

# Education Building in an Emerging Nation: Pakistan

*FINAL REPORT of the USAID/USC*  
*Contract No. AID/nesa-255*  
*(1960-1967)*

International Public Administration Center  
School of Public Administration  
University of Southern California  
Los Angeles, California 90007



FINAL REPORT.  
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USAID/USC PAKISTAN CONTRACT (ICAc 1690-AIDc 1690) AID/nesa-255  
1960 - 1967

Institution Building in an Emerging Nation:

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By

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## ACKNOWLEDGEMENT

As the introductory statement reveals, a report such as this is the product of many persons. Participating faculty, government officers, and students over a seven-year period were the builders of the institutions described herein. They did this under the sponsorship of the two governments.

The leadership provided by twenty-three long term and twenty-eight short time advisors, professors, and consultants made this record possible. These were the creators of the new programs, aided by dozens of Pakistani government officers. The rosters as presented in Appendix B present effective and distinguished personnel under dynamic leadership who during a seven-year period helped to establish four new institutions and participated in the development of three others in areas 700 to 1100 miles apart.

To review the fourteen semi-annual reports was to gain a deeper insight into the motivation and dedication of the successive Chiefs of Party, Emery Olson (and Deputy Chief David Brown), Robert Berkov, John Gerletti, Garth N. Jones and Robert Abramson and their respective party members.

Special acknowledgement is due the two men who remained in Pakistan to the end of the contract, the Chief of Party, Robert Abramson and Garth N. Jones, Senior Public Administration Advisor of the Mission. Their thorough statistical summaries which appear in the appendices add authenticity to the document; and the last monthly and final reports of Robert Abramson added realism and understanding to the materials upon which this Final Report is based.

This, too, is the place to emphasize the important contributions of the former Directors of the International Public Administration Center, Robert Berkov, Paul H. Wangness and Theodore H. Thomas whose campus programming service and planning, with the advice of the faculty Committee on International Programs provided a policy and administrative base in Los Angeles.

It is also a pleasure to express appreciation to the staff of the International Public Administration Center, John Barber, Theresa Allerton, Connie Rodgers, and Mary Ono, who so carefully and devotedly prepared the manuscript of this Final Report and coordinated the development of materials with our faculty advisors in Pakistan.

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## INTRODUCTORY STATEMENT

On July 18, 1960, the University of Southern California School of Public Administration signed a Letter of Agreement with the International Cooperation Administration (now the Agency for International Development) agreeing "to use its best efforts for the purpose of strengthening programs of training, research, consultation and education in public administration" in Pakistan. This Letter of Agreement was superseded by contract ICAc-1690, signed March 24, 1961, which formalized a program of assistance to Pakistan as one phase of a total program to improve public administration in that nation for the purpose of encouraging social and economic development.

### The Scope of this Report

One of the terms of the contract alluded to above, specified that the "Contractor shall prepare and submit to ICA/W three copies, and to USOM four copies of a semi-annual progress report covering the status of its work under the contract." Originally, the program would continue for 10 years; the contract actually functioned from July 18, 1960, through December 31, 1967; a period of seven years, five months, and thirteen days. Fourteen semi-annual reports were duly prepared and presented to the contracting parties in fulfillment of the terms of the contract. The present Final Report is also called for in the contract.

The present document will attempt to:

1. satisfy contract requirements for the preparation of a Final Report;
2. chronicle the principal events which occurred in the conception and realization of the project, citing, when appropriate, significant problems as well as important accomplishments related to project goals;
3. measure these accomplishments against the stated targets of the project;
4. reproduce some of the basic statistical data associated with the project and its accomplishments;
5. discuss briefly the significance of the concept of "institution building" in the post World War II field of technical assistance, and to estimate the institution building success of this contract project;

6. refer the reader to sources of more complete information on certain aspects of the project which are beyond the scope of this present report.

### Limitations of this Report

1. This Report does not pretend to be a project evaluation, for such would require a careful gathering of data from the field by impartial experts. It is hoped that this will be done after 18 to 36 months have elapsed from the end of the contract, that is, in late 1969 or 1970. It is felt that tests of institution building are significant until foreign assistance has ended and trends can be discerned as to institutional vigor or decline. What evaluative comments are made in this Final Report will be limited to general impressions which can be gained from a reading of contract documentation.
2. This document does not pretend to be an exhaustive study of the individual institutions which were created under contract auspices. Each of the semi-annual reports details, at six-month intervals, significant developments in the growth of the three National Institutes of Public Administration and of the Department of Administrative Science at the University of the Panjab.
3. This Report will make no pretense at being critical of any of the parties of the contract. Such a criticism can be offered should one or all of the institutions be declared a failure. The writer admits to a bias in the belief that the project has been a substantial success.

### PROJECT DOCUMENTATION

As has been mentioned, there were fourteen Semi-Annual Reports generated in the course of a seven-year project, running from 55 pages (the Eighth Semi-Annual) to 247 pages (the Thirteenth Semi-Annual). These reports tend to follow a similar format, beginning with a statement of the framework within which the report is cast, program developments in Pakistan, frequently measuring targets against accomplishments, a listing of problems yet to be resolved, and appendices considered to be important to the documentation of the project. One of the stated purposes of this Final Report is to index, within limits, some of the material related to the contract which is available to an interested reader. To this end, a standard form of notation will be observed throughout this report: a Roman numeral will indicate the number assigned to the semi-annual report, and a second Arabic numeral will indicate the page or pages on which the material can be found. Thus, XII: 52-53 would indicate that the reader would find a reference to that subject in the Twelfth Semi-Annual Report, on pages 52 and 53.

As has been commented, one of the conditions of the contract specified that the contractor should prepare and submit copies of a semi-annual progress report covering the status of its work under the contract, indicating progress made with respect thereto, and setting forth plans for the ensuing half year which included recommendations covering the current needs of the cooperating government in the fields of activity covered under the terms of the contract.

It may be helpful to set down, very briefly, the particular aspects in the development of the program that was focused upon in each of the semi-annual reports, in order to help the researcher who may be interested in some particular aspect of project development.

I: (July 19, 1960 - March 28, 1961)

II: (April 1 - September 30, 1961)

The initial period of the project covering the first year of operation, and reported in the 1st and 11nd semi-annual reports was primarily one of organization of orientation of the newly arrived professor-advisors and their counterpart Pakistani officials, and data gathering about environmental needs to which the incipient institutions could respond.

III: Title: "Administrative Improvement for National Development: Design for a Long-Range Assistance Program." (October 1, 1961 - March 31, 1962). The 111rd semi-annual reported that firm program objectives had been developed and accepted by both Pakistani and American personnel. The task ahead seemed to be to marshal and incorporate resources into the agreed program, and this aspect was emphasized in the 111rd.

IV: Title: "Administrative Improvement for National Development: Implementation for a Long-Range Assistance Program." (April 1 - September 30, 1962). Coming at the end of the second year of project operations, the 1Vth describes events around the initial implementation of a "Total Design" for Public Administration Education/Training in Pakistan. Teaching activities had begun, counterpart relationships with Pakistani replacements were being worked out; there was some fundamental as well as applied research going into the preparation of new courses, and some consulting with Pakistani officials in management problems. Other aspects described in the 1Vth relate to the selecting and sending to the United States of Pakistani participants for specialized education which was needed by the Pakistani staff of the institutions.

V: Title: "Modification of a Long-Range Assistance Program." (October 1, 1962 - March 31, 1963). The Vth covered a crisis period for the project arising from a significant reduction in available funds because of a policy decision by the Agency for International Development to terminate the

contract (originally scheduled for 10 years) as of October 1, 1963, a mere 3 years after the signing of the initial Letter of Agreement. The entire concentration of the Vth is a discussion of the need to recast the program in the light of a phase down and an earlier conclusion of the project than was originally envisioned. A program sharply reduced in size and scope was contemplated.

VI: Title: "Implementation of a Modified Assistance Program." (April 1 - September 30, 1963). The VIth outlined the steps taken to follow up modifications which had appeared necessary in view of the cutback of the program. Actually, the original decision to terminate in October was modified and reversed as the result of conversations between representatives of the Government of Pakistan and the Agency for International Development, which led to negotiations for the continuation of a program on a severely curtailed basis. The nature of these new modifications and their implications were set forth in the VIth semi-annual, which recounts a process of violent contraction of program operation, the departure of key personnel from active operation, and the efforts of mission officials and the party leadership to adjust to the new circumstances governing the implementation of the contract.

VII: Title: "Design for Phase Out and Implementation of a Modified Assistance Program." (October 1, 1963 - March 31, 1964). The VIIth covered a period of planning for the phasing out of USC participation on the one hand and building up and stimulating Pakistani involvement and responsibility on the other. This was the period in which the results of the curtailed program became most apparent, and negotiations were begun which eventually led to an extension of the program of advisory assistance through 1967. Therefore, this report outlined further steps taken by party members to phase out USC participation in such a manner as to permit Pakistani educational and training institutions to take up full responsibility with the least possible disruption of operations.

VIII: Title: "Administrative Improvement for National Development: A Program in Transition." (April 1 - September 30, 1964). The VIIIth further reports on the adjustments found necessary due to the cutback in program support, and the resolutions found for problems occasioned by this less intensive level of operations. The VIIIth, while listing a number of problems resulting from the cutback, also reports some accomplishments which were being achieved, despite the difficulties.

IX: Title: "Administrative Improvement for National Development: Programs in Review." (October 1, 1964 - March 31, 1965). It was felt necessary during this period to take a careful look at project activities to date and to integrate activities and objectives of the USC Project into proposals for Pakistan's Third Five Year Plan. It had become apparent early in the reporting period that the problems occasioned by reductions in the USC

professional staff and the turn over of both USC and Pakistani personnel (as a reflection of a policy on the part of the Government of Pakistan to reduce the number of American advisors) necessitated considerable review to keep program activities oriented toward the goals of the original contract agreement.

X: Title: "A Look to the Future in a Period of Uncertainty." (April 1, 1965 - September 30, 1965). The first 4 months of this reporting period was marked by conspicuous and sincere cooperation among all the parties concerned with contract operations. These activities were subjected to critical review and evaluation, and master program documents were begun to guide future activities. In late July there was a sudden change in the political climate, after which the project became at best a "holding operation," supported by a residue of Pakistani goodwill toward the School of Public Administration and the USC party. The 17-day war between India and Pakistan in September severely handicapped progress toward project goals and there was an ever present threat of further rapid deterioration which could seriously undermine the 5 years of work already invested in the project.

XI: Title: "Report of a Development Program under Conditions of National Stress." (October 1, 1965 - March 31, 1966). The brief but bitter Indo-Pakistan war of September, 1965, marked the end of an era of Pakistani-United States relations. Pakistani leaders were bitter at United States neutrality in this conflict; Pakistan had openly and actively supported the United States foreign policy for a number of years, while India had been mostly negative, or at best, neutral. It must have seemed only logical to the Pakistanis that their alliance with the United States should have been helpful to them in this time of stress. When it became apparent that such help would not be forthcoming, diplomatic relations seriously deteriorated, and, of consequence, a new operational environment for USC contract activities began which was quite different from that of its first five years.

An encouraging aspect reported in the XIth was the loyal support accorded the project by the large number of USC trained Pakistanis and alumni of the 4 contract institutions. This group took an active and positive role in ensuring that the training and education institutions would survive and would continue their remarkable institutional growth in development. Later events recorded serious budget cuts in all of the institutions receiving assistance. However, the whole period of stress revealed that the institutions were indeed viable, that they were able to exist on their own, without external assistance.

XII: Title: "Towards the Final Stages of Institutional Organization." (April 1, 1966 - September 30, 1966). The XIIth begins with an important essay on management as it relates to the Pakistani Public Service. It includes statistical data about the composition of the Public Service in Pakistan and of the training institutions which served their training needs. The remainder of the report discusses difficulties in problems which had

proved to be obstacles to institutional development for one or more periods together with a statement of revised targets for the remainder of project duration. There is also a considerable amount of material about each of the institutions which had received assistance under the contract to date.

XIII: Title: "Towards the Final Stages of Project Close Out." (October 1, 1966 - March 31, 1967). The XIIIth is the longest of all the semi-annual reports, running, with appendices, 247 pages. With the knowledge that this would be the next to last semi-annual report, Messrs. Jones and Abramson were careful to give detailed reports of the activities of each of the institutions. A final schedule for close out of the USC contract is developed under a new schedule which would actually terminate on December 31, 1967. The XIIIth reports how the NIPAS at Karachi and Lahore were able to add new dimensions to their roles by organizing major all-Pakistan conferences on vital and timely topics as "Problems of Organization" and "Problems of Public Enterprises." Another encouraging development reported was the emergence of professional associations such as the new and very active Society for the Advancement of Training, a West Pakistan Management Association, a Data Processing Association, and 2 new alumni associations at NIPA Karachi and NIPA Lahore. It was felt that these would contribute substantially toward the goal of professionalizing the work of public and business administration in Pakistan. There is also a detailed discussion of problems, accomplishments, and recommendations.

XIV: Title: "Administrative Improvement for National Development: The Final Stage of Project Close Out." (April 1 - December 31, 1967). The XIVth chronicles the final months of an AID Technical Assistance project in Pakistan which lasted a few days short of 7 and one-half years. It narrates some of the events of the final months of contract activities, often attempting to assess their importance in relation to the project as a whole and in relation to the hope that the contract institutions will achieve permanence in Pakistan. It also reports on an evaluation survey made by a 3 member team composed of 2 representatives of USAID, 1 from Washington and 1 from Pakistan, and a representative from the Government of Pakistan who conducted an evaluation survey from November 29, 1967 to December 8, 1967. Their report, prepared and submitted to USAID Pakistan, USAID Washington, the Government of Pakistan, Establishment Division, and the University of Southern California, is included as an appendix in the XIVth as well as in this Final Report.

## I. HISTORICAL BACKGROUND <sup>1</sup>

In order to help the reader understand the problems faced by the USC team in creating and setting in motion institutions to provide management-oriented training for mid-career public servants, it will be helpful to record some of the historical developments leading to the awarding of the contract in 1960.

### PAKISTAN AS A NATION

That part of the Asian subcontinent which is now known as Pakistan was historically part of the nation of India. Almost simultaneously with India's independence from Britain, Pakistan came into existence, in 1947, as a result of long and concerted effort by Moslem residents in the subcontinent to find a solution to discrimination against them by the Hindus, accentuated by the feeling that neither the Hindus nor the British had let the Moslems advance in government administration, industry, education and other phases of national, social and economic life. The Moslems, a minority in undivided India, had the underlying idea that in the creation of a homeland they would be able to ensure themselves favorable conditions in an environment conducive to reinforcing and revitalizing Islamic values of equality and justice. They felt that they would be able to build up a social system in which the religion of Islam could be consistently applied, both in ideology and practice. In the economic field, they hoped to create ample opportunities for Moslems to advance, and in the public sector, an administrative system in which the administrators would be true servants of the people.

The crisis of partition was marked by large-scale migration of Moslems from areas which form part of the land area called Bharat, to the area which was delineated as Pakistan. Problems created were not simply those of providing shelter; it was a multi-dimensional problem of rehabilitation involving housing, health and sanitation, provision of food and clothing, employment, financial compensation for loss of property, morale building around the idea of national unity -- in sum, to make individuals gradually forget the losses most of them had sustained in the crisis of partition and their migration to a new land.

This overwhelmingly important historical factor set the stage for systematic efforts to create and to implement national plans in order to reach and to maximize national development objectives. As specifically related to administrative capacity, a statement included in the First Five-Year Plan (covering the period from 1955 to 1960) says "in the period immediately ahead the inadequacy of Pakistan's administrative machinery will operate as the most serious single impediment to the maximum economic use of the

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<sup>1</sup>From the book Introducing Pakistan, eds. Muzaffar Qadir and Iftikhar Ahmad (Lahore, Pakistan: National Institute of Public Administration, 1966).



country's financial and material resources." The training of the public servant, therefore, assumed a special significance for it was adopted as a major design for the improvement of the public service as this was seen as part of the goal of national development.

### Geographical Environment

As a geographical entity Pakistan is a country which is unique in the world -- unique in the sense that there are two wings separated by a distance of more than one thousand miles of unfriendly territory. At the time of partition, total population was 75 million people; 40 million in East Pakistan and 35 million in West Pakistan. East Pakistan had approximately 55 thousand square miles of territory while in West Pakistan there was more than 300 thousand square miles. Thus, East Pakistan, with one-seventh of the geographical area, had four-sevenths of the population. On the other hand, it was felt that West Pakistan was more advanced intellectually and economically.

Climatic and geophysical characteristics of these two sections of the emerging nation of Pakistan also show significant differences. The Western Wing is an arid country while the Eastern Wing has a very humid climate. Although arid countries around the world are frequently poorly developed because of lack of agricultural resources, in West Pakistan the Indus river and its tributaries, which fan out to form the Panjab plain and carry large volumes of water, made it possible to develop one of the best irrigation systems in the world. The land is also fairly fertile because of fertilizing ingredients found there. Agricultural products such as wheat, cotton, and sugar cane are important productions of the Western Wing, since the deficiency of moisture and lack of rainfall has been amply compensated by the presence of the Indus River and its tributaries and the irrigation waters which are derived from them.

In contrast, East Pakistan has more than enough rainfall. It has been observed that, in general, over-abundant rainfall and fertility do not go together because fertilizing ingredients in the soil can be washed away. In East Pakistan the marvelous fertility of this soil is renewed each year by the deposits of silt which are carried in the rivers and left in perennial floods which leave behind them a fertilizing silt, so that soil fertility is maintained from year to year in spite of heavy rainfall.

Principal agricultural crops in East Pakistan are jute, by which the nation earns an important part of its export revenues; rice, which constitutes a staple of diet for the heavy population of East Pakistan; and sugar cane, for which the climate is considered to be ideal but which is not yet very important; and in one section of the land, tea.

## Geophysical Problems

It is interesting that the East Wing of Pakistan should be plagued with too much water, while aridness should be a characteristic of the Western Wing. Each of these climatic conditions has produced its own serious problem characteristic of each wing. In the Assam Hills of East Pakistan, monsoon rains can result in very heavy downpours; 25 to 30 inches of rain in a single 24-hour period has not been uncommon. To fly over East Pakistan is to find it riddled with hundreds of streams, and if the overflight is made in the rainy season an observer may doubt whether he is flying over a land mass or a sea because he will find that hundreds of square miles are under water. To move from one place to another in the rainy season means to travel by boat. Fields are flooded to the extent that they become breeding grounds for fish. East Pakistan, then, may be visualized as a vast piece of flooded land -- a gigantic delta stretching from the sea upwards, and in this gigantic delta the rivers are building up their beds and overflowing, thereby creating numerous lakes all along the delta.

Interestingly enough, the density of population in East Pakistan has been calculated in two different ways; there are about 3 thousand square miles under water and, therefore, the calculated density of the population works out to be 972 persons per square mile if one includes inundated territory, and 979 persons per square mile if inundated areas are excluded. This situation has created the need for special revenue laws in East Pakistan which make allowances for the shifting of the course of rivers. As may be imagined, heavy rainfall is also accompanied by high humidity, which averages 75 to 80 percent throughout the year.

The rivers of West Pakistan which rise in the foothills of the Himalayan Mountains also carry large volumes of water. It is estimated that the total discharge of water from the Indus basin is 164 million acre feet, of which only 41 million acre feet is put to net crop use. The remainder either flows into the Arabian Sea or is lost on account of percolation and evaporation.

While the Pakistani development plan includes additional dams on the Indus River for the generation of electrical power and the extension of irrigation networks, another problem, characteristic of widespread and long-term irrigation, has risen to plague much of the agricultural lands of West Pakistan. While on the map the plain of the Panjab appears to be quite uniform, there has been found to be a subterranean ridge running from southeast to northwest, parts of which crop out in the Kirana Hills near Sargodha. The effect of this subterranean ridge has been to block the normal percolation of waters from rivers and canals which then piles up against the ridge and raises the underground water-table. This leads to the twin problem of water-logging and salinity, which, incidentally, is not a new problem to the area. Documents exist which reported the

beginning of the problem in the last century, while it was recognized as not being so acute as it is today because of the smaller extension then of canal irrigation.

A semi-autonomous organization called the Water and Power Development Authority has been created to cope with the water and power problems of the entire region. This Authority (WAPDA) concerns itself not only with the building of dams and generating plants on the rivers, connecting irrigation canal networks, and distribution grids for electrical power, but also with the problems of water-logging and salinity. Under the auspices of this Authority and upon the recommendations of international experts in the field, thousands of tube wells and pumps have been installed in this entire area in efforts to lower the underground water-table and to control the problem of salinity. A like Authority is also found in the East Wing called the East Pakistan Water and Power Development Authority (EPWAPDA).

### Agriculture and Economy

Total land under cultivation in Pakistan totals approximately 62 million acres -- 40 million acres in West Pakistan and 22 million acres in East Pakistan. Of the 40 million acres in the west, about 32.8 million acres are within reach of existing canal systems, but only about 24 million acres are now actually irrigated. This amounts to approximately 12% of the irrigated area of the world. In the course of the last 60 years the population in the area now known as West Pakistan has nearly doubled while the production of food resources has in no way increased to that extent. This has led to a high priority being laid upon plans and programs to increase food production.

At the present time, it is felt that the agricultural yield in the country is much lower than in more progressive areas of the world. It is estimated that there are 0.9 acre of cultivated land per capita in West Pakistan and 0.44 acre in East Pakistan per capita. This is felt to be inadequate, the government is doing its best to bring more area under cultivation and to increase the yield per acre. Programs include giving subsidies to those who can install tube wells and irrigate from them. Seeds and fertilizer are also being provided at subsidized rates.

As has already been commented, important crops in the west include wheat as a cereal grain and cotton as a fiber. These are both grown mostly under irrigation. A third crop which has developed since independence is sugar cane.

In the Eastern Wing there seems to be a competition in crops between jute, rice, and sugar cane. Because of the difficulty in transport within East Pakistan, the farmer is still dependent upon what may be called a subsistence economy. He sees that his first need is to grow the rice to feed

his family, and if he desires to have some cash crop, he will probably grow jute. So then rice and jute are the two crops which compete with each other and sugar cane, which the government sees as a desirable alternative, lags behind.

