that is not related to other on-going projects (ref B). These participants will come from the broad areas of: public administration, manpower planning, economic planning and analysis, and mining and technology. Participant training will focus on those bottleneck areas where lack of good managers inhibits priority development efforts. The Mission will identify problem areas, giving special attention to East Pakistan, connected with major Mission programs but not funded under existing projects.

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In selecting participants and determining training programs, the Mission recognizes the need for periodic reassessment of numbers, names, and titles of available participants as well as continuous examination of third country sources for training. The Mission intends to plan training programs in close co-ordination with AID/Washington and with sufficient and as much lead time as possible.

The total funding proposed in this PROP revision and in the FY 1972 Project Budget Submission for this project for FY 1971 is $150,000, and for FY 1972 $290,000. The concept and content of this project are such that it is intended to be at the disposal of the entire Mission program rather than just the Public Administration Division. We therefore have placed the responsibility for administering the project with the Program Offices, Public Administration Division, and the Training Office. We plan to place one-half of the funding with the Public Administration Division which is responsible for the training and selection of participants in that area. For participants mentioned in other areas (listed below and in Table II) the Training Office, in connection with various Technical Divisions and with Program Office clearance, will be responsible for the participant training.

The purpose of expanding the nature of this project is to give the Mission an instrument to finance quickly and with flexibility training of a limited nature and non-project based. Training offered under the project may be reduced subject to the availability of funds and Mission decisions regarding the selection of key Central and provincial officials for training. The following types of training planned for FY 1971 are only illustrative of the areas in which the Mission plans to place emphasis in subsequent years. Similar type training will be planned for FY 1972.

FY 1971 TRAINING PROPOSALS

I. PUBLIC ADMINISTRATION

1. Personnel Management

The Establishment Division has decided to start manpower career planning activities for all Central Government employees. A Manpower Career Planning Cell headed by a deputy secretary, has already been organized in the Establishment Division and a formal request has been received by the Mission for one to two short-term consultants to assist the Government of Pakistan in this field. After the visit of these consultants, Public Administration Division and Establishment Division believe it appropriate to send the Deputy Secretary in charge of Manpower Career Planning Cell for a two-month study tour, and two to three junior officers (6-9 months each) to get theoretical and practical knowledge of the job classification and a well-designed career planning system in the United States. It is also hoped that the Joint Secretary, Mr. M. A. Chaudhury, can go to the States for a brief observation visit. In view of the importance of Central Public Service Comission in the overall personnel system of the Government of Pakistan, Mission is sending Air Vice Marshal M. A. Rahman, member, Central Public Service Comission to study U.S. interview and other recruitment techniques. PIO/P No. 10049 for $1,250 has already been obligated.

1	M.A. Rahman, Member CPSC	4 weeks	$1,250 (PIO/P 10049)
1	Deputy Secretary, Manpower Career Planning Cell of the Establishment Division	2 months	$2,000
2-3	Officials of Establishment Division for Career Planning and modern personnel practices	6 months	$13,160

2. Tax Administration

Great concern for the outmoded and inefficient tax system of Pakistan has been voiced on a number of occasions at national and international forums. USAID has offered consultation and training services for a planned improvement program of the Central Board of Revenue (CBR), but the response has not gone beyond the utilization of a few unplanned training offers. The Central Board of Revenue is now working on a scheme to revise both the organization and structure of taxation. A revision of Income Tax Laws, now being circulated among business, legal and other relevant groups for comments is expected to be enacted next year. The Government of Pakistan has decided to appoint a

tax study commission. The Central Board of Revenue has indicated a desire to develop a training program and the goals to be achieved through training. Mission anticipates sending one of the CBR members for a one to two-month study/observation tour to the United States and perhaps other countries, followed by two tax administration officials for approximately six to nine months training in FY 1971. Additional training requirements, if logically related to improvement efforts, will be taken care of in subsequent years.

1	Member Central Board of Revenue	2 months	$2,000
2	Tax Administration officials	9 months	$11,000

3. Accounting and Budgeting

Offers for training accounting and budgeting officials under the Government Financial Management Project (303) were sent to COP/ECAAD in October 1969 and several nominations were received but USAID decided to terminate this project in FY 1971. No funds for participant training were provided in FY 1971. In working out a smooth close-out of the project with officials of the Comptroller and Auditor-General's office and the Cabinet Division, the Mission showed its willingness to send two to three carefully selected officials for training under the Government Administrative Staff Improvement project, the Director of Accounting Modernization Cell of the Comptroller and Auditor-General's (CAG) office (two months) and two to three accounting officers (six months each). This training will be in modernizing and mechanizing the Government of Pakistan's accounting system.

It is also expected that, in the near future, the Ministry of Finance will begin to modernize its budgeting system. In such a case, if convinced that the training will be utilized to help modernize the system, the Mission will entertain training requests for up to two officials in modern budget administration (six to nine months each).