In the Sylhet district of East Pakistan tea is produced. It is observed that tea used to be a good earner of foreign exchange, but overall production seems to have fallen while internal consumption of tea has increased so that now nearly all of the total production is internally consumed.

### Mineral Resources

Since its creation, the government of Pakistan has actively carried on searches for geological and mineral resources. As a result of a recent survey very good coal has been found in Makerwal in West Pakistan. Large deposits of coal have also been found in the Bogra district of East Pakistan, where it is estimated that 700 million tons of coal is available there in an area of 4 square miles. Neither of these findings has yet been heavily exploited.

The search for oil is also being carried on actively in both sections of the country. At the present time a small quantity is produced from the fields in the Potwar Plateau in West Pakistan.

One of the things found in abundance in West Pakistan is salt, in which reserves are considered to be so plentiful that they could last for a thousand years or more. There is also plenty of limestone, and almost inexhaustible resources of calcium sulphate (gypsum).

Similarly there are immense resources in gas. A pipeline has been built from the Sui gas fields, which now supplies Karachi, and is being extended to Lahore and to the northwest. It is estimated that this field has a reserve of 5 million million cubic feet. There is a plan to use it in petrochemical industries; it is now being used in practically all of the factories in Karachi, besides being in domestic use. Large resources of gas have also been found in East Pakistan in the Sylhet and the Comilla districts. It is being utilized in the industrial development of the Eastern Wing, where other sources of power are generally lacking.

### Industrialization

When Pakistan came into existence it could only count a few cotton mills and one or two sugar mills among its industries. In comparison, India was fairly industrialized. In the 20 years that have passed since independence, the Pakistanis feel that they have developed their industrial potential to a great extent. The cotton textile industry for example, is not only able to meet the requirements of its own population, but there is also some available for export. Certain areas have grown into well-developed industrial regions,

such as the Karachi-Landhi. There are also a large number of factories in the Lahore-Sheikhupura and another industrial area between the Peshawar and Nowshera. In East Pakistan the Dacca-Narayanganj, and the Chittagong and the Khulna regions are also becoming industrialized.

### Population

About 54% of the total population of the country resides in East Pakistan. In West Pakistan there is the problem of large rural areas where the means of communication have not been developed. Railways and roads relate mostly to the fertile agriculture regions. The mountain and desert areas are naturally very thinly populated. About 20% of the total geography contains only 4 or 5% of the population.

This uneven distribution of population deriving from deficiencies of transport is felt to be a factor in the uneven development of the West Wing.

### Language

Urdu is spoken and understood everywhere in West Pakistan. Bengali, is the language of East Pakistan. Both Urdu and Bengali are called national languages. English is freely spoken by the educated and administrative sectors of both wings.

## POLITICAL AND CONSTITUTIONAL HISTORY

As has already been mentioned, Pakistan was one of the two Dominions into which the former British Indian Empire was divided on August 15, 1947. The name Pakistan was coined from the Persian "pak" which means "pure," and "stan" which means "place," thus it means "Land of the Pure." The word is said to have been first used as a symbol of a political ideal in 1933 by some Moslem students at Cambridge University. The idea was adopted, although not by this name, by the Moslem League in 1940.

At the time of partition, the seat of government was established at Karachi, a large and important port city in West Pakistan. More recently, the government has chosen to create a new inland capital city which has been named Islamabad, located near Rawalpindi.

Under the Indian Independence Act, passed by the British Parliament in July, 1947, two independent Dominions -- India and Pakistan -- would be created as of August 15, 1947. In form, the government of the Dominion of Pakistan resembled in the beginning that of the other Dominions of the British Commonwealth nations. The Governor General was appointed by the British Crown on the advice of the Pakistan cabinet, which in turn was led by Liqat Ali Khan. The cabinet, in turn, was responsible to a majority of the constituent assembly which acted as an interim central

legislature. The first Governor General was Mohammed Ali Jinnah, until his death in September of 1948; Al-Haj Kwaja Nazimuddin replaced him.

In practice it was recognized that the situation in the beginning was exceptional. Mr. Jinnah was the great leader of the Moslem league, and Pakistan was the fruit of an unrelenting campaign which had been waged by the League. Jinnah's appointment was quite out of keeping with the long-standing British tradition that the governor general of a dominion should be a ceremonial head of state, standing above local and party politics. Furthermore, the Pakistan constituent assembly, which was made up largely of Moslem league members who had refused to take their seats in the constituent assembly planned for a united India, was hardly the equivalent of a normally elected parliament.

As a further complication, unlike India, Pakistan had to build a completely new central government, for it had inherited neither a capital nor an administrative apparatus. In the beginning, conditions in Karachi, which was the natural choice for a capital, were chaotic during many months. Added to the problems of setting up ministries with neither adequate personnel nor equipment were those problems of devising a system of administration for a nation consisting of two different blocks of territory separated by thousands of miles. Under the press of these problems, the framing of a new constitution was thrust into the background by September, 1950, the constitution was still in the drafting stage.

In actual fact the Pakistan cabinet was able to govern during this interim period under conditions established by the Indian Independence Act of 1947. Under this act, the Moslem League leaders were able to model their central government on the federal government which had been projected in the 1935 act but which had never come into existence until its constitution was evolved, Pakistan's government continued to correspond in form to that of a federal dominion within the commonwealth of nations. Its governmental institutions continued to be primarily those of British Parliamentary Democracy, in which a chief repository of power is a Cabinet of Ministers headed by the leader of the majority of power in the lower house of legislature. In practice, however, the state, in many respects, resembled a one-party authoritarian bureaucracy during this interim period.

Many of these operating principles were embodied in the first constitution which was adopted in 1956. It was of a federal nature. There was a parliament at the center and provincial legislatures in the two wings. As touching spheres of legislation, there was a federal list, a concurrent list, and a provincial list. The powers not specified in these three lists were vested in the central government. But there were serious problems of coordination and integration between the two wings and the center. In 1958 the government was taken over by the military, under the leadership

of Mohammed Ayub Khan. A new constitution was promulgated on March 1, 1962 and it came into force on June 8, 1962, when the first national assembly held its first meeting in Rawalpindi.

The present constitution is also federal in nature but there are vital differences from the previous one. Under the 1962 constitution there is more provincial autonomy inasmuch as important matters such as railways and industries have been transferred to provincial control. Furthermore, the power to legislate on what are called "residual subjects" now lies with the provinces instead of with the central government as it did under the 1956 constitution. In effect, this means that there is now only one legislative list, namely, the central list, and anything not mentioned in the central list is considered to be within the sphere of the provincial governments.

This decentralization and provincial autonomy were considered necessary because of the physical separation of the two wings of the country. However, in order to maintain the unity and integrity of the nation, it was decided to give the power to the central legislature under Article 131 to make laws even in provincial areas when the national interest of Pakistan was affected in relation to: a) matters of national security, including economic and financial stability of the nation; b) planning and coordination; or c) the achievement of uniformity in respect to any matter in different parts of Pakistan.

#### Basic Democracies

Shortly after Ayub Khan came to power the government issued a Basic Democracies Order of 1959 which made an attempt to provide a strong base for social and economic development and also to involve the citizen in the decision-making process. The most basic unit of the Basic Democracies program consists of what are called Union Councils in rural areas, Union Committees in urban areas, and Town Committees for semi-rural and semi-urban populations. Each of these institutions consist of from 10 to 15 elected members who represent a population of 10 to 15 thousand. Above these basic units are Tehsil/Thana Councils, District Councils and Provincial Councils. Above these Councils the representative institutions are called Central and Provincial Assemblies. Election to all of these institutions are done through the machinery of the Basic Democracies which, beside other activities, function as the electoral college. The electoral college, then, consists of 80 thousand members of Basic Democracies who constitute the local leaders throughout the nation of Pakistan.

In addition to functioning as representative political institutions, the system of Basic Democracies has brought into action a network of developmental agencies, particularly at the local level of administration programs of rural development including electrification, minor irrigation works, flood control,

communication and transportation in rural areas, supplying of drinking water provision for community houses, and planning of new schools, dispensaries, markets, and other such institutions. Through the medium of the Union Councils established in rural areas, the implementation of all of these schemes is facilitated by the fact that the implementors get full support of the people for whom the development machinery in the country is working. This support for local leaders and developmental programs from among the population may come in the form of gifts, such as land, which is required for the building of schools, hospitals, and community centers. They also donate labor, as the community cooperates, to the building of some of the basic facilities of civilized life. Some of the people in the villages offer financial support for these activities, and they do accept the burden of any local tax to finance such development projects.

Many times the planning for a local development project begins at the grass-roots, when some of the people get in touch with their local representative who sits on the Basic Democracy Union Council. Within the Council these schemes are discussed as to relative merit and feasibility. Discussions may go through the Union Council to the Tehsil Council of West Pakistan and the Thana Council of East Pakistan, through the District and Divisional Councils and even as high as the Provincial Legislatures, in some cases, if extensive funding is involved and a sophisticated level of technical assistance is required. At all levels, the elected representatives of the people are able to interact with governmental administrators or public servants.

At the District Council level, the central government has set aside from 150 million to 200 million rupees per year over a 5-year period in order to give financial assistance to worthwhile projects conceived in the Union Councils. Typical projects may be very simple ones, such as a covered well, or a small drilled well to provide a pure water supply, the paving of village streets, a village school, a small seed store, a cooperative store, or a dispensary, or roads to facilitate transport with other villages or to help them move their produce to and from market. In an appraisal recently carried out (circa 1964) it has been found that these village people have carried out jobs at a cost 30 to 40% less than what would have been the normal estimate. In most cases they have donated lands, and the young men of the village or villages have done the earth work for building roads all by themselves. In other cases they have put in small dams in a river or a hill stream to collect water and distribute it in irrigation projects, again saving something like 30 to 40% of calculated costs. Other projects include facilities for schools and dispensaries, built entirely at local initiative. This then is a description of the plan as it was supposed to work. It often did, but there were many frustrations and failures. The progress made is substantial.



## Development Planning

The pressures of resettlement during the months and years immediately following independence in 1947 effectively prevented any large scale, integrated national planning. Faced with immediate challenges as to its survival and also with the immense problem of resettlement in Pakistan of millions who had fled from India, improvisation was the order of the day. One of the very serious problems was related to the creation of a new executive administration which, in the beginning, was composed of only a very limited number of senior and experienced officers either in the Civil Service or other central and provincial services.

In order to cope with the problem of resettlement of refugees, work was started in 1949 with a Thal Development Board which later on became a Thal Development Authority. This was one of the largest composite projects in West Pakistan, which aimed at the development of about 1 1/2 million acres of virgin land and the establishment thereon of about 44 thousand families; and the setting up of 5 new modern towns, each with a major industry. The original project was successfully completed and an extension is now underway.

At the same time the need for integrated planning was recognized as critical to the overall economic development of Pakistan. The first planning agency was established in 1948, called the Planning Board. This was a central government organization, and it had a Planning Advisory Board, consisting of both officials and non-officials, assisted by advisors from the Colombo Plan organization. With the help of specialists from the Colombo Plan, the first 6-year development program was adopted in 1950. This Plan was gradually merged into the First Five-Year Plan, which took effect in 1955.

Unfortunately, the lack of an adequate mechanism for implementation of these early programs, coupled with a certain amount of political instability, prevented the achievement of the various objectives and targets of the original plans. During this stage of national development, the Planning Board functioned as a sort of independent unit, and was a part of the Ministry of Economic Affairs. Its chairman was the Prime Minister of Pakistan, who at that time was extremely busy with problems of constitution making.

In 1959, that is, almost at the end of the First Five-Year Plan, a decision was made to create independent and full fledged planning departments in both wings, to serve not only as planning and coordination agencies in the two provinces, but also to provide a liaison between the provincial governments, the Planning Commission and the Central Ministries. It was also decided that in keeping with this recommendation, the level and status of the Planning Commission should be raised. President Ayub

Khan was pleased to assume the chairmanship of the Planning Commission, and it has been felt that this major step has been to a very large extent responsible for the success of the Second Five-Year Plan which began in 1960. The day-to-day executive work of the Planning Commission is done by the Deputy Chairman, who has been given the status of a Minister.

Economist A. Moquit, in a publication, A Study of Economic Development in Pakistan (Lahore: National Institute of Public Administration, 1966) pp. 58-59 has written:

"The rate of growth during the second plan period compares favorably with the advanced countries. The main landmarks in the building up of the economy have been land reform, capital accumulation, monetary stability, rapid industrial growth, creation of infrastructure, dynamism of private enterprise, enlargement of public sector, sound development planning, achievement-oriented administration, diversification of production and markets, social welfare measures, educational advancements, fall in death rates and rise in life expectancy."

In attempts to increase the rate of gross investment in order to reach a self-sustaining stage, to have a sound policy for population control, and to meet the need for a continuous rise in the standard of living it is calculated that Pakistan would desire a growth rate of at least 8% per annum in order to grow economically faster than the population rate is growing.

The decade from 1955 to 1965 was comprehended under the First and Second Five-Year Plans. The nation now has what is called a Perspective Plan, which is of 20 years duration, contemplated for the period 1965 to 1985.

The main objectives of this Perspective Plan are: (1) to double per capita income over the next 20 years; (2) to extend full employment; (3) to extend universal literacy; (4) to bring income per capita in East and West Pakistan at par; and (5) to develop self-sustained growth so that the country can get along without any foreign assistance.

Near the end of the Second Five-Year Plan (1964) the current rate of growth was roughly 5 to 5 1/2%. But from 1950 through 1965 the rate of growth of industry was at about 12% per annum on the average. During the same period the rate of growth of agriculture had been about 1% per annum between 1950 and 1960, and 3% per annum from 1960 to 1965<sup>2</sup>. All in all, national leaders are heartened at the growth and development which has occurred in 2 decades of existence as a nation.

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<sup>2</sup>ibid., p. 197.

## PUBLIC ADMINISTRATION IN PAKISTAN

### Historical Perspectives

As has been stated, the organization and structure of the public services in Pakistan have their historic roots in British India. True, very important and far reaching modifications have been introduced to enable these services to perform their new duties and functions.

In 1772 the British laid the rudimentary base of their administration around the collection of revenues. This date is a landmark, because prior to it the East India Company had depended entirely on what it called its Mercantile Service; because salaries were low, it was full of corruption and other abuses. In 1772, however, the East India Company extracted the right to collect and appropriate the revenues of vast areas comprising what is now the province of Bengal. Upon receiving this right, they had to set about creating a proper service and a regular administration for the collection of revenues. The District was recognized as the primary unit of revenue administration and the officer placed in charge was designated the Collector.

It was soon found by the East India Company that the Collector without magisterial powers could not be an effective collector of land revenues; therefore, judicial powers were annexed to his office and he became what we call the District Magistrate. With the passage of time it was found that there were many other miscellaneous jobs which had to be done by someone, and they were also added to the duties of the Collector and the District Magistrate. These became the prototypes of what Pakistan now calls Deputy Commissioner and also the beginning of what is called "general administration."

Quite naturally, it was realized that there must be a higher officer to supervise the revenue collection and justice administration of a number of Deputy Commissioners, as well as to hear appeals and to exercise general supervision over District administration. Thus, by the end of the 18th century the broad skeleton of what is today's revenue administration was completed and has since persisted, albeit with many changes and improvements introduced from time to time.

### Covenanted Civil Service

The service which contributed officers to the new pattern of administration was called the Covenanted Civil Service. The members of this new service were given definite terms and conditions, their salaries were raised and made attractive so that they should be placed beyond temptation and a reasonable amount of security was also given to them. Originally, appointments to this Covenanted Civil Service were made on the basis of patronage. It was Britain's Lord Macaulay who insisted that recruitment to the

Covenanted Services should be thrown open to competition, and that appointments should not be made on the basis of personal recommendations. Lord Macaulay had to fight for nearly 22 years in order to win over sufficient support in the British Parliament for the principle of competitive examination to be accepted and introduced into the Covenanted Civil Service in 1855.

Lord Macaulay had hoped that this also would solve the problem of allowing Indians to be accepted into the service, but this was a very difficult matter since the examinations were held in London, and, of consequence, the service continued to be the monopoly of British officers. For instance, in 1864 there was only 1 Indian in the whole Covenanted Civil Service. Twenty-two years later the total number of Indians in the Covenanted Civil Service did not exceed 12.

The demands by the Indians that their own citizens be allowed to participate in the services continued to grow in volume and intensity until finally the British Government set up what is known as the Aitchison Commission. This commission was charged with the responsibility of examining the whole matter and making suitable recommendations. Their recommendation was that new services be created, which were called Provincial Services and Subordinate Services, to which the Indians could be recruited freely. The commission further recommended that the less important posts might be released from assignment to the Covenanted Civil Service and transferred to the new Provincial cadres. Thus, the Provincial Civil Services were born, together with their Subordinate Services, about 1887. By the end of the 19th Century, therefore, there were 4 categories of services; 1) the Imperial Services, which comprised the Indian Civil Service, 2) Central Services (excise, customs, post office, etc.), 3) Provincial Services and 4) Subordinate Services.

When Pakistan came into existence as a nation the members of the old ICS (Indian Civil Service) who opted for service in Pakistan, together with those of the former Indian Political Service were incorporated into the newly created Civil Service of Pakistan<sup>3</sup> and this small cadre of dedicated administrators managed to form the sinews of government which held the nation together during the early, perilous years.

#### Training for the Public Service

As of 1964 there were about 115 training schools run by various departments and ministries for their officers, some of which provided training only upon entrance to service, some with in-service training, and some of which

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<sup>3</sup> Ibid., p. 100.

provided both. The most important of these institutions in the first category is the Civil Service Academy. Upon being accepted as a candidate for the CSP, the probationary officer begins a training period of 18 months at the Academy, whose study syllabus comprises a number of subjects, including public administration, development economics, revenue and criminal law, civil procedure code, evidence act, etc. Pakistan Foreign Service (PFS) probationers are trained at this same institution, with corresponding changes in their curriculum.

The CSP officer devotes his first 4 years service mainly to field work and to all sorts of miscellaneous jobs of an executive and administrative nature as well as magisterial (judicial) duties. At the next higher stage, when he becomes a Deputy Commissioner, he also becomes a coordinator in the District on behalf of the government, and this coordination assumes more and more importance as he goes up<sup>4</sup> the career ladder.

For the other Central Services there are similar training institutions. These include, for example, the Finance Services Academy which gives its candidates a heavier dose of development economics, higher economics, economic theory, and high finance; a Railway Accounts Academy, etc.

For in-service training at lower levels there are two Rural Development Academies, one at Peshawar and the other at Comilla. The teaching program of these academies is eminently practical and pragmatic, particularly the program at Comilla. It is here that people are trained who are carrying on national rural development under the Basic Democracies program and other aspects of rural development. The Comilla Academy also gives orientation courses to members of the Peace Corps, foreign missionaries, and other non-officials who are working in the countryside.

There are also 3 National Institutes of Public Administration which were created under University of Southern California and AID auspices. These provide training to officers of middle seniority, and their courses are heavily slanted towards development economics, development administration, and management processes.

Finally, there is the Administrative Staff College which caters to the orientation and training of very senior administrators and executives both from public and private sectors. It is interesting to note that the materials presented at all of these institutions tend to make the participants development-minded, and the cumulative effect of this training at the 3 levels seems to be reflected in the successful working of the National Rural Works Programs. Furthermore, this coordinated approach to administration and management training marks a significant change in attitudes

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<sup>4</sup> ibid., p. 107.

and policies about the nature of public administration. Mr. M. W. Abbasi "Civil Services," in Muzaffar Qadir and Iftikhar Ahmad, has written,

The old concept was that public servants needed to be trained only on the post or just once on recruitment. "Experience is the best guide," it was said. Some 35 years ago it would have seemed ridiculous to talk of the theory or science of public administration or of learning public administration except by actual apprenticeship. At Cambridge and Oxford it was not included in training courses. There was no Staff College at Henley-on-Thames at that time. The Civil Service Commissioners drew up a large syllabus for trainees which covered many subjects including Phonetics but not Public Administration. It was perhaps enough to satisfy the spirit and needs of administration in that age. But training by experience on the job is a long process because it is a process of trial and error; and is not a complete or perfect method of training either. Furthermore, administration has now become so complicated because of economic planning and development, which dominates the whole concept of a Welfare State, that in-service training is essential to the proper orientation of all public servants at all levels. This training has also to be a somewhat continuous process because, again, administration in a Welfare State is a dynamic experience, constantly changing, improving, and adapting itself to changing need.<sup>5</sup>

#### EXECUTIVE DEVELOPMENT PROGRAM AT USC

One of the important precursors of the USC project in Pakistan was a 3-year program for Executive Development for Officers of the Superior Civil Services of Pakistan which was carried on at the University of Southern California in Los Angeles from 1957 through 1960. During this 3-year period 88 people from Pakistan were brought to the University in groups of 15 to 20 for approximately 6 months of training per group.

Known generally as Project 105, there were 3 parties to the contract under which the program was carried on: the Government of the United States, the Government of Pakistan, and the University of Southern California. Goals of the project were to provide in the United States a compact and advanced training for executive management essentials for career officers of the Superior Civil Service of Pakistan, a program specifically designed to fit central and provincial government needs in its developmental goals. The materials presented attempted to provide a well-balanced agenda of

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<sup>5</sup> ibid., pp. 108-109.

theory and practice tailored to the needs and environment of the participants, exposing them to management processes, theory, and tools used in public and private administration in the United States.

This program had been in operation approximately a year when the October, 1958 revolution in Pakistan occurred. However, the new leadership that came to power after the revolution seemed to give even stronger support to the program than had the previous national leadership.

One of the very important techniques which was developed and utilized during this Executive Development project was a major (6-8 week) observational experience in which individual participants were assigned to work in local jurisdictions in and around Los Angeles. This 6-8 week period became known as on-the-job association (which was abbreviated OJA). During his OJA the person was assigned to work closely with a jurisdictional representative. Most of the time, he lived in the community where his jurisdictional assignment was, and generally participated actively in all kinds of community activities, both official and social.

Sixty of the 88 participants were assigned to city governments ranging in size from 16,000 to 2,500,000 persons; 16 were assigned to countries; 5 to private industry; 3 to special districts; and 2 to a U.S. government agency<sup>6</sup>.

Several of the participants who desired more opportunities for observation of administration in private business organizations were also accommodated. Five associates for whom such assignments seemed to be desirable were sent to the Standard Oil Company of California, the Southern California Gas Company, and to Pacific Telephone and Telegraph Company. Two other associates were assigned to municipal corporations, the Los Angeles Department of Water and Power and the Metropolitan Transit Authority.

The overall success of this program, as interpreted by the Pakistani Associates who participated in the program, their immediate superiors within the Government of Pakistan, and representatives of the United States Government, without doubt played an important part in subsequent considerations which eventually led to a contract with the University of Southern California to create and develop mid-career training institutions in Pakistan. Again, when the project in Pakistan began in 1960, experience and insight gained from working closely with 88 senior level administrators in the United States gave important advantages to the USC Party as it began its work in Pakistan, particularly in the matter of curriculum,

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<sup>6</sup>A Report on the Executive Development Program for the Superior Civil Service of Pakistan. (Los Angeles, California: University of Southern California, School of Public Administration, 1962), p. 94.

presentation of format, rate of presentation of material, total duration of program, and other important aspects related to a successful Executive Development Program in Pakistan.<sup>7</sup>

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<sup>7</sup>A complete report of this program is available from the offices of the International Public Administration Center, University of Southern California, Los Angeles, California 90007.



## II. GOALS AND THEIR ACHIEVEMENTS

Of more than passing interest to this Final Report is a study of the goals which were assigned to this project and a concern as to whether or not they were achieved. Other related questions can legitimately be raised: How were the goals established? By whom? With what criteria? Were they realistic? Were they possible of achievement?

It is probable that the first estimate of the usefulness to the development goals of Pakistan of a project of this nature was made by the USOM. In consultation with leaders in the Government of Pakistan, a State Department document called the E-1 Agreement (1 October 1964-Pakistan-351-11-770-165-Public Administration), an excerpt which follows, sums up the goals of the project:

"This project's target is to improve the effectiveness of the government administration in Pakistan by strengthening the institutional base of academic and in-service training in public administration, thereby establishing sources of trained personnel pursuant to the Development Administration Goals."<sup>8</sup>

After a USC faculty team had been invited to make a survey of conditions in Pakistan, representatives of the 3 parties involved, further redefined and perfected these goals as follows:

Contract Targets. Appendix B, Operation Plan, II Objectives and Scope of Work, of the USC Contract No. AIDc-1690 spell out the targets of the contract in these terms:

The Contractor will render technical advice and assistance to the Government of Pakistan to help advance public administration in Pakistan through expansion of in-service training, adoption of research and consultation activities, and the modernization of public administration educational programs carried out by appropriate Pakistan institutions. More specifically, these programs are intended:

- a. To advance the managerial capacity of present government administrators.
- b. To increase the supply of professionally and technically competent administrators for the central, provincial, and local governments of Pakistan.

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<sup>8</sup>XI: 6.

- c. To increase the effectiveness of government operations to the people.
- d. And to develop research data on government operations designed to improve organization and management policies and practices in the Government.<sup>9</sup>

Naturally enough, during the first years of the project there was much concern on the part of the USC party about the long term objectives of the project, as well as concerning the most appropriate and efficient means of achieving these goals. After an early review by Dean Emeritus Emery E. Olson, and the party staff, these objectives were reviewed and restated, together with a statement of the overall plan which had been envisioned by the USC party for the achievement of the goals.

### Objectives

The objectives of the contract plan developed in 1960 and made operational in 1961 (party arrived in February) were part of Pakistan's approved Second Five-Year Development Plan. These were summarized as follows: a) to develop human resources, and b) to build Pakistani institutions designed to improve government management so as to achieve development in Pakistan.<sup>10</sup>

### Institution Building

Institution Building under project auspices included the development of 3 types of institutions; academic, training (serving ministerial, provincial, and central government), and professional (university level).

Two postgraduate schools or departments were envisioned, one each at Dacca University and University of the Panjab. These were designed as pre-entry professional institutions. Three new training institutions were planned, to be called National Institutes of Public Administration, one each at Dacca, Karachi and Lahore. These were designed to take their place in the national scheme for the training of government officers when they had from 8 to 14 years of experience. In addition, advisory aid was to be given to the Civil Service Academy and a special service was to be rendered to the Secretariat Training Institute.

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<sup>9</sup> Ibid., p. 5.

<sup>10</sup> VII: 89.

## Activities Designed to Achieve Objectives and Build Institutions

In cooperation with other institutions, it was planned to stimulate the creation of professional organizations such as a Pakistan Society of Public Administration, and specialized societies of other governmental technical and administrative groups.

A national Journal of Public Administration was contemplated and national conference participation in international conferences on public administration was part of the plan. These objectives and activities were outlined in the chart which follows.

So much for the official statements about project goals. How were these interpreted and implemented?

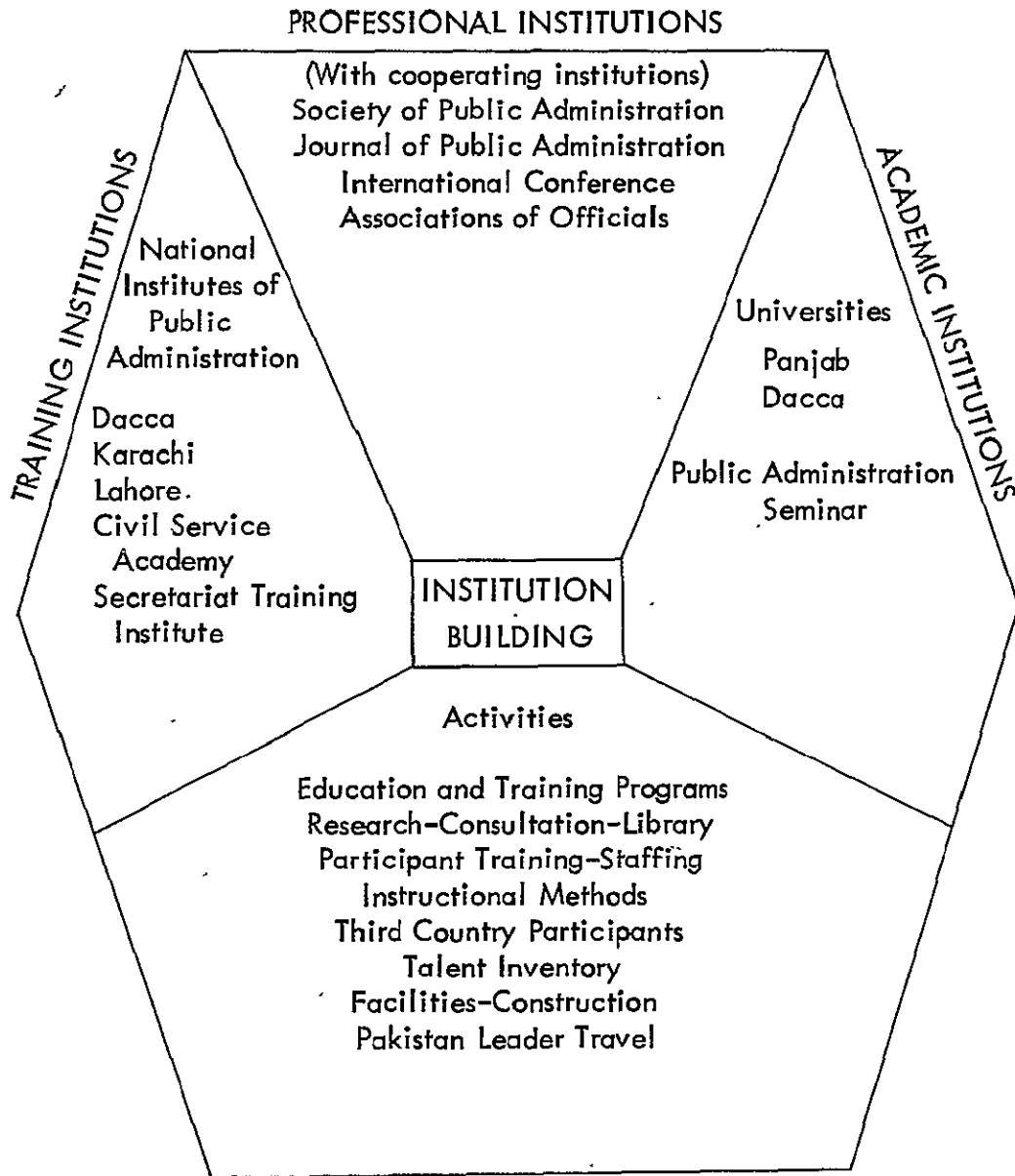
Particularly during the second and third phases of the project, the Government of Pakistan further developed and detailed the goals and tasks of the institutions which had been created. For instance, the Third Five-Year Plan (1965-1970) dedicates a number of rather lengthy sections to statements about the nature, role, and assignments of many of the training institutions located in the nation.

The significant targets that pertain to the USC contract operations with regard to the areas of public administration training, education, and administrative development are to be found in the following excerpts from the Third Five-Year Plan:

Facilities for the training of administrative personnel have been improved perceptibly during the First and Second Plan periods through creation of institutions like the Pakistan Administrative Staff College, Lahore; the National Institutes of Public Administration at Karachi, Lahore, and Dacca; the Civil Service and the Finance Services Academies; the Secretariat Training Institute, Karachi; the Academies for Village Development in Comilla and Peshawar; a Gazetted Officers Training Academy in East Pakistan; and Accounts Academies at Karachi, Lahore, Dacca and Quetta. An institute and four regional centres for the training of junior secretariat staff are proposed to be established in West Pakistan during the Third Plan period. Steps should be taken to increase the capacities of these institutions, to remove overlapping in their activities where noticed, and above all, to carry training to the departments and field units. Earnest consideration should be given to launch and expand "on-the-job" training programmes for managerial and supervisory personnel.

An assessment should be made of the requirements of trained administrators and managers for the next five years, both for government departments and semi-autonomous agencies, and

DEVELOPING HUMAN RESOURCES  
 INSTITUTION BUILDING  
 IMPROVING GOVERNMENT MANAGEMENT  
 FOR  
 DEVELOPMENT OF PAKISTAN



School of Public Administration  
 University of Southern California

Number of Books and Periodicals Provided to Pakistani Institutions Under USC Contract Dollar Budget\*

	Number of USC Contract Purchased Books	Total Number of Books in Institutional Library*	Number of Periodicals Subscribed to Under USC Contract**	Total Number of Periodicals Being Received by Institution Library (dollar budget, rupee budget, complimentary, exchange)
1. NIPA Karachi	2,292	5,003	63	84
2. NIPA Lahore	2,066	7,002	45	87
3. NIPA Dacca	2,654	9,335	50	92
4. Dept. of Administrative Science, University of the Panjab	5,079	13,353	30	70
5. Civil Service Academy***	122		16	

\*These statistics are up to date as of November 1, 1967 only.

\*\*In most cases these periodicals were subscribed to for an initial period of 3 years and later renewed for a second 3 year period.

\*\*\*Confirmation of this total has not been received from Civil Service Academy.

in the light of this assessment specific training targets should be laid down for achievement during the Third Plan period. For the future, the survey of personnel needs and resources should become a continuing periodic operation. The National Administrative Training Council should devote special attention to this important task; preliminary work has already been initiated by the Training Wing of the Establishment Division. The Council should provide leadership in the field of administrative training throughout the country.

Action is also required for the expansion and systematic development of facilities for education in public administration. This is a matter deserving high priority within the public administration sector. Some of the universities have started, or propose to start, diploma, graduate or postgraduate courses in public administration. They should be provided with every possible assistance to establish courses or to set up departments of public administration. In designing the curricula for the courses, emphasis should be placed upon the professional and practical content of public administration. Towards this end, there should be close collaboration between the universities on the one hand, and the Establishment Division, the Planning Commission, the Provincial Departments of Services and General Administration, and in-service administrative training and institutions such as the Pakistan Administrative Staff College and the National Institutes of Public Administration on the other. Placement units should be set up in the universities to assist graduates in public administration in securing suitable employment. At the same time, to meet requirements arising out of the increasing professionalization of public administration, personnel policies of public and semi-public agencies should be revised in order to provide for greater recognition to academic qualifications in public administration for recruitment purposes.

Research is a fundamental component of the planning and administrative processes. In Pakistan, both the organization and the facilities for research, especially economic and administrative research, leave much to be desired. The Planning Commission is responsible for promoting economic research and the National Administrative Training Council for stimulating administrative research, both agencies have been unable to discharge their responsibilities adequately due to paucity of staff and funds. The Third Plan should witness a determined drive to promote economic and administrative research. The universities should be brought increasingly into the process, and assisted in every possible manner to become eventually the leading centres of research. The Institute of Development Economics in Karachi should be strengthened. To coordinate research and publications in the field of public administration an attached department of the Establishment Division, designated as the "All Pakistan Administrative Research Centre" and an advisory body known as the "Pakistan

Council for Research in Public Administration" are to be set up at Lahore during the Third Plan period. The proposed centre should fulfill the long felt need for an effective medium to ensure the conduct of administrative research in the country in an organized and coordinated manner. It should give prior attention to the formulation of a five year programme of administrative research.

Standing arrangements are necessary to ensure that the administrative machinery in the country is kept under constant review with special regard to the requirements of a rapidly expanding development programme. Developmental needs have been kept in view in a general way in administrative enquiries conducted in the past, but reform has not been specifically related to national five-year plans. What is a planned approach to administrative development under which systematic programmes are drawn up for the improvement of different areas of public administration, (e.g. training of personnel, administrative research, O & M coverage of public agencies, mechanization of government operations procedural reforms) on the same lines as programmes in the economic and social sectors.<sup>11</sup>

#### Early Decisions as to Priorities

In the discussions preliminary to the contract, and following the Olson-Storm survey in the summer of 1960, it had been decided that USC would accede to the request of the U.S. Mission and to the Government of Pakistan to proceed simultaneously with (1) the actual operation of a pilot program in management development together with (2) the customary period of a year or more of study and analysis of the operations of the Government of Pakistan, the culture and the people, deemed necessary to the adequate design of such a program.

The Mission wanted at the earliest possible date a demonstration of what is meant by "management development training" for government officers. The USC team, realizing the problems involved, nevertheless responded to the earnest insistence of the U. S. Mission director that this was the best way to begin under the conditions existing in Pakistan at that time. It was a calculated risk, and, while many problems did arise, it was felt later to have been a good decision. The pilot course later became the basis upon which the Government of Pakistan enthusiastically accepted the concept of public administration training and education, so that by the end of the period covered by the II<sup>nd</sup> Semi-Annual Report (September 30, 1961), two Pakistani institutions were underway and a third was in the process of establishment.

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<sup>11</sup> XI: pp. 6-8.

The emphasis on the training of experienced officers at middle and higher levels such as is contemplated in management development training programs had great significance for the staffing and allocation of USC faculty resources. The project could not be considered as a single institutional advisory service; rather, there were many situations calling for on-the-spot action and experienced professionals, assigned full-time to the development of institutional resources for management training.

At a conference in Karachi in September, 1961, attended by all the members of the USC party, the question of objectives, activities, and priorities of operation were discussed and analyzed. As a result of a subsequent review of these discussions, the objectives and activities were outlined and classified as they related to the statement by the ICA personnel (and set down in their E-1 report) relating to the needs felt in Pakistan, and by contract provisions. By outlining institutional development, then outlining the activities necessary to support it, the party found a helpful way to secure appropriate emphasis. This outline, appearing in the II<sup>nd</sup> Semi-Annual Report (pp.2-4) sets down in skeletal form the project objectives as they were understood at the inception of the program by the members of the USC Party. These objectives included:

- (1) Training Institutions: A National Institute of Public Administration, with branches in Dacca, Karachi, and Lahore; assistance to the already existing Civil Service Academy; and, a Secretariat Training Institute.
- (2) Assistance to Institutions Associated with Universities: Dacca University, and University of the Panjab, each of which already had, or proposed to create, elements which would be engaged in education for public service. In addition, the need was stated to create a seminar for public administration and social science instructors.
- (3) Assistance to Professional Associations: Project personnel also hoped to assist in the creation of professional institutions or associations, such as: a Pakistan Society for Public Administration; an Annual Conference for Public Administration; a Pakistan Journal of Public Administration; the sending of qualified representatives to participate in international conferences; and, the organization of Pakistani government officers in specific ministries and departments, such as tax, training, welfare.

The same outline also set down in skeletal form a rather detailed list of activities which were deemed basic to the achievement of these objectives but which is too lengthy to set down in this report. The reader is referred to the II<sup>nd</sup> Semi-Annual Report, pp. 2-4.



As may be deduced from the goals which are stated above, it was felt that the project contemplated impact at several levels in the Pakistani governmental structure: (1) prior to entry into the government service; i.e., such as the university program; (2) at the probationary level; i.e., just after selection, for instance, at the Civil Service Academy; (3) at all levels among officers of the government.

The contract also contemplated the development of the profession of public administration by means of a series of activities which were intended to become a continuing stimulus once an officer had completed his education, or after he had participated in special courses in and/or in other training institutions. By initiating the creation of these professional organizations and by means of associated publications, opportunities for professional discussions and for keeping up-to-date through reading were to be provided to interested professionals. It was felt that professional societies could be as significant to public administration as to, let us say, the legal and medical professions.

#### Campus Contributions to Project Goals

The outline of goals and priorities set down by the USC party early in the project's history and reproduced in the IInd Semi-Annual Report bears the title "Institution Building for Economic Development." It must be recognized that once the statement of problems had been set down by the U. S. Mission personnel, the overall goals guiding the setting of strategy which were stated or implied in the consultant's report sometimes appear as statements, sometimes only by implication, from the history of the choice of policy alternatives found in the text of the semi-annual reports covering the early periods of project activities.

At least four major goals which reflect the philosophy of the USC School of Public Administration regarding education for the public service and national development will now be identified.<sup>12</sup>

##### 1. Public Administration an Applied Social Science

In the development of course materials for the Pakistani institutions as well as in curriculum development for training of Pakistanis both in United States and in Pakistan, the USC School of Public Administration operates on the premise that public administration is an applied social science.

By this it is meant that the accumulation of knowledge about administration requires that research be conducted in the basic social sciences,

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<sup>12</sup>1: 5, 18, 19.

so that the teaching of administration might be built on an understanding of the scope, methods, and insights of the social sciences. The faculty seemed to accept the position that the long run development of the field of public administration would suffer from a limited approach to public administration education which only emphasized short-term training in administrative techniques, while at the same time recognizing the value of managerial knowledges and skills.

While it was admitted that certain skills and techniques related to the administrative process could be learned outside of the social sciences context, these skills and techniques were felt to be useful only at a mechanical level of administration. The person whose training was limited to these skills and techniques would lack the education necessary for him to be able to assume broader managerial functions.

## II. Administration as a Generic Process

Administration is thought of as a generic process, and ways must be sought to investigate and to understand how different environments affect this process. This kind of investigation would attempt to strip away, so to speak, those parts of the administrative process which are cultural adaptations, in an attempt to understand which elements are universally human, and thus applicable to any culture.

The method generally chosen by the faculty advisors as a vehicle to implement this belief was the collection, classification, and writing up of case studies for classroom use, some from the United States, but most from Pakistan.

## III. Professional Prestige

The prestige of the public administration professor needed to be raised within the national social structure. Some of the ills plaguing the profession in Pakistan stem from the low levels of compensation paid to professors. In order to make a living, he is forced to hold several jobs simultaneously, which seriously lowers the level of his performance as a teacher. Adequately paid, full-time professors who could devote themselves to research, to developing new materials of instruction from Pakistani sources, to improving course content in teaching methods, and, in general, to the improvement of public administration education in the entire nation would tend to raise the prestige of both the professional teacher and the practitioner. A worthwhile by-product would be the intra-professional, the self-discipline, which grows out of such national prestige, to the improvement to the general moral tone of the entire administrative scene, both public and private.

#### IV. Pakistani Self-Sufficiency

It was generally believed that the ultimate objective of technical assistance projects of this nature was to leave the Pakistani universities and institutes self-sufficient in public administration education. By self-sufficiency was meant a degree of institutional development of such a nature that the nation would no longer require external assistance, either institutional or personal, to either faculty or student. This imposed criterion of a self-perpetuating faculty assumed that the institutions would become self-sustaining in the sense of adequate numbers and adequate professional capacity, in order to be able to train others of their own as replacements. In the United States, doctoral programs are generally thought of as meeting this criterion of self-sufficiency.

Added to this need of being able to reproduce faculty with terminal degrees, the discipline of public administration, in order to remain viable, imposes the condition of being able to produce men who are capable of solving even the largest and most complex problems of government by means of investigation and research. In the case of the Pakistan Project, an ideal of the USC party was that these two capabilities (unassisted reproduction of faculty, and independent research competence) would be present by the end of the project, in addition to the abilities:

- (1) to raise to an acceptable level the competence of practitioners already in the service;
- (2) to educate sufficient numbers of undergraduate and postgraduate students to man the post of government and related enterprises as vacancies appeared and new positions were created; and
- (3) to assist agencies of government with their own programs of in-service training.

The objective of self-sufficiency imposes an additional criterion on the institution, which is recognized as related to the potential competence of its faculty member: The institution and the faculty member must be capable of those types of research, both basic and applied, which he may be called upon to perform. This includes that extreme test of scholarship; the production of new theory and the ability to predict the size and nature of changes to come. It cannot be denied that there is an institutional responsibility here, not only to provide the academic environment conducive to such research, but also to provide the institutional supports in the way of library resources, etc., without which such activities are impossible.