1	Director Accounting Modernization Cell of CAG's office	2 months	$2,000
2	Accounting officers	6 months	$9,000
2	Budget Officers from Ministry of Finance	9 months	$11,000

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4. Economic Planning

The Government of Pakistan has placed great emphasis on the modernization of its economic planning institutions. USAID is willing to continue limited training facilities for the National Planning Commission staff provided their fair utilization is assured. Two senior officials of the Planning Commission have been sent for degree training (PIO/Ps 10031-32) at Harvard and Michigan State Universities.

2	Senior Officers of Planning Commission	12 months	$15,500 (PIO/Ps 10031 & 10032)

5. Administrative Training Institutions

USAID largely financed the establishment of the three National Institutes of Public Administration (NIPA) and the Department of Administrative Science at the University of Punjab. In order to keep these institutions active and effective, USAID has been financing degree training for one faculty member each year from one of the institutions. Faculty members of NIPA Karachi and Dacca were sent in previous years and it is planned that one from NIPA Lahore should go this year.

1	Faculty Member from NIPA Lahore	12 months	$7,150
	Prior years extensions funded in FY 1971 (PIO/Ps 10001, 18, 19 and 90)		$5,940
			Sub-Total: $80,000

6. [illegible]

Manpower Planning

The Government of Pakistan has recently announced many changes in its labor policy, changes which will permit a more meaningful relationship between employers and the representatives of the employees. This self-imposed Government labor policy will likely result in a more dynamic and effective organizational drive on the part of the trade unions. It will stimulate the need for more employer services, employment services, and, of course, a restructured conciliation service in the provinces. The new policy will stimulate the need for strengthening the employment exchanges, of more and better labor attaches, of job classification and other manpower services and of responsible trade union leaders. USAID plans to send about [illegible] Ministry of Labor participants in FY 1971 to

participate in U.S. Department of Labor Seminars. These Seminars are conducted twice a year and are part of the AID Manpower and Employment Development Program conducted for AID by the International Manpower Institute, U.S. Department of Labor.

After the Manpower Seminars, the participants will attend the one-week AID Seminar on Communication of Skills and Ideas conducted by Michigan State University. This Seminar will focus on institutions, methods and techniques for identifying and resolving manpower problems, and for formulating active manpower and employment policies and programs.

3	Manpower Planning Experts	3 months ea.	$10,000

Sub-total: $10,000

III. EAST PAKISTAN

1. Minerals and Mining Development

The Area Office in Lahore plans to process the following training requests which provide modest support for continued training required to effectively support (1) continued professional development personnel responsible for the implementation of programs established under completed USAID sponsored projects in Mining Technology and Development (#243) and Minerals Resources Appraisal (#253); (2) implementation of high priority development programs to further develop industry and employment opportunities in two new East Pakistan provincial governments.

The Mission plans to offer a six month study and observation training in program planning, administration, and evaluation of regional minerals and mining programs at the Bureau of Mines for Mr. I. H. Qureshi Geologist and Assistant Director for Mineral Development in Directorate Industries, Commerce and Mineral Development, North Western Frontier Province. This program should consist of three months training in program planning and budgeting and a three month program to acquaint Mr. Qureshi with mining and minerals development practices in the United States. The planning and budget training is designed for senior officers to increase the efficiency, administrative control and executive operations of the trainees' organization and can be geared to program problem areas known in Pakistan. The professional minerals and mining training should concentrate on chromite, marble and sulphide minerals and mine safety programs which accord high industrial development priority by the North Western Frontier Province Government.

I.H. Qureshi, Geologist and Asst. Director for Mineral Development, NWFP	6 months	$5,000

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The Mission also plans to offer a six-month study/observation training similar to that described above, for the Assistant Director for Minerals Development in Directorate Industries, Agriculture and Mineral Development, the Government of Baluchistan. Three months of program planning and budget training will be followed by three months of training in concentrated coal mining practices and mine safety. These are key programs for the Government of Baluchistan which lists its high priority activities as: expansion of technical staff for the further development of important known coal resources and other mineral commodities, and implementation of a mining safety program following upon two major mine disasters involving the loss of over 40 lives.

1	Asst. Director for Mineral Development in Directorate Industries, Baluchistan	6 months	$5,000

2. Economic Planning and Development Administration

The Area Office in Lahore plans to offer up to four programs of six to nine months each to provide advanced training in the fields of economic planning and development administration for each of the four West Pakistan provincial governments. Programs are intended to provide training opportunities to selected key personnel in the newly formed provincial Planning and Development Departments which are responsible for planning, coordination and evaluation of development programs in each province.

4	Advanced training in economic planning and development administration (one each from four WP provincial governments).	6-9 months ea	$20,000

Provincial Planning and Development Departments are the principle agencies with which USAID deals in planning and implementing development programs in the provinces. The new departments, as a result of the break-up of one-unit, lack trained economic planning and development administration personnel required to efficiently carry out their activities. Training programs are proposed for the Mission to be able to respond to requests for such times to develop this essential capability.