## PROGRAM ADMINISTRATION IN LOS ANGELES

### The International Public Administration Center

In 1954, the International Public Administration Center became the organizational unit of the School of Public Administration charged with the responsibilities for the coordination of international programs. In relation to the Pakistan Project, the International Programs Committee, consisting of Dean Henry Reining, Jr., faculty members with interests and experience in overseas work, and the Director of the Center, Dr. Wesley E. Bjur, met regularly (1) to provide over-all direction and administrative support for the Project; (2) to recruit and orient the professionals required to staff the positions which needed to be filled in Pakistan under contractual provisions; (3) to render advice and assistance on the various kinds of support activities for field operations, and (4) to train and educate Pakistani participants which have been selected and sent to the United States for specialized or advanced degree education and training.

During the length of the contract, the IPAC has functioned in giving assistance to the Pakistanis who arrived for education and training in the University. Since a satisfactory adjustment into the new environment is an important factor in the ultimate success in their academic program, this assistance has included meeting the incoming participants at the airport, assistance in locating suitable housing, orientation and counseling concerning study programs, special courses to orient the student to American usage of terms and concepts in governmental circles, the arranging for typing and other services which facilitate normal academic progress, the processing of University as well as international documentation and, as the students prepared to return to Pakistan, the shipping of personal effects for outgoing graduates.

### AID/IT Trainees and Contract Participants

As the Pakistan contract approached its close out period, contract participants generally decreased in overall number while at the same time the Agency for International Development/International Training program functioning in Pakistan through the AID Public Administration Advisor had increasingly begun to use that program to complement faculty needs in the contract institutions. Thus, through the use of International Training facilities, Pakistani applicants have been selected for graduate training in public administration in the U. S., many of them at USC, with the intention that upon the completion of their training they will be used in the contract-established institutions in order to provide academic and technological skills which are deemed necessary for the full-fledged programs of the NIPAs. It is because these AID/IT trainees are related to the program of the NIPAs in Pakistan that their progress had been reported in recent semi-annual reports. It should be mentioned that the IPAC extends similar

services to a total of approximately 75 international students who aspire to advanced degrees in public administration. This number of students makes possible cooperative trips to visit governmental institutions at some distance from Los Angeles, thereby enriching the educational process for the entire foreign student group.

It may be remarked that all IPAC arranged activities, educational, social and cultural, were scheduled around the regular academic and class schedules of the University so as not to interfere with the academic program of the students. The demands of graduate seminars were overriding for students during the calendar years, and the IPAC staff has consistently and regularly assisted and supported the students in their academic work and in as many ways as were feasible.

A consolidated listing of Pakistani students, both contract and PIO/P sponsored, serviced through the USC/IPAC is included in Appendix C-5.

### III. INSTITUTION BUILDING

Since World War II, overseas technical assistance in public administration has come to occupy an important role in overall international efforts toward economic and social development. In the so-called developing nations, many writers agree that a key element to actual development is, and always will be, talented personnel. The present study concerns attempts by the government of Pakistan, the United States Agency for International Development, and the University of Southern California School of Public Administration to educate and train a number of Pakistani teachers and practitioners in the field of public administration as well as to assist in the creation of institutions in Pakistan which can carry on this work, thereby eventually multiplying its impact in Pakistani culture.

As has been recounted in the history of this project, overseas technical assistance has generally involved the sending of administrative and teaching personnel abroad. These teams have conducted surveys to determine the nature and scope of the country's needs, and have made corresponding recommendations regarding the nature of the institutions to be created. A staff of advisors and/or consultants has been maintained in the field; in the case of Pakistan, during a 7 year period. The work in Pakistan itself has been supplemented by the selection of promising teachers or government officers in Pakistan who have been sent to the United States (or to a third country) for education and training in administration.

Many different activities have been carried on in the course of these projects, including the creation of libraries, publication and dissemination of significant materials related to the field of public administration; the sponsoring of seminars, often attended by international audiences of administrative scholars and practitioners; the creation of courses and short-term programs in management for diverse clientele groups; and the development of undergraduate and postgraduate curricula.

#### Institutionalization and Self-Sufficiency

There is an underlying idea in these investments which have been made in development projects and technical assistance in overseas countries; the total program is fully intended to get something started in each of these nations which will take root and eventually become a self-sustaining activity, native to the political and social environment, no-longer-in-need of infusions of aid and assistance abroad.

That this represented the University of Southern California Party concept of indigenous institutions relating themselves to national and international development and participation was evident from the outline of objectives, purposes and activities already described and presented in the chart which

emphasized the organization of human resources for the improvement of government and social and economic organization in Pakistan. The same theme was expressed as the Chief of Party, Emery E. Olson, made a specific application of these objectives in terms applicable to the primary assignment of the party -- public administration education and training -- at the opening ceremonies of the National Institute of Public Administration in Karachi in December, 1961. He said:

May I suggest that the economic and social progress of a developing nation as well as others is determined by the skill and competency with which it organizes and manages resources for a public purpose? The public administrator has a critical relation to national progress. Basing his operation on economic, social, psychological and technological factors he finds himself compelled to search the world for ideas to meet the influences and pressures of world-wide change. Thus, the future of a nation depends not only on the exchange of goods, and the place of the nation in markets of the world but on the international exchange of ideas and the place of the nation as a creator, developer, adapter and selector of plans of action for organizing, administering and managing economic and human resources. This is the Public Administrator in action.

Your group must ultimately provide the new administrators of modern Pakistan. As you aspire to this role and prepare yourselves for a career of service to Pakistan, you must see yourselves as more than efficient custodians of the past and present. You are civilization builders, program leaders, decision-makers and risk-takers as you relate what is best in your history and traditions to the momentous and kaleidoscopic changes of today! Innovation is imperative, but innovation without anchorage to the values of your character and traditions will be ineffective. Indigenous innovation arising from shrewd selectivity and ingenious application will be neither eastern nor western, American nor British, Asian nor European, but Pakistanian designed to achieve your own national goals.

This theme is expressed in the term "Institution Building." In recent years a considerable amount of study has gone into a critical self-examination of techniques and programs of technical assistance by those who have carried them on, in an effort to understand the factors which contribute to an institution's autochthony. As Weidner has noted:

"American universities working abroad in public administration ... feel that the major explicit objective of the whole institute-establishment procedure is to make them indigenous centers that are

an integral part of, and contributors to, the host country's continuing development and welfare. 13

### The Inter-University Research Program

In 1963 the Ford Foundation made a grant for an Inter-University Research Program in Institution Building in which are participating Indiana, Michigan State, Pittsburgh and Syracuse Universities. Under this foundation sponsorship, an active program of field research and theory building is being carried forward, headquartered at the Graduate School of Public and International Affairs at the University of Pittsburgh.

"Institutions" as used in the sense being developed by this consortium does not refer to (a) normative action pattern in a society such as those related to religion, or (b) to cherished symbolic rights such as marriage, even though these are often called the "institutions" of society. For the purpose of the study program, an institution is a functionally-specific social organization which is able to induce and protect change, and by institutionalization, researchers into the process refer to the manners in which new ideas and functions, through the instrument of the organization, are integrated into developing societies, are accepted, acquire the capacity to sustain themselves, and, finally, come to influence the larger environment in which they function.

The semi-annual reports which document the development and growth of the 4 institutions in Pakistan which were created under contract auspices occasionally use the term "institution building." On the surface, it would seem that the phrase is referring to the creation of a functioning organization, housed in a building of its own. But in a larger sense, it has been the goal of the Agency for International Development, the Government of Pakistan, and the USC team of professors that the institutes for the training and education of public administrators will not merely exist as an organizational entity, but as a true "institution" which is protected and valued by the society in which it functions. One of the key tests by which this institutionalization can be measured will be to observe the success with which these Institutions continue to function, once they have ceased to receive assistance from foreign sources, either in consultants/advisors, or of a financial nature.

Phillip Selznick comments that when we are going to study an organization such as a large company as an "institution," we usually mean that we are

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<sup>13</sup> Edward W. Weidner, Technical Assistance in Public Administration Overseas. (Chicago: Public Administration Service, 1964) p. 18.



going to pay some attention to its history and to the way it has been influenced by the social environment.<sup>14</sup> We will also be interested in its influence on the environment in which it lives. This will be our purpose in commenting upon the creation and growth of the NIPA's and the Department of Administrative Science at the University of the Panjab, the institutions which have been created by the USC team.

The adaptive changes which an organization makes on its way to becoming an institution include (1) development of administrative ideologies either as conscious or unconscious devices of self defense; (2) creation and protection of elites, along with their selection of training; and (3) the emergence of contending interest groups.<sup>15</sup>

Selznick sees institutionalization as a process which happens to an organization over a period of time. Richard L. Duncan and William S. Pooler, of Syracuse University, have been carrying on some extremely interesting research into institution building processes under the auspices of the Inter-University Research Program on Institution Building. These men were able to draw upon a large amount of data previously gathered by the Maxwell School of Syracuse University under a 3-year research study sponsored by the Agency for International Development, as well as from case study reports done since the inception of the Inter-University Research Program under Ford Foundation auspices, also from periodic reporting from selected technical assistance projects.

Duncan and Pooler devised a coding system which itself went through revisions in the interest of making the different variables precise enough to be meaningful when presented in an electronic data processing format. Of particular interest was the way in which Duncan and Pooler handled the element of time, and their emphasis on the need for indigenization of project leadership and resources if the goal of institutionalization is to be reached.

Out of more than 150 project evaluations which were reviewed, only 38 were found to be complete enough for the coding process. They first attempted to divide projects into two phases to cope with changes in different variables over time as the institution was being built. Further testing uncovered the needs for three time phases: the first involves the beginnings of technical assistance, the period of organization and initial functioning of the organization; the second is defined as a transitional

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<sup>14</sup> Philip Selznick. Leadership in Administration. (White Plains, New York: Roe Peterson and Company, 1957) p. 5.

<sup>15</sup> Ibid., pp. 14-15.

period during which there were changes in the significance and configuration of the inputs to the various internal and external aspects of the institution being built; the third is the mature or terminal period when it would normally be expected to find indications of institutionalization to accompany either the reduction or complete withdrawal of technical assistance.

As these researchers worked further with their data they found that a time period of 8-years was necessary before the projects they were studying had arrived at the third stage phase, i.e., the period in their development in which they could continue to exist and function after the reduction or withdrawal of technical assistance. 16

### The Tests of Institutionalization

Selznick feels that whatever it is that happens to an organization as it moves toward institutionalization is closely tied to the concern for self-maintenance by the people who make up the entity. It is this concern for self-maintenance which transforms expendable organizations into institutions, so that there is close relation between "infusion with value" and "self-maintenance." 17

In Selznick's view the test of "infusion with value" is expendability; if people feel a sense of personal loss and resist any change that seems to threaten the life of the organization, institutionalization has begun or has occurred to some extent. He also traces the steps in the gradual change of an organization to an institution; the key element, in his view, is the time when a social structure is created, when the organization accepts certain irreversible commitments which establish its distinctive character in the community. This character is historical, integrated (meaning ego-organized), functional, and dynamic as observed by the outside world. 18

In Selznick's scheme of things, the single most important element in institution building is the leader, and the supreme task of the creative leader is the art of Institution Building, the reworking of human and technological materials to fashion an organism which embodies new and enduring values. 19 The leadership fails when it concentrates on near

<sup>16</sup>Richard L. Duncan and William S. Pooler. "Technical Assistance and Institution Building," Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University (July, 1967), mimeographed, pp. 24-25.

<sup>17</sup>Selznick, Op. Cit., pp. 20-21.

<sup>18</sup>Ibid., pp. 39-40.

<sup>19</sup>Ibid., p. 152.

survival; institutional survival, properly understood, is a matter of maintaining values and a distinctive identity in the world at large. <sup>20</sup>

A legitimate complaint which can be leveled at post-hoc evaluation (including institution building studies) is that the study typically begins after some assistance mission has analyzed an environment's needs, prescribed program, sketched the rough lines of an organizational structure, chosen the principal people who will participate in the endeavor as technical advisors, set the limits of the program as concerns budget and time, and, finally, put the whole thing in motion. One is left to wonder if the extremely important decisions already made at this point in the new organization's formation have not already irrevocably set its course and predestined it, so to speak, to success or failure, irrespective of what the institution builders can do, now that they have arrived on the scene.

In the case of the USC Pakistan Project, USC faculty important to the establishing of early goals had been associated with the Executive Development program which began in 1957, and which brought 88 senior civil servants to the United States for a 6-month training program in public management, both in its theory and practice. It is probably safe to assume then that terms and goals reflect insights gained by USAID Mission and USC faculty, together with ranking officials of the Government of Pakistan, as to the desirability and feasibility of alternative goals and modes of operation.

#### STAGES IN PROJECT DEVELOPMENT

It is believed that one of the purposes of a Final Report is to simplify for the reader the great amount of relatively detailed information which is available in the thousands of pages comprised in the writings of the fourteen semi-annual reports. In order to provide a frame of reference which will at once organize and simplify this large amount of data, the writer has preferred to make use of the three phases or stages of development or maturation which can be observed in nearly all technical assistance projects, according to Duncan and Pooler.

##### The Initial Stage

The first or initial stage, as viewed by these researchers, is characterized in the following activities which are typical of many different kinds of assistance projects:

In the beginning of a project technical assistance is heavily involved in building a strong organization, training recipient

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<sup>20</sup>ibid., p. 63.

personnel, and exercising influence with the recipient society power structure to secure enabling grants of authority and resources. 21

One way to look upon the matter of creating an innovative organization in a culturally hostile environment is to observe that the services of the new institution must appear to constitute a good bargain for the potential and actual users of its services. This is probably why fairly large amounts of external assistance are required in the initial stages of technical assistance projects aimed at creating societal institutions; since the institution's services have not been demonstrated to potential users, the incipient institution cannot yet demand payment or resources for its product.

Nevertheless, if institution building is the goal, indigenization is still the watchword; Duncan and Pooler comment that "attention must be paid to setting up mechanisms which insure the continued existence of the organization when it is later manned solely by indigenous recipient personnel." 22 In actual fact, what happens is that the project personnel attempt to establish relationships with the local power structure in order to secure enabling grants of both authority and resources. It should be noted that the cultural environment was not hostile in the sense suggested.

In the case of the USC Pakistan Project, this initial period is viewed as covering the first 2 years of the project which are in turn covered by Semi-Annual Reports I-IV.

Apparently, this analysis coincides with the personal impressions about developments and the project by the USC team in the field, for in the Fourth Semi-Annual Report (IV:75) one finds the following paragraph:

Twenty-six months have elapsed since the Letter of Agreement was signed on March 24, 1961. Ten weeks after entering into the agreement, the University of Southern California had 2 of its faculty members in Pakistan. By the conclusion of the first semi-annum, 10 long-term staff members and 3 short-term staff members had been engaged in a task of "institution building through the development of human resources." Toward the end of this semi-annum, a grand total of 15 long-term staff members and 17 short-term staff members had been extensively involved in program activities. Seven of the long-term staff members completed their tours of duty, most of them during the months of June and July with nearly 2 or more years of

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21 Duncan and Pooler. Op. cit., p. 69.

22 Ibid., p. 67.

service. Eight new replacements arrived in Pakistan, most of them during late July or early August. This semi-annual report then, in a real sense, marks the conclusion of the first major phase of the USC/Project and the roles which these 32 individuals played in this significant undertaking. The job of carrying on activities was largely given to a new group under the leadership of a new Chief of Party, Assistant Dean, Professor Robert Berkov.

Operating on the assumption that AID was firmly committed to the notion of building institutions capable of multiplying the impact of direct assistance and of continuing the education-plus-training after American aid is withdrawn, the party was engaged in active support of both short-range and long-range activities.

Within the framework of these references and in accord with contract stipulations, the public administration program at this stage had seen the establishment of the following institutions:

1. The National Institutes of Public Administration at Dacca, Lahore, and Karachi.
2. A Department of Public Administration at the University of the Panjab, Lahore.
3. A curriculum in public administration at Dacca University, planned by a syndicate which contemplated the eventual establishment of a full-fledged Department of Public Administration.
4. A National Administrative Training Council headed by a cabinet minister and charged with the development of training policies for the NIPA and other government-sponsored training agencies.
5. A joint secretariat in the Establishment Division, created to coordinate the Central Government activities.
6. A National Training Policy developed by the Establishment Division for these and other training institutions.

It was also felt that already there had grown up in Pakistan an appreciation and an understanding of the role of public administration in a society bent on rapid development. Furthermore, this in itself represented a major institutional growth and a recognition of the important way which public administration skills and knowledge can serve the nation of Pakistan.

## The Second or Transitional Stage

According to Duncan and Pooler, the transitional or intermediate stage of institution building can be characterized by the following:

...technical assistance begins to provide for transition plans for leadership, build up an awareness, both within the organization and within the recipient environment, of necessary functional linkages, assume a greater advisory role with little if any emphasis on operation, and in general set up procedures to effect a turnover to indigenous personnel.<sup>23</sup>

If one peruses sequentially the semi-annual reports, one notes a significant difference in content, format, and in tone of presentation between the IVth and the Vth. Perhaps this change is best characterized in the language of an opening paragraph in the Vth Semi-Annual Report. (V:1)

This report, the fifth in the series, represents a dramatic and significant change of approach. As a result of policy decisions by the Agency for International Development, a program which was originally conceived as a ten-year effort was deemed to be of marginal importance, and the AID Mission in Pakistan gave notice of its intention to allow the contract to expire on October 31, 1963; a bare 3 years after the signing of the initial Letter of Agreement.

Undoubtedly, to cut a 10-year program back to approximately 3 years was disappointing for the University team and for the Pakistani associates by now deeply committed to the project and its goals. Specifically, the pace of the program, instead of enlarging upon earlier efforts and anticipating a period of maximum collaboration of American advisors with their Pakistani counterparts, all had to be recast in light of a phase down and a phase out. In a later paragraph, the report continues:

It cannot be too strongly emphasized that the decision of the Agency for International Development to terminate American advisory assistance to certain training institutions of the Government of Pakistan only 2 years after the start of the first such institution, and barely 18 months after the establishment of the third such institution, involved repercussions which were of profound effect within the Government of Pakistan and within the ranks of the USC Party. That the former rallied more to the program in a dramatic fashion, and that the morale of the latter was maintained

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<sup>23</sup> ibid., p. 70.

to a remarkable degree in light of the circumstances, constitutes a tribute to all personnel involved in this project, and affords an elegant testimony to the importance and significance of the program to the Pakistanis and the Americans who have been involved in its execution.

As a result of diplomacy and persuasion at many levels, by March of 1963, it appeared that an extension of the program -- on a severely modified basis -- was contemplated for the period 1963-65. Program adjustments were reflected in a reduction of personnel, cutting back from 16 American advisors to about half that number.

A collateral result of these negotiations, of incalculable long-term benefit to the project of institutionalization, was the fact that the Pakistani Government committed itself to give rupee support from its national budget to some of the institutions which had been created. In terms of institution building theory, this is an extremely significant moment in the indigenization of an innovative organization.

The second or transitional stage, then, is considered to be covered by semi-annual reports V-IX. This entire period (October, 1962 through March, 1965) is heavily overshadowed by the philosophy of phase out. For instance, the title of the VIth is "Implementation of a Modified Assistance Program" and the period is characterized in opening paragraphs of the Report itself as representing a "process of violent contraction in program; the departure of key personnel, etc."

The VIIth is entitled "Design for Phase Out and Implementation of a Modified Assistance Program," and problems specified during the period were the selection of Pakistanis for training at USC for eventual staffing of the institutions being created, etc. Another item of importance occurring in VIIth (VII:5) was that it was possible to negotiate a two-man party for 1966-67 after earlier thoughts of a complete close down of the project by the summer of 1965 were seen as unrealistic. The threat of "close down" provided a "crisis" point in the decision-making process in Pakistan. They decided that the "institutions" were their own.

### The Third, or Institutionalized Stage

The critical feature which separates the second from the third stage in Duncan and Pooler's thinking is the cut off of outside resource support, leaving the new organization to operate in its own real world. They write:

"The third stage is one where technical assistance activity is considerably reduced, usually to some minimal advisory services or continuing consultation. By this time, if there has been success in building an institution, the organization should now have some

autonomy by virtue of its place in the recipient society institutional configuration. Recipient efforts are mainly directed at further publicizing the new institution and gaining greater acceptance for it. <sup>24</sup>

While it can be legitimately observed that the cut back in external assistance which marked the division between the first and second phases of the Institution Building efforts in Pakistan produced a beneficial response for the institutions under creation, in that the Government of Pakistan assigned rupee financing to cover important budgetary elements for the operation of these institutions, for the purpose of this report the third stage is considered to have begun when the decision was made to cut back the USC assistance team to 2 persons.

The Xth is representative of the beginning of this third stage, and its subtitle speaks of some of the problems faced by the USC team: "A Look to the Future in a Period of Uncertainty." Opening paragraphs characterized the project as a "holding operation" since August, 1965 (X:4).

An historical event which overshadowed the entire period was the building tension between India and Pakistan, which finally erupted in a 17-day war in September, 1965. Naturally enough, the administrative resources of the nation was focused entirely on the national crisis represented by the war, and of consequence, the writers of the Xth comment "The absorption rate of technical assistance is low."

On the other hand, the internal stress created by the international tension, accompanied by deteriorating diplomatic relations between Pakistan and the United States, fairly demonstrated the metal, internal coherence, and actual viability of the institutions which had been created under contract auspices. For instance, the Xth, in the face of an ever present threat of further rapid deterioration which could seriously undermine 5 years of project work, reports the following optimistic note:

...it should be stressed that the contract institutions are now viable ones which meet needs felt by the Pakistani Government and society. Daily improvements are being made in programs and the institutions are rapidly becoming an integral part of the organizational life of the nation. The present focus is on how to make "good" institutions into "outstanding" institutions; equal to any in the world. (X:5)

The XIth reports that in the aftermath of the Indo-Pakistani war, the NIPAs suffered budget cuts from 25 to 35%, and the Department of Public Administration of the University of the Panjab was cut back approximately

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<sup>24</sup> Ibid., p. 70.