Sub-total $20,000

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IV. EAST PAKISTAN

1. Technical Training for Managers

This category would allow management officials of the Government to take advantage of special training offers that are either designed to upgrade technical competence necessary for administrative judgments or acquaint managers with modern technological approaches in their areas of responsibility. Such training is often not directly related to specific projects although important to knowledgeable support and administration of AID projects.

$30,000

2. Technical Training for Technical Officials

This training will be offered where financing is not available because (a) the related project has been terminated, or (b) financing for training under active loan projects is inadequate and the amount is too small and/or time is too short to permit processing of a loan amendment.

Training would be designed to improve administrative and managerial effectiveness and to provide up-to-date training in a technical field. Such training would be granted frugally, only when the training was crucial to success of the project.

$30,000

3. Specialists in Economics, Finance, Statistics, or Program Planning

This training will be offered only to those whose services affect the policies and administration of the government.

Training in this category would be oriented primarily to those officials involved in the decision-making process, however there may be instances where training is needed for lower-level technicians who provide information to the decision-makers. In addition to degree-oriented programs, short-term training and training which academic study with practical experience in a U.S. Government agency would be highly desirable.

$ 10,000

Sub-total: $70,000

Grand total: $150,000

ATTACHMENT

TABLE I

NONCAPITAL PROJECT FUNDING (OBLIGATION IN $000)

Country: Pakistan Project Title: Government Administrative Staff Improvement

PROP Date: November 1970
Revision No. 3
Project No. 391-11-[illegible]

Fiscal Year	AP	L/6	Total	CONT	Personnel Services ID	Personnel Services PSC	Personnel Services CONT	Participant U.S. Agen	Participant CONT	Commodity Direct U.S. Agen	Commodity Direct CONT	Other Costs Direct U.S. Agen	Other Costs Direct CONT
Prior through Actual FY 1970	-	G	88	-	-	-	-	88	-	-	-	-	-
Operational FY 1971	-	G	150	-	-	-	-	150	-	-	-	-	-
Budget FY 1972	-	G	290	-	-	-	-	290	-	-	-	-	-
FY 1973	-	G	100	-	-	-	-	100	-	-	-	-	-
FY 1974 and subsequent years	-	-	-	-	-	-	-	-	-	-	-	-	-
Total life for the project			628					628					

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ATTACHMENT

TABLE II

PARTICIPANT TRAINING FOR FY 1971

(Illustrative of the types of training proposed for subsequent years)

Country: Pakistan

Project Title: Government Administrative Staff Improvement

PROP Date: November 1970

Revision No. 3

Project No. 391-11-760-299

PUBLIC ADMINISTRATION

1. Personnel Management

1	M.A. Rahman, Member CPSC	4 weeks	$1,250 (PIO/P 100149)
1	Deputy Secretary, Manpower Career Planning Cell of the Establishment Division	2 months	2,000
2-3	Officials of Establishment Division for Career Planning and modern personnel practices	6 months	13,160

2. Tax Administration

1	Member Central Board of Revenue	2 months	2,000
2	Tax Administration officials	9 months	11,000

3. Accounting and Budgeting

1	Director Accounting Modernization Cell of C&G's office	2 months	2,000
2	Accounting officers	6 months	9,000
2	Budget Officers from Ministry of Finance	9 months	11,000

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4. Economic Planning

2	Senior Officers of Planning Commission	12 months	15,500	(PIO/Ps 10031 and 10032)

5. Administrative Training Institutions

1	Faculty Member from PIPA Lahore	12 months	7,150	
	Prior years extensions funded in FY 1971 (PIO/Ps 10001, 18, 19 and 90)		5,940	

Sub-total: $80,000

EDUCATION/MANPOWER

Manpower Planning

3	Manpower Planning	3 months ea	$10,000	

Sub-total: $10,000

WEST PAKISTAN

1. Minerals and Mining Development

	[illegible] Qureshi, Geologist and Asst. Director for Mineral Development, NWFP	6 months	5,000	
	Asst. Director for Mineral Development in Directorate Industries, Baluchistan	6 months	5,000	

2. Economic Planning and Development Administration

4	Advanced training in economic planning and development administration (one each from four provincial governments).	6-9 months ea.	20,000	

Sub-total: $30,000

EAST PAKISTAN

1. Technical Training for Managers

$10,000

2. Technical Training for Technical Officials

$10,000

3. Specialists in Economics, Finance, Statistics or Program Planning

$10,000

Sub-total: $30,000

Grand total: $150,000

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APPROVED BY:AA/NESA:D G MACCONALD
NESA/SA:T S SWAYZE
NESA/SA:C H REES
NESA/PR:R BIRNBERG
NESA/ID:J MOTT (INFO)
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SUBJECT: PROP APPROVAL - GOVERNMENT ADMINISTRATIVE STAFF IMPROVEMENT PROJECT NO. 391-11-760-299

REVISION THREE OF SUBJECT PROP APPROVED FOR IMPLEMENTATION. FY 1971 LEVEL DOLS 150 THOUSAND. ROGERS