60%. Yet, the period of stress was an opportunity for the institutions to demonstrate their capacity as autonomous, indigenous institutions. One of the NIPA staffs immediately undertook a field study on civil defense and submitted a report on this topic to the government of Pakistan. They also gave attention to the development of nation building programs, now that the war was over. Perhaps with justifiable optimism, the writer of the XIth reports "the objective of establishing 4 viable institutions has almost been achieved." (XI:4)

The XIIth, XIIIth and XIVth contain much illustrative and useful material in the same vein.

#### PROFILE OF INSTITUTIONS RECEIVING ASSISTANCE UNDER THE USC PROJECT

During the first 2 years of the project the USC School of Public Administration undertook to assist 7 different institutions in 4 different geographic locations in Pakistan. These included rendering assistance to 2 university programs, at the University of Dacca in East Pakistan and at the University of the Panjab in West Pakistan; to 3 National Institutes of Public Administration, located in Dacca, Lahore, and Karachi; to the Civil Service Academy located at Lahore; and to the Secretariat Training Institute at Karachi, and in a limited manner, to its branch in Rawalpindi.

It should be mentioned that the USC effort was coordinated with a nationwide program to improve the effectiveness of the public service through training. Simultaneously with the USC effort, the Ford Foundation, through Syracuse University and the Staff College at Henley-on-Thames, were rendering assistance to the Administrative Staff College at Lahore as well as through Michigan State University to the Rural Development Academies at Comilla and Peshawar.

Other Pakistani training institutions participating in this coordinated national effort, included the Finance Officer's Academy, the Police Training College, and the Gazetted Officer's Academy.

After the severe cutback in resources, both material and personnel which came at the end of the second year of project operations, the USC team dedicated its principal efforts to 4 institutions, the 3 NIPAs at Dacca, Lahore, and Karachi, and to the Department of Public Administration (later called the Department of Administrative Science) at the University of the Panjab.

It may be helpful here to present a kind of "institutional profile" of these 4 institutions, in order that the reader may better understand the nature of the project and of the assistance rendered.

## The Creation of the National Institutes of Public Administration

The 11th semi-annual records the establishment by the Government of Pakistan (with the assistance and encouragement of the University of Southern California staff and USOM/Pakistan) of three semi-autonomous NIPAs as governmental agencies, dedicated to the improvement of public administration in Pakistan.

The rapidity with which this was accomplished is remarkable. The Agreement with the International Cooperation Administration (now the Agency for International Development) was signed on July 18, 1960, and it was after that date the USC party began to be formed. Preliminary surveys had been carried out previously, but the first residence team began to arrive in Pakistan in December, 1960. There were busy months of planning, programming, and formulation of policy during these early months which had a profound impact upon the later organization and function of the National Institutes of Public Administration, some aspects of which are treated in other parts of this report. The opening ceremonies for the NIPA at Lahore were held in April, 1961, with more than 20 officers registered for a 3 month full-time program in public administration, organization and management as applied to national development.

Yet, early in March of 1961 a Pakistani Director was assigned to the NIPA which was established in Lahore, followed in June of 1961 by a Director of the NIPA in Dacca, and in September by a Director for the NIPA in Karachi. In each case, the persons selected as Directors were members of the elite cadre of public servants, the Civil Service of Pakistan. Simultaneously, vacancies for the professional staff of these NIPAs were advertised, and in the case of NIPA Lahore and NIPA Dacca, several professional persons were employed; albeit, all were at a junior level and would not be able to take over major teaching responsibilities for a considerable time.

Each of the 3 NIPA centers varied as to the respective operating and advisory responsibilities assumed by the professor/advisors, but the principle of gradual transition of operating responsibilities to the Pakistani staff was kept in mind as the goal of all who were concerned with their creation. There were inevitable tensions and misunderstandings, reconsiderations, retreats, followed by advances, but the major objective remained; to build Pakistani institutions.

### Differing Organizations of the NIPAs

NIPA/Lahore was legally established under the Societies Act of 1863 of the West Pakistan Government, in May, 1961. NIPA/Dacca was created under similar legislation in September, 1961, under the East Pakistan

Government Educational and Training Institutions Ordinance of 1961, while NIPA/Karachi was operating as a unit of government within the Establishment Division of the Secretariat of the President.

Both Lahore and Dacca operated under ad hoc committees before the official dates of establishment. The USC party and the USOM had recommended some type of central office for NIPA in Rawalpindi with a Director-General to coordinate all 3 operations. The Ministry of Finance hesitated to do this at such an early stage in the development of the program. Thus, the burden of overall planning and coordination remained with the USC party and with the staff of the Establishment Division which was already overloaded with normal operations. However, through special efforts of representatives of the Government of Pakistan (both East and West Wings), the USOM, and the Party, the 3 NIPAs succeeded in making a place for themselves without a central coordinating office. At the same time, the Party and the Mission continued to press for some time for central coordination throughout the period.

Another problem at this stage of the project was the securing of Pakistani counterparts to work with the USC advisors, men who could soon become familiar with objectives and operations so as to ultimately take them over. All the problems implied in such a situation were faced: searching for, and persuading competent persons to join a new enterprise; uncertainties of rupee budgets for new programs; a time lag (in sending candidates for degrees and other training for education in the United States; and staff development in the training of Pakistanis.

Through a major effort by both the Party and the Mission, by the end of September, 3 CSP officers with 12 to 15 years experience in the service had been assigned as Directors of the 3 incipient institutions. As for teaching staff, only 1 Pakistani had been deputed by the government who could conceivably be thought of as a teaching counterpart.

Some specific comments about each of the NIPAs follow, in order to characterize their early formation and individual development, in the order in which they were first set in motion.

NIPA/Lahore - The Director of the newly created National Institute of Public Administration at Lahore, Mr. Inayatullah, CSP, was appointed in early March, 1961. By the time the first Management Development Program had ended in June, the staff already consisted of 22 persons. These included 2 administrative officers, 1 stenographer, 5 typists, 1 accountant, 5 clerks, and 8 custodians or messengers. The first of the permanent professional staff were added in late August and September. In order to recruit them, advertisements were run in the major newspapers of West Pakistan which produced approximately 200 applications. Some 50 applicants for the position for senior instructor, instructor,

lecturer, research associate, and research assistant were interviewed. Applications were also reviewed for research librarian, librarian, visual aid technician, and layout artist.

The staff at first occupied 6 rooms on the first floor of the Provincial Assembly Building in Lahore. Additional space was made available for a classroom and library, later increased to 12 rooms. As a temporary expedient, this arrangement was quite satisfactory. The primary problem was the inadequacy of the classroom, which formally had been a legislative conference chamber. These facilities, however, did not include hostel accommodations for the participants -- an important feature of executive development programs. Those who came from outside of Lahore had assistance from the government in finding housing, but this was never so satisfactory as residence at the Institution itself.

Organization of NIPA Lahore - The Lahore NIPA center was organized with an ex officio Board of Directors consisting of the following: Chairman, Mr. M. M. Ahmad, Additional Chief Secretary; Mr. A.G.N. Kazi, Finance Secretary; Professor Sira-ud-din, Secretary of Education; Professor Taj Mohammad Khayal, Vice Chancellor, University of the Panjab; and the Director of NIPA, Inayatullah. The USC Senior Advisor in Lahore and the Deputy Chief of Party, also were members of the Board and the Provincial Director of USOM/Lahore also participated.

One of the first major tasks facing this Board was the formation of rules and regulations under which the NIPA would function. The new Director, a career officer in the Pakistan Civil Service, had filled a number of positions, all of them at the Provincial Government level. He was selected under a Ford Foundation grant while Secretary of Irrigation, Communications and Works, to go to the United States for additional graduate study. He earned the MPA degree in 1956 from Littauer School, Harvard University. In 1960, upon his return, he was assigned, against his wishes, as the Secretary of Health, Welfare and Local Government. He had been in this position only a few months when he was transferred to NIPA/Lahore. He objected to his transfer, even conveying personally his reasons to the Governor. His transfer however, was effected (it should be stated that the USC Party and the USOM were not invited nor did not participate in any way in the selection of the Directors).

The situation at Lahore was not one designed to improve morale or to create the possible environment for a new enterprise. (1) The assignment at NIPA took Mr. Inayatullah out of the line for direct promotion; he was shortly due for promotion to Joint Secretary. (2) The emoluments of office were not equivalent to those of a field or secretary assignment. (3) He was not given an opportunity to discuss the new proposal before he found himself already committed. The fact that he did adjust himself to the appointment and developed a real interest in the institution, accepting

the responsibilities of leadership in a new field thrust upon him, is a credit to him and to the Civil Service system of which he is a member.

As Director, he sought, through both center and provincial channels, to maintain as large a degree of autonomy as possible for NIPA/Lahore.

The Board of Governors, on the other hand, was of the view that NIPA/Lahore was a creature of the Government of West Pakistan, and should therefore conform to the GOWP administrative regulations, including its salary and fringe benefits schedules. Mr. Inayatullah's position was supported by both the USOM and the USC Party, who believed that unless a large degree of autonomy was provided there could be no successful program.

The NIPA organization developed quickly in Lahore and almost at once undertook a series of major programs. This was possible only because the American staffs carried the instructional burden, and in addition, a large share of the administrative support. However, NIPA gained a reputation for itself, which, without the USC party it probably could not have supported. Certainly, the program was more American and less Pakistani oriented than it should have been. On the other hand, a going institution was in existence within 8 or 10 months of its inception, and as a pilot program functioning as a "learning by doing" experience, it contributed immeasurably to the understanding of the American staff in comparatively short time.

NIPA/Dacca - Early in February, 1961, 2 members of the USC team reported to Dacca. On March 7, looking toward the establishment of the NIPA, an ad hoc committee was named by Governor Azam Khan and chaired by the Chief Secretary, S. H. Raza. This group was charged with looking after the affairs of the Institute until the Board of Governors could be constituted.

A subcommittee was named to deal with in-service training and given the specific responsibility for developing a syllabus for the Management Development Program. The Institute was assigned office and classroom space in the Provincial Assembly Building with the understanding that it would have to vacate these quarters temporarily when the Supreme Court met in April.

An administrative officer, who had been additional District Magistrate at Khulna, was deputed to the Institute and arrived on February 12, 1961. The positions of instructor, librarian, and research assistant were advertised in the newspapers with the help of the Chairman of the Public Service Commission, and some 30 applicants were interviewed. Two of these were appointed on a full-time basis and 1 on a part-time basis. In addition to this professional staff, a stenographer, head clerk, accountant, mimeograph operator, and 3 typists were appointed.

In June, Mr. A. M. Sanaul Huq, CSP, arrived back in Pakistan after being detailed for training at the London School of Economics, and was appointed to the post of Director, NIPA Dacca. He had previously been a university lecturer in economics, a Deputy Commissioner, Joint Secretary, Director General of Industries, and more recently, a member of the committee to implement reorganization of provincial administration. In his welcoming address, he saw his role as a leader of an institution which would serve government in research and consultation and felt that his personal connections with the Governor and the offices of government would be varied and effective.

The first in-service training course in Organization and Management was held from July 6 through August 5 with 22 participants. A two-week seminar in Conference Leadership was held in early September and attended by 20 officers, some of them of Secretary rank.

The Institute was asked from time to time to assist in Organization and Methods work in the government. One of these requests resulted in the East Pakistan Water and Power Development Authority study which is described in the II semi-annual report. The NIPA American staff was also invited as consultants to the surplus manpower commission, the agriculture department, and the commissioner in counsel.

Summary of NIPA/Dacca Organization - Although starting later than NIPA Lahore and despite a smaller USC staff assigned to it, NIPA Dacca was able to show, by mid-September, 1961, considerably greater acceptance by the East Pakistani Government than its West Pakistan counterpart. One of the factors clearly bearing upon this was the absence of a large-scale training program such as the Management Development Program which had engaged NIPA/Lahore at the beginning. Dacca's first effort was a 4-week O&M course, and this did not begin until the Institute had been in existence for 5 months. Since a pilot course had already been given in Lahore, there was not the same pressure to opening the program in Dacca, and preparation could proceed on a more reasonable time schedule.

A second major reason could be found in the nature of the relationship between East and West Pakistan. Although the larger of the two in total population, East Pakistan is felt to be less favored. There is some concern over the fact that West Pakistan supplies a share of national leadership disproportionate to its share of its population. In the desire to eliminate this situation, there seemed to be added effort in Dacca to take advantage of what was offered under the various programs.

A third important factor was to be found in the personality of the Director, Mr. Sanaul Huq, who was an academician before he became an administrator and was inclined to be permissive and supportive in his style of

leadership. The total result was an improvement of relationships with important people in the government and a general strengthening of NIPA Dacca at a crucial time in its development.

NIPA/Karachi - Although original agreements had indicated that there were to be centers in Dacca, Lahore, and Karachi, the Government of Pakistan by June, 1961, had done little to implement the agreement insofar as Karachi was concerned. In June, a meeting in Rawalpindi with the Secretary of Finance (budget), it became clear that despite the efforts of the Establishment Secretary, Mr. Hardy, the Secretary of Finance had not given approval to the Karachi center.

Numerous conversations followed between representatives of the Mission, the Party, and the Government. Ultimately, agreement was reached by the Mission Director and the Minister of Finance that there would be a center in Karachi.

By early September, a Director had been appointed, but a teaching program was not begun, since the time consumed in developing budgets, negotiating administrative arrangements, obtaining personnel, and procuring space, cut deeply into resources which should have been dedicated to the teaching activities which were more properly the functioning of the NIPA.

By late September, however, most of these matters had been settled. It was then, with the coming of a Director, Masrury Hasan Khan, CSP, for the first time the USC staff could give attention to matters of substantive concern, the first of which was the planning of a 6-month Section Officer Program.

The new Director had been assigned to NIPA Karachi from a Deputy Commissioner Post in Jacobabad which, apparently, he preferred, as a CSP, to retain. He was not unfamiliar with the American approach to administration, having spent 7 months in the United States as a member of the officer group (88 in all) who had participated in the special USC program in Executive Development.

As for program, members of the USC Party had committed the NIPA Karachi to present 2 Management Development Programs "back to back" beginning on September 1. These would be attended by a new class of approximately 60 Section Officers as part of a 6-month orientation training program being arranged for them by the Secretariat Training Institute. As an illustration of some of the vicissitudes suffered by the NIPAs in their early functioning, this plan was drastically revised in mid-July when the Government extended the training period to a year and asked NIPA Karachi to undertake 9 months of this time. It should be remembered that the teaching staff at NIPA Karachi consisted almost exclusively

of USC Professor-Advisors at this time. The opening ceremonies took place in December, 1961.

### Department of Public Administration, University of the Panjab

Professor James W. Drury arrived in Pakistan in February, 1961, and was assigned to assist the University of the Panjab to develop a School or Department of Public Administration. The subject had not been previously taught at the University and there were no professors qualified to instruct in the field. Because of the lack of professors and because of the changes in the Pakistani leadership of the University during this initial period, progress in establishing a Department of Public Administration was not so rapid as was first anticipated.

In September, 1961, Professor Drury was instructed to devote full-time to assisting the University to establish the Department of Public Administration. In October, discussions of highly placed Pakistani leaders resulted in a determination to implement the plan for such a department. The following month, November 15, the Vice Chancellor of the University appointed an ad hoc committee to prepare the plans and the curriculum for the department and to formulate necessary statutes and ordinances which would bring this department into existence. The committee consisted of 4 professors of the University, the registrar (Dean of the Faculty), treasurer of the University, Deputy Secretary of the GOWP Finance Department, the Director of NIPA Lahore, Professor Drury, and Chief of Party, Dean Olson.

A series of meetings were held in November, December, and January, to plan the department and action was initiated to obtain necessary funds.

On February 20, 1962, the ad hoc committee approved the comprehensive plan contained in the draft statutes and ordinances and recommended that a program of instruction in public administration be inaugurated at the academic session commencing in Fall, 1962.

In the meantime, the Governor of West Pakistan sanctioned in late February the expenditure of Rs. 60,000 for the 1962 Fiscal Year to implement the statutes and ordinances and authorized the appropriation of Rs. 120,000 as a recurring item in the budget commencing with the Fiscal Year 1963.

Other actions were taken to support the planned department. Professor Drury served on the library committee which laid plans for the establishment of the library for the department. Classroom space, offices, and library were obtained in the new building for the Institute of Education and Research on the New Campus; desk chairs, library shelves and other equipment were designed and built.



To lay the groundwork in the university environment for the establishment of a new discipline, other plans were made to convene a seminar of college and university instructors of the social sciences in Lahore sometime in June, 1962. The purpose would be to acquaint instructors in disciplines which related to public administration with the new department, to recruit students from the colleges for graduate instruction in public administration, and to identify qualified instructors who might become professors of public administration after some training in the United States.

From the very beginning it was understood that the building of an educational institution at the university level is a long-term process which would not show results until after decades or generations rather than in months or years. Almost 2 years had elapsed between the initial agreement for USC to advise assistance in public administration in education in Pakistan and the beginning of the first class at the University of the Panjab. Another 2 years would go by before graduation of the first students, who would number no more than 30 or 40, and who would have been taught almost entirely by American professors.

But since there was agreement between the Government of Pakistan, USAID, the University of the Panjab, and the University of Southern California that an academic program in the university is necessary and desirable in order to educate practitioners and teachers who could eventually staff other training institutions in public administration, the investment in money, time, patience, and serious labor was felt to be worthwhile.

#### University of Dacca

From the beginning of the project, Professor Donald Hecock divided his time between NIPA Dacca and the University of Dacca. A Department of Public Administration was planned for the University of Dacca, just as had been planned for the University of the Panjab in West Pakistan.

However, the Vice Chancellor at the University of Dacca did not look with favor on the expansion of the new programs. His successor was openly more interested in business administration and he also pointed out that the Public Service Commission had failed to give sufficient recognition to the discipline of public administration when it recruits junior officers. As a result, a graduate program in public administration at the University of Dacca was postponed, and was still not a reality by the end of the project in 1967.

#### AN ANALYSIS OF CONTRACT INSTITUTIONAL GROWTH

In March, 1966, Mr. Ted Thomas, Director, International Public Administration Center of the University of Southern California visited the contract institutions as campus representative. Together with

Dr. Garth N. Jones, Chief of Party, USC/PA Contract, Mr. Thomas prepared a report which was presented to Leon D. Margosian, Acting Senior Public Administration Officer in Pakistan.<sup>25</sup> In reference to the National Institutes of Public Administration, the Thomas report finds that while there are some differences in the maturity of the 3 NIPAs, many important aspects related to the first phase of their development had been successfully and essentially concluded. It is felt that the NIPAs have become independent and viable organizations which are supported largely by resources from the Pakistani Government. Each of the NIPAs has successfully developed its own organizational system, sanctioned by the legal framework pertinent to its relationship with the Government of Pakistan; has recruited and trained professional administrative staff as well as instructional staff; has secured instructional equipment and materials; and has carried on the development of a training curriculum for the programs in which each is engaged.

Examples of the growth and development of the NIPAs as evidenced in the number of courses they offer and the number of students they have reached in their 7 years of operation, can be gained from examining some of the appendices included with this Final Report.

Another part of this report has referred to the autonomous nature of the organization of each of the NIPAs. An interesting outgrowth of this organizational and institutional autonomy, perhaps not envisioned when the institutions were first created as independent entities has been the fact that each of the NIPAs has moved toward the development of certain special competencies related to the clientele group which they have been called upon to serve.

#### NIPA/Karachi

For example, NIPA Karachi has developed a strong interest in the problems of urban development, and has sponsored conferences; regional, national, and international on this subject.

#### NIPA/Lahore

NIPA Lahore has moved in the direction of developing an action-specialization in both district administration and in the management of public enterprises. NIPA Lahore hosted an international conference entitled "Problems of Public Enterprises" in March, 1967, at which Mr. Aubrey J. Wagner, Chairman of the Board of the Tennessee Valley Authority, was the keynote speaker and distinguished consultant.

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<sup>25</sup>This report is reproduced in its entirety in the XIth Semi-Annual Report, Appendix A, pp. 56-66.

## NIPA/Dacca

NIPA Dacca has been involved in a variety of action programs and consultations with the East Pakistan Government agencies, to the extent of developing a specialty in the improvement of administrative management, in particular municipal administration.

Representative of these institutional specializations, NIPA Karachi sponsored an international conference on "Problems of Urbanization" which was held early November, 1966. This conference, attended by 122 persons, was considered to be highly successful as the first of a series of national conferences on important and timely administration topics scheduled for the NIPAs. NIPA Lahore sponsored a major conference on "Problems of Public Enterprises" in March, 1967, and NIPA Dacca a conference on "Problems of Municipal Administration" in May, 1967. (See XIIIth and XIVth Semi-Annual Reports for a more complete report of these conferences).

The XIVth Semi-Annual reports that the NIPAs have advanced beyond giving the standard 3-month Advanced Management Course with which they began their services as institutions some 6 years previously. They are now able to respond to individual department requests to survey and to formulate tailor-made instructional programs for departmental needs. These special short courses have been scheduled for such diverse agencies as the Telephone and Telegraph Department, the Forest Institute, the East Pakistan Industrial Development Corporation, the East Pakistan Water and Power Development Authority, the Controller and Auditor General of Pakistan, and the East Pakistan Civil Service Probationer Circle Officers.

In addition to these tailor-made courses for particular organizations, the NIPAs are now placing stronger emphasis upon courses for administrators in particular functional areas such as for those engaged in budgeting and financial administration work and those engaged in organization and methods analysis.

In yet another significant area, all three NIPAs are placing renewed emphasis upon courses which orient foreign advisors and consultants to Pakistan so that they can do a better job of assisting the nation.

## Department of Administrative Science, University of the Panjab

Reports on the progress of the development of the Department of Administrative Science, the University of the Panjab, during the final 2 years of the project are generally encouraging (the Department of Public Administration had its name changed to the Department of Administrative Science in June, 1966).

By the end of the project, the Department of Administrative Science had more holders of the doctorate on its staff than any other department at the University of the Panjab and the USC professor-advisors commented that the DAS, from the standpoint of organization and facilities, teaching methodology, library facilities, and cohesion as a department had made it almost a show place of the University, so that it was called upon to host many visitors, national and international, who want to see some of its successes first hand.

DAS Academic Programs - As an illustration of the activities of the Department of Administrative Sciences, in September, 1967, 75 new day-time students were admitted to begin a 2-year study program leading to master's degrees. In the evening program, 40 students who are full-time employees in government or business were admitted.

Statistics for the first 3 or 4 years of the history of the department show that in regard to the morning students, about 38% of those admitted have dropped out or have not completed their work, 17% had completed their academic work, and 45% completed academic work plus their thesis and have been awarded master's degrees. In the evening program only about 7% of those admitted have gone through the long part-time program, which takes 3 to 4 years, in order to receive a master's degree. About 6% dropped out along the way. Another 25% have completed the academic course work but have found it difficult to finish their theses (XIV:28-29).

DAS Graduates - The Department of Administrative Science continues to be a preparatory institution for what is considered to be the best organization and methods unit in Pakistan--the O&M Unit of the Pakistan International Airlines, Karachi. Seven of the 18 staff members are graduates of the DAS.

Statistics concerning the first 3 graduating classes of the DAS are very illuminating. Of 68 graduates, 31% have taken jobs with the government, 20% are employed in various public corporations, 21% in private business, and 14% work in training or educational institutions such as NIPA or at the university level. A few have gone to work for foreign missions, such as AID.

Since the unemployment rate in Pakistan is high among holders of graduate degrees in the humanities and social sciences, it is worth noting that out of 68 graduates to date from the Department of Administrative Science, only 2 male students and 3 women had not been employed as of December, 1967.

#### Bureau of National Development (BOND)

An interesting outgrowth of the Department of Administrative Science at the University of the Panjab has been an academic organization, linking

several departments at the New Campus at the University of the Panjab under the direction of Dr. Afzal of the Department of Administrative Science. Although this has not yet become a legal entity of the University of the Panjab, the Bureau of National Development is seen as a cooperative program between the Departments of Economics, Sociology, Statistics and Administrative Sciences at the University of the Panjab. It is hoped that BOND will become an effective instrument of educational reform, not only at the University of the Panjab but elsewhere (XII:23-24). It is further regarded as a significant institutional development to assure, during future years, continued progress at the Department of Administrative Sciences, because it is felt that one department cannot progress unless other teaching departments at the University also make commensurate developments. (XII:17).

One of the activities to be sponsored under the BOND aegis is an Honor's Program in Social Sciences, which has been approved by the Academic Council of the University of the Panjab. After the Honor's Program was established, it is planned within the next 2 years that a Ph.D. program will be initiated. By pooling the academic resources of the holders of doctorates among all of the departments which are grouped under the BOND organization, it is felt that the University of the Panjab will be able to offer adequate academic programs leading to the doctorate.

Thus, BOND is becoming an influential social innovation in bringing about educational reform at the University. One of the encouraging aspects of this reform element is that internal examinations will be used according to the American model. For many years, the University of the Panjab has used the European format of serving as the external examining agency for the study programs of many academic institutions. Students in Pakistan carry on their study programs under different institutional auspices, according to this practice, and it is possible for a student to be awarded an academic degree from the University of the Panjab even though he has seldom attended classes at the University. By changing over to the "American model" and by relating studies and research in the social sciences and administration to the goals of national development in Pakistan, the BOND program is proposing something which promises to be much more academically rewarding than degree programs have been in the past (XIV:30-31).

### CRITICAL INCIDENTS

The concept of the "critical incident" has been used for at least two purposes in the study of administration:

1. To cut through the routine and the trivial which make up much of the day-to-day work of an office, and

2. to create a frame of reference in which a relatively short sequence of events in the history of the organization, during which occurrences which happened or decisions which were made seem especially significant, because they have noticeably altered the course of the organization from that time forward, can be focused upon and analyzed.

Understood in this way, the writer believes that by reporting "critical incidents" in the history of the project, significant insights can be gained by the reader without his having to comb through many pages of official reports.

### Critical Incident: A National Organization for the NIPAs

During the preliminary negotiations in Pakistan and the preplanning which took place on the USC Campus, as well as during the first 2 months of active development of the project in Pakistan, it was believed by the faculty of the School of Public Administration, the first Chief of Party, and the earlier arrivals of the team, that there should be what would be known as a single National Institute of Public Administration with three branches--one at Lahore, one at Dacca, and one at Karachi. The Chief of the Public Administration Division of USAID concurred with the Chief of Party that this would be the type of organization best suited to the conditions and needs of the country.

Within a few weeks, however, these all yielded to a rapidly developing situation in West Pakistan which seemed to indicate that organization would be accelerated if each of the 2 major provinces could develop its own National Institute as provincial institutions, with each carrying the name of "National Institute of Public Administration." As these decisions were being taken, there was also being planned a third institute, to be located at Karachi, with the idea that it should serve the Central Government of Pakistan rather than the needs of the Eastern or Western Wing. At that time, Karachi was a larger national government center than the capital at Rawalpindi.

With the passage of time, most observers who are well-acquainted with the history and the development of Pakistan as well as of these institutions concur that it was indeed wise to yield to the recommendations of the Government of Pakistan, and to have established 3 separate institutions, each with its own Board of Directors. Each NIPA represents a unit of government which had already learned to operate on a somewhat autonomous basis in other areas of their activities. There are those who feel that the present organization in this form is probably the best one for the foreseeable future.

Actually, the 3 organizations, each with its own Board of Directors made up of officers closely related with the area government under whose auspices

they were established, capitalized upon the pride of individuality. There was healthy competition in their development. There is strong evidence that the sum total of the influence and leadership of the 3 institutes, each representative of a major unit of the government, is greater than such leadership and influence might have been had there been only 1 governing board and 1 overall director. Had the 3 NIPAs been branches of 1 single organization, the great distances separating them -- over 1,000 miles from Lahore or Karachi to Dacca, 700 miles from Karachi to Lahore -- posed problems of communications even in the age of air travel.

Creating 3 autonomous NIPAs instead of 1 organization with 3 branches has, of course, created some problems, such as in the shared use of specialized staff and the implementation of professional exchange. However, this has been counterbalanced by the flexibility which was built into the NIPA organizations, in that the governing boards and the director can quickly and readily respond to changes in environmental needs for NIPA services. The organization as it now stands represents 3 organizations, each with hundreds of middle and high level personnel who have been trained in them, committed to the institutions with which they have been associated.

#### Critical Incident: Rotating NIPA Directorships

One of the important strategies relative to institution building is that of establishing linkages with existing societal organizations, and to engage in transactions with them which are important to the growth and the development of the new organization.

An early strategy of the USC team was to engage the elite Civil Service cadre of Pakistan in transactions with the NIPAs, thereby coopting their support, by having CSP officers named as Directors of the NIPAs by the Central Government Establishment Division. There were some risks involved--the GOP had historically rotated its elite officers among their assignments, following British tradition. This system is thoroughly understood and has come to be accepted by all of the representatives of education and government in Pakistan. While the American advisory group was often uneasy over problems arising from changing leadership, some advantages later accrued.

The assignment to the directorship to one of these institutes proved, in most cases, to be a highly developed intellectual experience of the Director, i.e., the CSP officer. The background and experience of the Director as a government officer proved to be most important in the development of curricula. There is a possible disadvantage arising out of the fact that the officer-director is many times without educational training expertise. This is counterbalanced by the fact that he is in the habit of using professional and technical staff in his work as a government

administrator. In the case of the NIPAs, any weakness could easily be overcome by the development of a senior instructor or an educational director who would be a senior man on the academic and training staff, and who would remain permanently, or at least for a lengthy period, as the professional and technical leader of the organization.

It is reported that at the present time informal discussions are now being carried on to encourage the development of this type of healthy relationships between philosopher and practitioner, between theoretician and operator, in a significant way in the NIPAs. It is necessary to include both types of leadership in these institutes for the training and development of government officers.

The result of this early decision, influenced by the presence of a Pakistani government policy somewhat alien to the USC Advisory Team, has been that it has been possible to retain the potency of the practitioner relationship by using the rotating directors, and at the same time, to strengthen the educational, research and case study competence of the professional staff.

In contrast, it should be pointed out that this theory has proven not to be applicable to the Department of Administrative Science at the University of the Panjab. This University is an autonomous institution, and its leadership in the professional activities for which the Department of Administrative Science is responsible has been entirely academic in character; no CSP officer has been made a departmental director there.

Thus, through trial and error, patience has produced an innovative approach which recognizes the basic characteristics of government and education in Pakistan, and probably the most effective plan for institutionalizing both types of programs.

#### Critical Incident: The Public Administration Training Policy of Pakistan

Very early in the project (September, 1960) when Dean Olson was in Pakistan discussing the establishment of the NIPAs, the Establishment Division of the Government of Pakistan indicated at a meeting that the Central Government would provide incentives for officers in order to encourage them to participate in training programs, and that this would be covered in a policy statement at a later date.

Approximately a year later at a Governor's Conference the following communique was presented, approved, and released for publication.<sup>26</sup>

<sup>26</sup>Verbatim excerpt from communique issued by Governors' Conference on October 23, 1961. This conference was chaired by President Ayub and attended by the Governors of both Provinces, the Cabinet Ministers, the Establishment Secretary (Project Director for Project 105) and other high officials.



## "PUBLIC ADMINISTRATION TRAINING POLICY OF THE GOVERNMENT OF PAKISTAN

The conference considered and approved proposals to ensure that the fullest use is made of the training institutions which have been set up under the Public Administration Training Policy introduced in February, 1960.

This policy, inter alia, envisaged:

- a. The setting up of a pyramidal structure of in-service training institution with the object of providing training in Pakistan and training geared to the country's own needs, to Government officials who, as potential administrative leaders, are to play an increasingly important role in the national development programme to which Pakistan is dedicated, and
- b. to review overseas training programmes with a view to seeing that only really useful courses should be availed of for the training of our officials.

In pursuance of the above policy, the existing training facilities in the country have been supplemented by setting up the Pakistan Administrative Staff College, and the National Institute of Public Administration with Divisions at Lahore, Dacca and Karachi. All these institutions are now going concerns.

It was agreed that there should be carefully planned training in the career of a public servant, in addition to the prescribed probationary training, as follows:

- a. Training at the Village Development Academies before obtaining Deputy Commissioner's or equivalent rank.
- b. Training at the National Institutes of Public Administration at the stage of eight to fourteen years' service.
- c. Training at the Pakistan Administrative Staff College at the stage of 14 to 20 years' service.
- d. Training abroad for selected officers in specialized fields or, in the case of those earmarked for Secretaryship to Government, at the Imperial Defense College and under the Eisenhower Exchange Fellowship Programme.

## PROMOTION

It was also agreed that in order to ensure that the available training facilities were fully utilized, after some years, training should become a condition for promotion and retention of rank.

No officer should be considered for appointment as Secretary to the Central Government or to an equivalent post unless he has attended a course at the Staff College. Similarly, training at the Staff College should be compulsory for all Joint Secretaries and officers of equivalent status serving in the provinces and no officers of this status should be allowed to continue in the post for more than three years unless he has done a course at the Staff College.

Training at the National Institute of Public Administration should be a condition for appointment to a Department. All officers of general administration and development departments should also attend courses at the Village Development Academies.

A detailed scheme on these lines is to be worked out by the Establishment Division of the President's Secretariat, in consultation with the Provincial Governments."

This communique was followed a week later by a directive from G. Mueenuddin, Esq., S.P.K, CSP, Establishment Secretary, Government of Pakistan. The directive very clearly stated that the Government had decided that training at an appropriate institution at the proper stage in the career of the officer should be an important factor in deciding cases of promotion. The intention was that ordinarily no officer should be considered for appointment as Secretary to the Central Government or to an equivalent post unless he attended a course at the Pakistan Administrative Staff College.

Similarly, no officer was to be promoted as Joint Secretary or to an equivalent post unless he had attended a course at one of the National Institutes of Public Administration.

Junior officers would be sent to the Civil Service Academy and the Village Development Academies. The Imperial Defense College and Eisenhower Exchange Fellowships would be utilized for carefully selected officers to be trained abroad (III:124-128).

### Critical Incident: National Administrative Training Council

A second indication of high level support was the establishment of a National Training Council for the coordination of Training. The membership was distinguished and appropriate. They were as follows.

Chairman, Minister of Food and Agriculture  
Chief Secretary, Government of West Pakistan  
Chief Secretary, Government of East Pakistan  
Secretary, (Expenditures) Ministry of Finance  
Secretary, Establishment Division, President's Secretariat  
Director, Civil Service Academy  
Principal, Administrative Staff College

Dr. Richard Niehoff, Michigan State University Party in Pakistan; Dr. Emery E. Olson, Chief of Party for the University of Southern California; and Mr. Ray Coffman, Chief, Public Administration Division, USOM/Pakistan, served as Advisors to the Council. This Council was established with the purpose of stimulating, guiding, and coordinating all training institutions such as the proposed Institutes to be developed through the auspices of the USC, the Administrative Staff College, the Academies for Village Development, the Secretariat Training Institute, and the Civil Service Academy.

#### Critical Incident: Severe Cutback in USAID Support

The original Letter of Agreement which gave rise to the USC Pakistan project was signed July, 1960.

After a little more than 2 years of operation, as a result of a change in leadership in the USAID Mission in Pakistan, its program which was originally conceived as a 10-year effort was deemed to be of marginal importance, and the USAID Mission in Pakistan gave notice of its intention to allow the contract to expire October 31, 1963, a bare 3 years after the signing of the initial Letter of Agreement.

As a result of this decision, the USC advisory team in the field was immediately reduced to about half its strength, and the remaining resources were spread so much more thinly over the activities which already had been initiated.

This decision by the USAID to terminate American advisory assistance to training institutions which had been begun under contract auspices, and which were now only 18-24 months old, involved repercussions which had a profound effect, not only within the ranks of the USC Party but also in the Government of Pakistan. Many of the effects were bound to be dysfunctional; one cannot merely "turn on" or "turn off" a project of this nature without wasted effort and resources.

On the other hand, because of the remarkable way in which the Government of Pakistan rallied to the support of these institutions, there were also certain important functional results which could be considered unintentional consequences. It is now recognized among students of

institution building theory, that one of the critical aspects related to achieving permanence of a new institution, is the amount of resources which it can garner from its environment in support of services it is rendering. Arrangements which were worked out between the USC Party, USAID Mission, and the Government of Pakistan subsequent to this drastic cutback, resulted in the Government of Pakistan providing a considerably larger amount of resources to support these institutions than had previously been the case. This writer believes that this early commitment of rupee support to the incipient institutions was an extremely important step in their eventual autonomy and success in institutions rendering important service to their environment (V:1-2).

It should be pointed out that in connection with this problem, the Chief of Party was sent to the USC campus, at Los Angeles and subsequently to Washington, D. C., in order to work out an agreeable set of budget figures to which both the Mission and the USC Party could accede, an amount required to continue the program on the basis of commitment by USAID to the Government of Pakistan. Under the new conditions, 9 advisors would be provided for the following 2 years.

Eventually, an extension was made for a sixth and later, seventh year project operation, however, the total budget was not increased. The same total budget was stretched over a longer period by the device of severely cutting back personnel in the field (VI:5-7).

#### Critical Incident: To Consult or not to Consult

In the view of the USC professor-advisors, initiating research programs as a regular activity of a newly-created institution which is charged with the responsibility of analyzing the needs of an environment and responding to them with training programs, is absolutely vital to the success of that institution. Failure to carry on such research in the environment is bound to produce anachronistic training programs, out-of-touch with current reality, and unrelated to functional needs of the client group.

Furthermore, in a developing country it is critical that training for more effective management and utilization of natural resources include the concepts of research as a means of gathering basic data upon which actual operating decisions are then based. To continue to allocate resources and make management decisions on time-worn social formulas or archaic legal codes or mere custom can only retard in reaching its development goals.

In Pakistan, there was no argument about the usefulness of research into the administrative environment; the question was who was the appropriate person or which the appropriate institution, to carry on the research. Traditionally, a new institution was created for each new function, each new class, or each new officer group it was supposed to serve.

At one point in the development of the NIPAs, (VIII:9-10), research and consultation activities in the NIPAs and the University was given a slight setback due to a change in attitude which resulted from appointments of a new Establishment Secretary and Joint Secretary of Training. The new Secretary and the new Joint Secretary of Training felt that research and consultation should be the sole jurisdictions of the Efficiency and O and M Wing and that the NIPAs and the University should devote their entire time to training activities.

This dictum apparently did not become a serious restraint on research and consultation activities, however; later in the same report (VIII:18) there is a comment to the effect that the institutions are receiving an increasing number of requests for assistance in solving management problems, that the University of the Panjab Department of Public Administration had catalogued 14 such requests in the past 4 months, as did NIPA Karachi and the other 2 NIPAs. The conclusion derived from observers present at the time was that there was a developing confidence among government servants in the ability of these various institutions to research a problem and to produce a viable solution or recommendation for its solution.

The decision which was made at that time to continue to carry on research and consultation activities as a vital part of the institutional programs proved to be a sound one. For instance, a year and a half later (XI:27-28; 46-47) there are fairly lengthy sections reporting activities of the 3 NIPAs in providing consultation, specialized consultative services to the Government of Pakistan in particular, NIPA Dacca and NIPA Karachi had distinguished themselves in this respect in working with Government officers. The same report ends with a recommendation that the public administration training and educational institutions need to involve themselves even more heavily in consultation activities "in order to maintain" a vital and useful link with governmental institutions, to gather case materials for training purposes, and to provide valuable experience for their staffs." (XI:46).

Nearing the end of the program, the XIIIth and XIVth state that "all of the USC contract institutions have become more heavily involved in consultation." (XIII:51).

Institutional leadership chose to disregard the expressed wishes of senior officers which would have effected their overall efficacy and viability toward a considerable extent. The result: institutions which, at the close of the project, were "in touch" with their environment, and able to respond to and serve actual needs felt in this same environment.

### Critical Incident: No Career Advancement for NIPA Faculties

This matter could more correctly be labeled "problem" rather than an incident; rather, it represents a series of incidental or incremental decisions beginning fairly early in the project and lasting beyond its conclusion. It is related to the fact that members of the staffs of the NIPAs are not easily attracted or retained, since they do not receive the same in benefits, security, and service-wide promotional opportunities that government and university employees normally receive. Actually, NIPA staff members are considered temporary employees, whose salary scales were inadvertently tied to those of university employees. The fallacy of this system is that, whereas university salary scales take into consideration a 7 to 8 month work year, with numerous holidays and an extended summer vacation, NIPA staffs work government hours, 12 months a year under government rules and regulations.

Efforts to change this situation have met with general inertia on the part of senior leadership of the NIPAs, and some have felt that this has arisen because the Directors are appointed from the ranks of the Civil Service of Pakistan, typically, for a 2-3 year period. These officers are basically oriented toward top executive careers and are subject to transfer regularly. Naturally enough, they cannot share the great concern of the NIPA staffs for academic or employment tenure, /or different salary scales than they are now assigned (VII:5-6).

Nearly every report from 1964 through the end of the project 1967 comments on this problem as one affecting the morale of the NIPA faculties. . (IX:21)

The price an institution pays for low morale is a higher than average turnover in its staff. References to this impact begin to appear in the XIth through the end of the project. (XI:12). At the time Pakistani participants were selected for training in the United States, they were made to sign a bond or a pledge giving financial guarantees that upon their return to Pakistan, they would utilize their new training rendering services to the institutions to which they would be assigned for a period of at least 3 years. By 1967, some of these bond periods had begun to expire, and the XIIIth and XIVth reports record serious staff attrition. The XIVth, for example, records that NIPA Karachi had lost 4 of its senior-most teaching and research staff during the final period of the project. They had simply moved to other institutions which were able to afford them promise or better positions, more security, and greater chance for advancement.

This "incident" then, is more properly considered as a long-term problem which is bound to have serious repercussions in the functioning of the institutions under study. It is hoped that some new "incident" provokes a change in attitude among senior government leaders, in whose hands

the decisions lie. If the nation of Pakistan wants to hold its citizens who have been given sophisticated training and education abroad which are vital to the nation's development needs, institutional arrangements will have to be made wherein persons receive material and professional rewards commensurate with their contributions to the nation.

## EVALUATION AND POST-PROJECT FOLLOWUP

In the closing months of the project the Senior Public Administration Advisor of the USAID Mission in Pakistan expressed a considerable interest in carrying on a limited evaluative survey of the 7-year long USC/Pakistan project.

When it proved impossible to send a senior faculty representative from the USC Campus to Pakistan to participate in such a survey, the USAID Mission in Pakistan constituted a team of 3 members to carry on such a survey. It was composed of Mr. Joseph B. Robinson, AID/Washington; Mr. Richard J. Isadore, who was in Pakistan as a consultant for USAID during this period; and, Dr. Humayun Khan, of the Establishment Division, Government of Pakistan. Neither Mr. Robinson nor Mr. Isadore had had previous relation with the USC team or the project in Pakistan; Dr. Khan, a CSP Officer, had been trained under project auspices at the University of Southern California, School of Public Administration, where he had been awarded the doctorate in Public Administration.

In order to obtain information on which to make a judgment as to the effectiveness of the project, the Committee individually or collectively visited all 3 of the National Institutes of Public Administration as well as the University of the Panjab, where they conversed, often in considerable depth; with the Directors of all the Institutions, staff members, participants, former participants, and with the Government of Pakistan officials whose subordinates make up the clientele of the NIPAs. The stated goal of the Committee was that they were attempting to form a qualitative judgment on the present status of the institutions and on their prospects for continued growth.

The 18-page report of this Committee is reproduced here in its entirety, and without amendments or comments (by permission from AID/Washington).

### "Report on Present Status and Future Prospects of National Institutes of Public Administration

#### 1. History of Project

During the Spring of 1960 a decision was made to separate the business and public administration programs which had been launched in 1954 through a

contract with the University of Pennsylvania. The University of Southern California became the contracting agency for both programs. On March 24, 1961, a 3-year contract was signed.

The contract provided that the University of Southern California would render technical advice and assistance in Pakistan through expansion of in-service training, adoption of research and consultation activities, and the modernization of public administration educational programs carried out by Pakistani institutions. More specifically these programs were intended to:

- Advance the managerial capacity of present government administrators.
- Increase the supply of professionally and technically competent administrators.
- Increase the effectiveness of government operations to the people.
- Develop research data on government operations designed to improve organization and management policies.

The operational program provided for the establishment of a headquarters office of the National Institute of Public Administration at the Capital of Pakistan to stimulate, guide and assist in the establishment of an in-service training program. Three divisions of NIPA were to be created at Lahore, Dacca and Karachi to provide managerial training to officials of the Pakistani Government. Provision was also made to assist the Universities of the Panjab and Dacca in planning, establishing and operating graduate programs leading to the degree of Master in Public Administration in accordance with the present day needs of Pakistan.

USC immediately activated a strong training development program. NIPAs were established in temporary quarters and courses in management development devised and made operational. However, the concept of a single NIPA with 3 divisions was not realized. Early in 1961 NIPA Lahore was established, followed by NIPA Dacca in March, and NIPA Karachi in early summer 1961, each independent of the other. USC provided professional advisory staff at all the NIPAs. Concurrently, plans were formulated for the development of academic programs leading to a Masters in Public Administration. Advisory services were also made available to other training institutions such as the Civil Service Academy. A program was established whereby training was developed and established at the university level (University of the Panjab) and at various levels of the government service (NIPAs). Some assistance was also given to the Civil Service Academy in the form of one advisor. By early 1962 the USC project was at full staff with 16 advisors providing services throughout training institutions.



The original plan contemplated a 10-year program. Early in 1963, however, the project suffered a serious curtailment of activities. Due to reductions in funds in the AID Program it was necessary to decrease the number of advisors and terminate the contract in June, 1965. USC had to reduce drastically advisory services and begin a phase-out of activities. Subsequently the termination date was extended to December, 1967.

By 1967, after 6 years of operation, with a severely curtailed staff, the 3 NIPAs were functioning organizations with a completely Pakistani staff and on-going training programs. The University of the Panjab had created the Department of Administrative Sciences and had graduated 3 classes of MPAs. The academic program at the University of Dacca was not established.

## II. Purpose of Evaluation

The terms of the AID/USC contract include a provision that at the end of the contract period an evaluation be performed by individuals not concerned with the contract. According to the contract this evaluation would judge: "total performance, identifying conditions, factors and methods which have maximized or minimized achievement under the contract and the extent of cooperation, country acceptance of the services performed." The evaluation group has considered these requirements and in addition has directed particular attention to evaluating the effectiveness of the institutions established under the contract, and the future prospects of these institutions.

Statistics on U.S. and Pakistani inputs into the projects are appended hereto. So also are statistics on the numbers and types of persons trained for and by the institutions. This evaluation has considered these statistics as background information. The primary emphasis has not, however, been on a cost-benefit analysis. Instead, an attempt was made to form qualitative judgments on the present status of the institutions and their prospects for continued growth.

To obtain information on which to make a judgment a committee consisting of Joseph B. Robinson, NESAI/ID, Richard Isadore, USAID/Lahore, and Dr. Humayun Khan, Establishment Division, GOP, individually or collectively visited all 3 NIPAs and the University of the Panjab and held conversations, often in considerable depth, with the directors of all the institutions, staff members, participants, former participants and with GOP officials whose subordinates make up the clientele of the NIPAs.

We wish to thank all of those with whom we talked. In practically every instance we received whole-hearted cooperation and the discussions were frank and candid. We believe that in all instances the respondents made a sincere effort to be objective. The conclusions reached are based on a synthesis of these conversations.

### III. Findings

#### A. Attitude of Government

Recognition by the GOP of the need for training and training institutions is mixed. On the whole the usefulness of such institutions as the NIPAs and other training institutions is accepted without much argument. Most officials are willing to send their people to the NIPA, although in some cases they do so not out of conviction, but because the Government says that they should. Thus there are instances in which the man who can most be spared is nominated, rather than the man who might benefit most from the training experience. On the positive side, many Government agencies have asked NIPAs to organize and conduct short courses on specific aspects of public administration. Also, many of the officials with whom conversations were held stated that their experience with NIPAs has been good, and they want more of their personnel to receive training.

In recent years training institutions have been established in a number of organizations. Examples are the staff college operated by the United Bank, Karachi, the W.P.I.D.C. Management Institute, Karachi, and the Management Development Center, Dacca. The first of these trains personnel of a specific company; the second conducts training for private industry and public corporations; while the third, a quasi-government institution, trains personnel of government corporations and similar organizations. Interest in training is further demonstrated by the existence of a Society for the Advancement of Training in Karachi.

The attitude of government employees who are selected for training is worthy of note. In the vast majority, present or previous participants who were interviewed indicated that at the time of their selection they were less than enthusiastic. Proposed participants from areas other than the cities in which the NIPAs are located were reluctant to leave their homes and families for 3 months. Many also feared that they might be replaced in their jobs, although regulations state that positions be held for the return of the participants. An attitude also seemed to prevail among more senior officers that training was appropriate for their juniors, but that there was little they themselves could be taught that they had not learned through experience.

Without exception, participants stated that this attitude was changed during the course of training. The change stems from a number of causes. The lectures on the theory and philosophy of public administration put their day-to-day activities in a larger context and made such actions appear more meaningful. Discussions with their peers on common problems gave them ideas that may be of value in their

jobs, and the inter-Provincial field trips give them a new awareness of Pakistan as a nation. Such criticisms as were voiced were mainly concerned with the lack of direct relevance of the course material to the work of the participants.

The favorable reaction of participants to the program is gratifying, especially since there are no tangible rewards for participation. In many countries such rewards are given; e.g., in Turkey participants in similar institutions are given credit of 2 additional years seniority upon successful completion of training. In Pakistan regulations state that training at NIPAs will be considered among other factors in determining promotions. There is no evidence, however, that this is a very significant factor. Thus the only gain for the participants is the opportunity to broaden their experience. Unfortunately the opportunity does not always exist to apply the new knowledge, since superiors do not always welcome suggestions for change. This fact is a minor irritant to some of those who want to introduce changes.

#### B. Staff

The quality and adequacy of the staff at the 3 NIPAs and the Department of Administrative Sciences vary as may be seen in the Appendix, of this report. The principal strength comes from those few individuals who have been trained in the United States. These people, generally trained to the MA or Ph.D. level in Public Administration, have had several years of experience in addition to their education. They are mature, experienced and dedicated. However, they form only a small part of the faculty at any of the institutions. Other members of the staff normally have the MA degree in one of a variety of fields, most frequently in Sociology or Political Science. The burden of the teaching duties as well as responsibility for guiding such research as is performed rests with the USC trained personnel.

The attitude of staff personnel appears to be ambivalent. On the one hand they indicate a strong interest in training, and a desire to continue in training work. On the other hand they are pessimistic about the future if they remain in their present positions. This is especially true of those members who have no status in any of the various services which make up the civil service in Pakistan. Because of uncertainty over the future, and because they have no status in the civil service, every one of these individuals plan to leave the NIPAs as soon as his bond period expires.

The possibility of maintaining a capable staff in the institutions after the AID support ceases appears small at this juncture. As indicated earlier, the most capable staff members are those trained at USC. These divide into two types. One of those described in

the preceding paragraph, whose only employment has been with the NIPAs and who have no status of any kind in the GOP. The other is those who have status in the CSP or the PCS. The first group will leave when their bond periods expire. The second, since they belong to other organizations, are subject to recall to their parent organization at any time. Since promotion comes through the parent services there is no incentive for them to remain with NIPAs.

The only possible internal source of recruitment for the NIPAs now in sight is the Department of Administrative Sciences. But this is not a promising one. For one thing the young MAs from the Department have no experience and are relatively immature. They are not yet ready to instruct the experienced bureaucrats who are participants in the NIPA courses. For another, employment with NIPA is not attractive to them since the question of status is as important to them as it is to the USC graduates.

The problem of retaining staff is the major problem that faces the NIPAs today. Recommendations for its solution are described under "Recommendations."

### C. Department of Administrative Sciences, University of the Panjab

In June, 1962 the University of the Panjab established a Department of Public Administration with the help of the University of Southern California contract team. It now has an enrollment of 200 candidates for the Masters degree. In recent years the curriculum of the institution has placed increasing emphasis on business administration subjects to meet the demand for trained administrators for the private sector. This emphasis eventually led to the redesignation of the Department as the Department of Administrative Sciences in June, 1966.

The Department is well-organized. The staff now on board is well-trained and is carrying full teaching loads meeting normal academic standards. The physical plant is good; library facilities are adequate and open to all university students.

The Department is faced with the same problem of keeping an adequately trained staff that the NIPAs face. Two of the Ph.Ds trained at USC are now in the market for other, higher paying positions. This does not constitute an immediate danger as 3 new Ph.Ds are, however, specialists in specific aspects of administration, not generalists as are the men whom they will replace. Whether or not this will be a problem cannot now be foreseen.

D. National Institutes of Public Administration, Dacca, Karachi and Lahore

The organization of the NIPAs as envisioned by the USC project appears to have been satisfactorily completed. The organizational structure of the individual NIPAs is adequate, although NIPAs Lahore and Dacca seem to be better supported under Provincial Administration than NIPA Karachi under the Central Government. However, an area that could be strengthened is the coordination of activities, exchange of staff and research materials between the various NIPAs. At present there is little cooperation except on an informal basis.

The original concept of having an instructional staff made up largely of Ph.Ds does not appear to be justified. Ph.D. degrees, while adding prestige and stature to incumbents of staff positions, add little to the requisites for in-service training programs. Experience has shown that Ph.Ds are frequently dissatisfied and tend to leave the NIPA for more prestigious employment as soon as they can. Masters degree level achievement combined with some years of practical administrative experience or research are of far more importance to an in-service training institution. The NIPAs could, however, use one Ph.D. each to provide expert guidance in course content and research.

The NIPAs are either overstaffed or the staff is under-utilized. The latter appears to be the case. Lahore and Dacca have approximately 17 professional and administrative staff members, including a director, 5 or 6 instructors (Class I), 2 or 3 instructors (Class II), and the remainder administrative research or library personnel. The instructional staff does not have a full teaching workload and does little experimentation in course development and construction. Research and consultation activities are minimal -- NIPA staffs appear to have erected a barrier against instituting research activities and consultation services. They may be caused by a lack of concern on the part of the directors or a feeling of inexperience on behalf of the staff.

Physical facilities of all NIPAs are adequate for current operations with the exception of a lack of hostel accommodations for participants. NIPA Dacca has a new building with good facilities in an excellent location on the campus of the University of Dacca. NIPA Karachi will be moving into a new facility in the near future. NIPA Lahore is presently located in an old building and additional facilities will be built adjoining the structure. USAID has contributed Rs. 900,000 for each of these facilities. The new building at Karachi leaves much to be desired in the efficient use of space and in facilities at the hostel. A criticism common to all NIPAs is the allocation of space for operational activities as compared to space reserved for administrative and professional offices.

Library facilities at all NIPAs are excellent, considering the stage of development of the institutions. Each library has approximately 8,000 volumes and is staffed by librarians trained at USC. The Lahore library is, however, overstaffed, with two librarians with Master's degrees. The libraries confine their activities to acting as a resource of classroom activities. Utilization of this valuable asset is minimal.

#### IV. Conclusions and Recommendations

##### A. Staffing

The most serious problem that faces the NIPAs is the increasing difficulty, under present circumstances, of obtaining and retaining an adequate staff. As indicated earlier there is no incentive for competent non-status staff to remain with NIPA. Personnel with status in the CSP or PCS are subject to transfer after relatively short periods. Further, there is no reservoir of trained manpower available in Pakistan to replace academically qualified faculty. Salaries are adequate -- what is missing is status and a chance for advancement.

The GOP should devise means to make employment with NIPA more attractive over the long haul. Several possibilities are worthy of consideration.

1. Combine personnel of all institutions now involved in training into one or more cadres or services to provide security and to allow for greater vertical and horizontal mobility. This course was seriously considered some years ago but abandoned. It should be resurrected and adopted.
2. A far less desirable alternative is to combine the NIPAs into a single NIPA organization, as originally proposed, with its own cadre. This would provide somewhat greater mobility and opportunity for advancement than now exists, but at a considerably lower level than the procedure proposed in (1) above.
3. Establish the position of Program and Research Director at each NIPA, to be filled by a U.S. Trained Ph.D. in Public Administration. This position, properly staffed, would provide the continuity and professional expertise at the top level that is not now guaranteed.
4. Encourage the employment and further training by NIPAs of MPAs from the Department of Administrative Sciences. While the status of NIPA personnel remains obscure, there is little hope that this will be possible. Assuming, however, a more rational personnel system for NIPA faculty, MPAs should be encouraged to join as

Research Assistants or Associates. As such they should engage actively in research into problems of administration in the GOP under the tutelage of the Program and Research Director (see Paragraph 3 above) and instructional staff members. After a few years of such experience the better ones should be qualified to step into instructional positions as vacancies occur.

5. USAID continue to support training at the MPA level in the United States so as to provide for the return of 3 MPAs per year for the next 5 years -- 1 per year to each of the 3 NIPAs. If the position of Director, Program or Research, is established it may also be necessary to provide training to the Ph.D. level for two persons to staff the positions at Lahore and Dacca, which do not now have Ph.Ds in Public Administration. The implementation of this recommendation should depend on actions by the GOP to provide status for all NIPA professional personnel as recommended in Paragraphs 1 and 2 above.

B. Personnel

All NIPA staffs and all facilities are under-utilized. There is little cooperation and coordination between institutions except on an informal basis. There appears to be a lack of a common goal and lack of effort to institute new imaginative and innovative courses, consultative sources and research.

1. It is recommended that the original concept of a basic National Institute of Public Administration be implemented. This would provide a central coordinating and policy-making body at Islamabad with the operating arms being the NIPAs located in the East and West Provinces. It may develop that the NIPA Karachi could be abolished in the coming years and its resources transferred to Islamabad. Regardless of what happens to NIPA Karachi, it may be desirable after the Government has moved to Islamabad, to establish a parent institution. This structure would facilitate coordination of NIPA activities and exchange of staff and materials. A closer relationship with government operating departments could be established. This organizational structure would not be incompatible with the development of an overall training cadre as outlined above in (A) Staffing.

2. The instructional staff should experiment in new approaches to training and course content. Serious consideration should be given to carrying training activity into government, with courses tailored to the needs of the agency involved. With the current work load, instructors have ample time for such developmental activities.

3. It is recommended that consulting and research activities should be revitalized. NIPAs should be more aggressive in the establishment of consultative service contacts and research projects. The creation of the position of Director of Program and Research would be a step in this direction.
4. NIPA physical plants should be examined to determine the most efficient use of space and equipment for training and research purposes. An evaluation of the location of NIPA Lahore should be made. It may be that this facility could be more profitably located on the premises of the Civil Service Academy of Staff College, or on the campus of the University of the Panjab.
5. The library service should be extended to stress use not only by current participants but by all administrators and students of public administration.
6. Consideration should be given to making training more attractive to prospective participants by giving greater weight to such training for promotional purposes, or by giving extra credit toward seniority to successful participants.
7. A further evaluation should again be made after 12-18 months to determine the effectiveness of these institutions in operating without outside assistance.
8. USAID/Pakistan and especially the Public Administration Division should continue to assist the NIPAs on an "ad hoc" basis by providing public administrators, economists, and other specialists to deliver lectures on specific aspects of administration.
9. AID should explore the possibility of establishing a continuing liaison between USC and the NIPA and the Department of Administrative Sciences, e.g., arrange for exchange of professors and graduate students, participation in joint research projects, and sharing of publications and research findings.

### Summary

The NIPA program and the Graduate Public Administration Program at the University of the Panjab are now established. While there are weaknesses in the programs, they are all subject to correction. The most significant weakness, namely the ability to retain and replenish professional staff, is also the most difficult to solve. But it is not insoluble. Two possible solutions have been given under "Recommendations." There are probably other alternatives. The problem is one that the Government of Pakistan



will have to solve if these fledgling but promising institutions are to flourish. In the absence of a viable procedure to retain and replenish staff, outside assistance can only prolong the life of the institutions until such assistance ends. It will not guarantee viability over the long term.

The cost of establishing these institutions has been high, involving a United States contribution of \$2,431,605 and Rs. 6,346,252. Since July 1, 1964, the Government of Pakistan has completely financed the operation of the NIPAs.

If the institutions continue to grow, the results will be worth the cost. If not, the entire effort will be wasted."

### CONTINUING LIAISON BETWEEN USC AND PAKISTANI INSTITUTIONS

The International Programs Committee of the School of Public Administration has continued to express concern about a continued liaison between the School and the contract institutions in Pakistan now that the project has closed out. Without such continued communications between the institutions, it is feared that the professional staffs of the NIPAs and of the Department of the Administrative Sciences of the University of the Panjab may become progressively isolated from their professional colleagues engaged in similar pursuits around the world, ceasing to update their knowledge and proficiency in their field by keeping up with new development as reported in professional journals, or, in developing theories applicable to their own environment by carrying significant research into their own problems.

A few weeks after the project close out date, the Director of the International Public Administration Center was asked to prepare a position paper outlining some of the ways in which professional interchange can continue to occur between institutions in Pakistan and the USC School of Public Administration. This position paper is here reproduced in its entirety, and its recommendations may be considered as representative of the feeling of the USC/SPA faculty concern over the continued professional growth and viability of the project institutions even though official relationship between the School and these Institutions has come to an end.

"University of Southern California  
International Public Administration Center

#### Position Paper

#### Introduction

Continued concern has been expressed in the meetings of the International Programs Committee about the matter of continuing relations between the USC/School of Public Administration and the training institutions which

APPENDIX A

USC/PA Contract Dollar Expenditures

		<u>Actual</u> <u>7/60 - 12/67</u>
Salaries:		
1. On Campus	149,605	
2. Off Campus	1,035,551	1,185,156
Allowances		152,757
Travel and Transportation		192,211
Other Direct Costs		122,948
Overhead		
1. On Campus	58,126	
2. Off Campus	246,809	304,935
Equipment		156,342
Participant Training		317,256
TOTAL EXPENDITURES		<u>2,431,605</u>

## APPENDIX B

### Rupee Releases - USAID/Pakistan Institutional Support, USC Project

<u>NIPA</u>	<u>1961 - 1966</u>
Karachi	1,820,000
Lahore	1,997,738
Dacca	2,003,585
Civil Service Academy	71,525
Contract Support	90,280
Department of Administrative Sciences	272,260
Residence Center, Karachi	90,000
	<u>6,345,388</u>

APPENDIX C

Rupee Budget Support Provided by Pakistan Government for USC Contract Institutions

<u>Year</u>	<u>Actual Expenditure Rs.</u>	<u>Source of Funds</u>	<u>Year</u>	<u>Actual Expenditure Rs.</u>	<u>Source of Funds</u>
	<u>NIPA Karachi</u>			<u>NIPA Dacca</u>	
(1960-61)	65,696)	Grant by USAID/P.	(1960-61)	36,495)	Grant by USAID/P.
(1961-62)	187,270)		(1961-62)	251,742)	(thru Central Govern-
(1962-63)	342,202)		(1962-63)	306,367)	ment of Pakistan)
(1963-64)	376,669)		(1963-64)	425,328)	
1964-65	357,200)		1964-65	607,694)	Grant from Govern-
1965-66	371,545)		1965-66	1,051,067)	ment of East Pakistan.
1966-67	407,315)		1966-67	736,838)	

\*USAID financed the entire operating costs of the 3 NIPAs from their beginning in 1961 through June 30, 1964. Only expense borne by Pakistan Government during that period was for NIPA building rental (e.g., Rs. 2700 per month for NIPA Lahore for 2 years; Rs. 2000 per month for NIPA Dacca for over 2 years.)

<u>NIPA Lahore</u>			<u>Department of Administrative Science, University of the Panjab</u>		
(1960-61)	23,052.35)	Grant by USAID/P*	1961-62	4,894)	Central Government
(1961-62)	277,856.40)	(thru Central Govern-	1962-63	142,765)	of Pakistan (through
(1962-63)	403,584.00)	ment of Pakistan)	1963-64	136,485)	Government of West
(1963-64)	481,949.00)		1964-65	109,244)	Pakistan).
1964-65	525,990.00)	Grant from Govern-	1965-66	116,881)	
1965-66	552,000.00)	ment of West Pakistan	1966-67		University of the
1966-67	650,015.00)				Panjab

\*See Note under NIPA Dacca

## APPENDIX D

### Placement of USC Degree Trained Personnel

During the life of the contract twelve Doctors of Public Administration were awarded participants sent to the United States. The distribution of the DPAs currently is:

Teaching, Department of Administrative Sciences University of the Panjab	4
U.N. Advisors, Somalia	3
NIPA Karachi	1
NIPA Lahore	1
Teaching Political Science, University of the Panjab	1
Government Service	2

Ten Master's Degrees in Public Administration were awarded candidates. Currently the distribution of MPAs is:

NIPA Karachi	1
NIPA Dacca	4
NIPA Lahore	1
Government College	1
Government Service	3

Three Master's Degrees were awarded in Library Science; two are still with NIPA Lahore, one is with Institute of Business Administration, University of Dacca.

have been established in Pakistan. The contract which rendered assistance to these institutions officially terminated on December 31, 1967. The committee reflects a general consensus that an abrupt cut off of assistance as of that date, which also includes an interruption of the interchange of professional level liaison and of the inspiration which the institutions may derive from such contracts, may well be detrimental to the permanent institutionalization of public administration education in Pakistan.

It is recalled that the studies by Duncan and Pooler of Syracuse University of approximately 135 technical assistance projects indicate that it takes a minimum of 8 years from the founding of an institution until it can be considered to have taken root in its own environment and to have achieved the status of an autonomous institution, with its own sources of support, both financial and social. At the present time some of the Pakistani institutions have received assistance from 6 to 7 years. It is felt by the committee that the next year or 2 will be particularly critical in the history of their indigenous development.

Financial assistance from the USAID Mission rendered to the institutions through the vehicle of the USC contract has now been terminated. Each of the 4 institutions is now staffed with a faculty, a portion of whom have been selected and trained at USC; many of these have masters' degrees, and some have earned doctorates. All of these professionally educated men need the moral and professional support which can come from a continuing liaison at the professional level with their colleagues in the United States.

It is the understanding of the committee that the USAID Mission in Pakistan looks favorably upon the maintenance of such professional relations. Pakistani graduates of USC, now returned to their own country, have also indicated their great interest in continued relations with the University.

There follow some ideas which the committee feels would be worthwhile toward establishing and maintaining a fraternal and peer relationship with these institutions:

#### Books and Publications

When the contract ends, one of the first things canceled is current acquisitions of books and periodicals, with the result that library materials in the institutions soon become out of date. A small amount of funding should be sought and set aside so that the institutional libraries may continue to receive current publications in the field of public administration for the next few years or until Pakistan is able to overcome its current foreign exchange problems.

### A Secretariat

It would be ideal to be able to establish and maintain a Secretariat for a Pakistan Association of Public Administration, associated, possibly, with one of the NIPAs, but serving the entire nation. Funding would be needed only to cover the costs of maintaining an office, mailing a newsletter and for materials and supplies. The executive secretary could be elected and could serve in a volunteer capacity, but staff and supplies would be provided under some kind of a grant made for this purpose.

### National Conference

We believe that it would be worthwhile for the professional development of the Pakistanis, the NIPAs, and public administration as a discipline if the Pakistani National Institutes of Public Administration were to be able to continue sponsoring national conferences as was done in 1966 and 1967.

### Research

Since the USC contract in Brazil terminated in 1965, Dr. Sherwood has been able to maintain important associations with Brazilian institutions and USC graduates now resident in Brazil in order to stimulate and to guide research and career development by some of these men. The committee feels that a similar program in Pakistan is vital to the continuing professional development of the contract institutions and of their staffs. If some professor were able to visit Pakistan occasionally to review and to recommend continued research in areas pertinent to the development of that nation, a number of individual and professional goals could be attained simultaneously. Areas of interest meriting further research, where findings would be pertinent to national development, might include:

- a. Government corporations/management of public enterprises
- b. Trends in Organizational Theory
- c. Budget and financial administration
- d. The executive use of time
- e. Institution-building research in selected areas
- f. Urbanization in Pakistan
- g. Research on planning activities and services in Pakistan

- h. Effects of induced social change
- i. Employer-Employee relationships
- j. Perception and evaluation of the administrator
- k. Elaboration of survey into critical needs in local government to guide formation of training programs.

In many cases, work has already been done in these fields by Pakistanis during their student work at the University of Southern California. It is extremely important that continued research findings in these fields be constantly compared on a worldwide basis for the benefit of Pakistan, of other developing nations, and of scholars of administrative development.

#### Visiting Professors

The School of Public Administration has instituted a program whereby graduates who have distinguished themselves in their own countries are invited to return to the School of Public Administration for an academic year with the status of a Visiting Professor. This provides an opportunity for the professor to update his knowledge of the field and also contributes to the academic offerings of the School of Public Administration by enriching administrative theory with many applied experiences. The School of Public Administration has a 10-year plan to cover the salaries of visiting professors if travel costs can be arranged under Fulbright or AID auspices. Preference is given to people who are associated with the institutions which have been assisted by USC and are not reserved exclusively to graduates of USC. Holders of doctorates are preferred, especially those who have had successful experience in their own environment since their graduation.



## APPENDIX A-1

### Dollar Funds Provided by USAID/Pakistan for USC/PA Contract

This appendix details the amounts obligated during the Fiscal Years 1960 through 1964 by USAID/Pakistan in support of the USC contract. Although the project was first scheduled to last 10 years, it was suddenly cut back to a 3 year maximum after it had been in effect approximately 2 years. Negotiations and renegotiations eventually extended the project approximately 7 1/2 years in all, without any increase in overall contract expenditures. By sharply reducing personnel in the field and in the home office, funds allocated early in the project were made to do until its termination. As a result, the project showed substantial but not optimal achievement.

## APPENDIX A-2

### USC/PA Contract Dollar Expenditures

Appendix A-2 lists in graphical form expenditures actually made under the contract, subdivided according to category and year.

## APPENDIX A-3

### Rupee Releases by USAID/Pakistan for Institutional Support under USC/PA Project

This chart details by purpose and by year expenditures in support of contract institutions in rupees from the Pakistan Rupee counterpart funds (in most cases, these funds are "earned" by the sale of agricultural commodities from the United States to Pakistan under the conditions of Public Law 480).

## APPENDIX A-4

### Rupee Budget Support Provided by Pakistan Government for USC Contract Institutions

This document provides information on Rupee budget support accorded the contract institutions from the Government of Pakistan, by year and by institution.

APPENDIX A-1 - Dollar Funds Provided by USAID/Pakistan for USC/PA Contract

<u>Fiscal Year</u>	<u>PIO/T No.</u>	<u>Amount Obligated</u>
1960	391-72-105-3-00134	\$ 900,000
1960	391-72-105-3-00170	100,000
1961	391-72-105-3-10095	700,000
1962	391-Q-77-AB-3-20345	404,560
1964	391-12-770-105-3-40505	327,045
	Total	<u>\$2,431,605</u>

PIO/T = Project Implementation Order/Training

APPENDIX A-2 - USC/PA Contract Dollar Expenditures

Items	Actuals 7/18/60-10/31/61	Actuals 1961/62*	Actuals 1962/63*	Actuals 1963/64*	Actuals 1964/65*	Actuals 1965/66*	Actual Totals 7/18/60-12/31/67
1. Salaries A. On Campus B. Off Campus	220,542 ( 54,283) (166,259)	310,132	263,722 ( 57,919) (205,803)	169,547 ( 37,403) (132,144)	95,021	60,971	1,185,156
2. Allowances	30,206	45,990	36,416	21,565	8,291	5,770	152,757
3. Travel & Transport	82,709	41,251	29,568	13,661	5,256	11,363	192,211
4. Other Direct Costs	21,162	34,450	32,522	10,377	9,437	5,739	122,948
5. Overhead A. On Campus B. Off Campus	57,898 ( 21,903) ( 35,995)	72,733	64,376 ( 22,010) ( 42,366)	43,478 ( 14,213) ( 29,265)	25,742	21,817	304,935
6. Equipment	32,253	43,935	38,361	13,525	3,460	2,587	156,342**
7. Participants	3,051	39,190	86,227	99,352	60,635	21,626	317,256
<b>TOTAL</b>	<b>447,821</b>	<b>587,681</b>	<b>551,192</b>	<b>371,505</b>	<b>207,842</b>	<b>129,873</b>	<b>\$2,431,605</b>

\*USC Contract Fiscal Year from November 1st to October 31st

\*\*Amount budgeted for equipment overspent by \$2,399

APPENDIX A-3 - Rupee Releases by USAID/Pakistan for Institutional Support under USC/PA Project  
No. 391-12-770-105, Public Administration (FY 1961 - 1966)

FY	Operating			Budget						Total
	NIPA Karachi	NIPA Lahore	NIPA Dacca	Civil Service Academy	Contract Support	Dept. of Admin. Science	Karachi Res. Center	Capital Budget		
1961	237,000	189,300	123,700						550,000	
1962	104,484	306,317	241,001	50,025				300,000	1,001,827	
1963	195,000	200,000	185,000	21,500	22,000	60,000	90,000	1,350,000	2,123,500	
1964	384,380	402,121	553,884		68,280	162,260			1,570,925	
1965								1,050,000	1,050,000	
1966						50,000*			50,000	
Total	920,864	1,097,738	1,103,585	71,525	90,280	272,260	90,000	2,700,000**	6,346,252	
Capital Budget**	900,000	900,000	900,000							
Grand Total	1,820,000	1,997,738	2,003,585	71,525	90,280	272,260	90,000		6,346,252	

Notes:

\*This amount was utilized to finance summer intern program of the Department of Administrative Science, University of the Panjab.

\*\*Rs. 2,700,000 were equally distributed among the three NIPAs at Karachi, Lahore and Dacca (Rs. 900,000 each) for construction of new buildings - which were completed in late 1966 (Dacca), late 1967 (Karachi), and estimated to be completed 1968-1969 (Lahore).

APPENDIX A-4 - Rupee Budget Support Provided by Pakistan Government for  
USC Contract Institutions

<u>Year</u>	<u>Sactioned Budget Rs.</u>	<u>Actual Expenditure Rs.</u>	<u>Source of Funds</u>
<u>NIPA KARACHI</u>			
Information not available for this report			
<u>NIPA LAHORE</u>			
(1960-61	1,89,340	23,052.35)	
(1961-62	5,77,026	2,77,856.40)	Grant by USAID/Pakistan*
(1962-63	4,87,726	4,03,584.00)	(through Central Government of
(1963-64	4,82,655	4,81,949.00)	Pakistan)
1964-65	5,26,000	5,25,990.00	
1965-66	5,52,000	5,52,000.00	Grant from Government of West
1966-67	6,50,000	6,50,015.00	Pakistan
<u>NIPA DACCA</u>			
(1960-61	45,000.00	36,495.00)	
(1961-62	4,79,206.00	2,51,742.00)	Grant by USAID/Pakistan*
(1962-63	44,13,860.00	3,06,367.00)	(through Central Government of
(1963-64	16,63,419.00	4,25,328.00)	Pakistan)
1964-65	15,02,000.00	6,07,694.00	
1965-66	12,27,200.00	10,51,067.00	Grant from Government of East
1966-67	7,97,000.00	7,36,838.00	Pakistan

Department of Administrative Science, University of the Panjab, Lahore

1961-62	60,000	4,894	
1962-63	1,20,000	1,42,765	Central Government of Pakistan
1963-64	1,20,000	1,36,485	(through Government of West
1964-65	1,20,000	1,09,244	Pakistan)
1965-66	1,20,000	1,16,881	
1966-67	11,68,035		University of the Panjab

\*USAID financed the entire operating costs of the three NIPAs from their beginning in 1961 through June 30, 1964. Only expense borne by Pakistan Government during that period was for NIPA building rental (e.g., Rs 2700 per month for NIPA Lahore for 2 years; Rs 2000 per month for NIPA Dacca for over 2 years.)

## APPENDIX B-1

### Long Term USC/PA Professional Staff in Pakistan - Assignments

A listing of the 23 "long-term" (1-5 years) professionals comprising the USC team in residence in Pakistan, by order of date of arrival, and including data on work assignment and posting.

## APPENDIX B-2

### Long Term - USC/PA Professional Staff in Pakistan Tour of Duty Schedule

A graphical representation of the tours of duty of long-term professionals in residence in Pakistan, related chronologically to the project as a whole.

## APPENDIX B-3

### Short Term USC/PA Professional Staff in Pakistan - Assignments

A listing of 28 "short-term" professionals who were brought to Pakistan on special assignment as consultants, specialists, visitors, campus representatives or conference speakers by date of arrival and assignments.

## APPENDIX B-4

### Short Term USC/PA Professional Staff in Pakistan - Tour of Duty Schedule

A graphical representation of the tours of duty of short-term professionals related chronologically to the project as a whole.

## APPENDIX B-5

### USC Pakistan Project Staff in Los Angeles

Professional staff supporting USC party from the Los Angeles campus, in chronological order, with title and period of service.

APPENDIX B-1 - Long Term USC/PA Professional Staff in Pakistan - Assignments

Name	Title/Position	Date of Arrival	Date of Departure	Assignment	Posted
1. Gerald P. Foster	In-Service Training Advisor	10/03/60	7/26/62	All-Pakistan basis	Karachi
2. Ralph Braibanti	Public Administration Advisor	10/05/60	8/06/62	Civil Service Academy	Lahore
3. Emery E. Olson	Chief of Party (1st)	12/21/60	7/14/62	All-Pakistan basis	Karachi
4. Donald S. Hecock	Professor Public Administration	1/04/61	6/20/62	Dacca University	Dacca
5. H. E. Davis, Jr.	Participant Training Advisor and Rupee Budget Advisor	1/29/61	12/03/62	All-Pakistan basis	Karachi
6. William H. Hickman	Economic Development Advisor	1/31/61	7/31/62	All-Pakistan basis	Karachi
7. F. Burke Sheeran	In-Service Training Advisor	2/07/61	8/16/65	NIPA/Dacca	Dacca
8. Richard Sanderson	Audio Visual Aids Advisor	2/12/61	8/23/62	All-Pakistan Basis	Lahore
9. David S. Brown	Deputy Chief of Party (In-Service Training)	2/12/61	7/12/62	All-Pakistan Basis	Lahore
10. James W. Drury	Professor Public Administration	2/27/61	7/23/62	Panjab University	Lahore
11. Leon Wolcott	In-Service Training Advisor	7/01/61	6/11/63	NIPA/Lahore	Lahore
12. John E. Smith	Library Advisor	8/31/61	6/05/63	All-Pakistan basis	Karachi
13. Richard W. Gable	Research and Publications Advisor	2/15/62	7/26/63	All-Pakistan basis	Lahore
14. John D. Gerletti	Public Administration Advisor; Chief of Party (3rd)	2/15/62	7/06/65	NIPA/Karachi;	Karachi
15. Marvin L. Blanchard	Management Analysis Advisor	5/16/62	4/17/64	Appointed Chief of Party 8/01/64 All Pakistan basis	Lahore
16. Robert Abramson	Training Advisor; Chief of Party (5th)	7/24/62	12/08/67	NIPA Lahore All-Pakistan basis; 7/64 Panjab University and NIPA/Lahore; Appointed Chief of Party 6/13/67	Dacca/Lahore
17. D. Raymond Larson	Public Administration Advisor	7/31/62	6/29/64	Head, Department of Public Administration Panjab University	Lahore
18. James S. Roberts	Public Administration Advisor	9/01/62	7/02/64	Panjab University	Lahore
19. William H. Rosevear	Behavioral Science Advisor	9/01/62	9/24/63	All-Pakistan basis	Karachi
20. Robert H. Berkov	Chief of Party (2nd)	9/05/62	8/04/64	All-Pakistan basis	Karachi
21. William W. Boyer	Public Administration Advisor	9/12/62	8/01/64	Panjab University	Lahore
22. Daniel S. McHargue	Public Administration Advisor	9/24/62	9/24/64	Dacca University; 7/24/63 Panjab University	Dacca/Lahore
23. Garth N. Jones	Professor Advisor; Chief of Party (4th)	10/10/64	6/12/67	Panjab University; Appointed Chief of Party 7/6/65	Lahore

APPENDIX B-2 - Long Term - USC/PA Professional Staff in Pakistan Tour of Duty Schedule

Name	1960	1961	1962	1963	1964	1965	1966	1967
1. Gerald P. Foster	10/3		7/26					
2. Ralph Braibanti	10/5		8/6					
3. Emery E. Olson	12/21		7/14					
4. Donald S. Hecock		1/4	6/20					
5. H. E. Davis, Jr.		1/29	12/3					
6. William H. Hickman		1/31	7/31					
7. F. Burke Sheeran		2/7				8/16		
8. Richard Sanderson		2/12	8/23					
9. David S. Brown		2/12	7/12					
10. J. W. Drury		2/27	7/23					
11. Leon Wolcott		7/1		6/11				
12. John E. Smith		8/31		6/5				
13. Richard W. Gable			2/15	7/26				
14. John D. Gerletti			2/15			7/6		
15. Marvin L. Blanchard			5/16		4/17			
16. Robert Abramson			7/24					12/6
17. D. Raymond Larson			7/31		6/29			
18. James S. Roberts			9/1		7/2			
19. William H. Rosevear			9/1	9/24				
20. Robert H. Berkov			9/5		8/4			
21. William W. Boyer			9/12		8/1			
22. Daniel S. McHargue			9/24		9/24			
23. Garth N. Jones					10/10			6/12



APPENDIX B-3 - Short Term USC/PA Professional Staff in Pakistan - Assignments  
(Including Campus Visitors and Conference Speakers)

Name	Title/Position	Date of Arrival	Date of Departure	Assignment	Posted
1. Ross Pollock	Short Term Advisor - Training	2/12/61	6/18/61	NIPA/Lahore	Lahore
2. Walloce H. Best	Short Term Advisor - Public Admin.	2/12/61	6/15/61	NIPA/Lahore	Lahore
3. William G. Dyer	Short Term Advisor - Psychology	3/06/61	5/25/61	NIPA/Lahore	Lahore
4. George F. J. Lehner	Short Term Advisor - Psychology	6/24/61	9/21/61	NIPA/Lahore	Lahore
5. Charles Ullman	Short Term Advisor - Training	7/04/61	9/30/61	NIPA/Karachi	Karachi
6. J. W. Edgerton	Short Term Advisor - Psychology	7/06/61	10/03/61	NIPA/Lahore	Lahore
7. Eltinge Grinnell	Short Term Advisor - Clerical	7/06/61	7/05/62	Secretariat Training Institute	Karachi
8. Robert Abramson	Short Term Advisor - Training	8/22/61	12/08/61	NIPA/Dacca	Dacca
9. L. Lefebvre	Short Term Advisor - Training	9/16/61	12/14/61	NIPA/Karachi	Karachi
10. Ross Thomas	Short Term Advisor - Training	10/04/61	12/30/61	NIPA/Lahore	Lahore
11. Malcom Macurda	Short Term Advisor - Training	10/07/61	2/19/62	NIPA/Dacca	Dacca
12. Marshall Fels	Short Term Advisor - Training	11/07/61	1/25/62	Recruit TOT Participants	
13. Al M. Loeb	Short Term Advisor - Training	1/13/62	4/12/62	NIPA/Karachi	Karachi
14. Robert M. Bramson	Short Term Advisor - Training	1/13/62	2/24/62	NIPA/Karachi	Karachi
15. John Daniels	Short Term Advisor - Training	1/19/62	4/20/62	NIPA/Dacca	Dacca
16. Chester R. McNutt	Short Term Advisor - Training	1/21/62	4/27/62	NIPA/Dacca	Dacca
17. Frank P. Sherwood	Campus Inspection	2/21/62	3/08/62	All-Pakistan basis	
18. Andrew Strain	Short Term Advisor - Training	4/05/62	7/03/62	NIPA/Karachi	Karachi
19. Robert H. Berkov	Campus Inspection	2/21/62	3/08/62	All-Pakistan basis	
20. Martha T. Boaz	Short Term Advisor - Library	4/12/62	5/05/62	All-Pakistan basis	
21. Dean Henry Reining, Jr.	Campus Inspection	1/14/63	1/29/63	All-Pakistan basis	
		1/13/65	1/27/65	All-Pakistan basis	
		2/26/67	3/07/67	All-Pakistan basis	
22. Emery E. Olson	Campus Inspection	1/03/64	2/12/64	All-Pakistan basis	
		2/21/65	2/26/65	All-Pakistan basis	
23. Theodore Thomas	Campus Inspection	3/04/66	3/17/66	All-Pakistan basis	
24. John D. Gerletti	Campus Inspection	10/27/66	11/12/66	All-Pakistan basis	
25. Iro Robinson	Short Term Consultant	10/29/66	11/10/66	NIPA/Karachi; Urbanization Conf.	
26. Aubrey J. Wagner	Short Term Consultant	2/28/67	3/04/67	NIPA/Lahore; Public Enterprises Seminar	
27. Mark E. Keane	Short Term Consultant	5/25/67	6/03/67	NIPA/Dacca; Municipal Admin. Conference	
28. David Mars	Short Term Consultant; Campus Inspection	5/28/67	6/06/67	NIPA/Dacca; Municipal Admin. Conference	

APPENDIX B-4 - Short Term USC/PA Professional Staff in Pakistan - Tour of Duty Schedule

Name	1960	1961	1962	1963	1964	1965	1966	1967
1. Ross Pollock		2/12 - 6/18						
2. Wallace H. Best		2/12 - 6/15						
3. William G. Dyer		3/06 - 5/25						
4. G. F. J. Lehner		6/26 - 9/21						
5. Charles Ullman		7/04 - 9/30						
6. J. W. Edgerton		7/06 - 10/03						
7. Eltinge Grinnell		7/06 -	7/05					
8. Robert Abramson		8/22 - 12/08						
9. L. Lefebvre		9/16 - 12/14						
10. Ross Thomas		10/04 - 12/30						
11. Malcom Macurda		10/07 -	2/19					
12. Marshall Fels		11/07 -	1/25					
13. Al M. Loeb			1/13 - 4/12					
14. Robert M. Bramson			1/13 - 2/24					
15. John Daniels			1/19 - 4/20					
16. Chester R. McNutt			1/21 - 4/27					
17. Frank P. Sherwood			2/21 - 3/08					
18. Robert H. Berkov			2/21 - 3/08					
19. Martha T. Boaz			4/12 - 5/05					
20. Andrew Strain			4/05 - 7/03					
21. Dean Henry Reining, Jr.				1/14 - 1/29		1/13 - 1/27		2/26 - 3/07
22. Emery E. Olson					1/13 - 2/12	2/21 - 2/26		
23. Theodore Thomas							3/04 - 3/17	
24. John D. Gerletti							10/27 - 11/12	
25. Ira Robinson							10/29 - 11/10	
26. Aubrey J. Wagner								2/28 - 3/04
27. Mark E. Keane								5/25 - 6/03
28. David Mars								5/28 - 6/06

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APPENDIX B-5 - USC Pakistan Project Staff in Los Angeles

Name	Title/Position	Date of Appointment	Date of Termination
1. Dr. Robert H. Berkov**	Director, International Programs and Director, International Public Administration Center	August 1960	July 1962
2. Paul H. Wangsness	Assistant Director, IPAC	July 1961	July 1962
	Director, IPAC	August 1962	May 1965
3. Dr. Margaret Oslund	Assistant Director, IPAC	August 1962	August 1963
4. Theodore H. Thomas	Assistant Director, IPAC	October 1963	May 1965
	Director, IPAC	June 1965	July 1966
5. Dr. Wesley E. Bjur	Director, IPAC	August 1966	December 1967
<p>*The Directors and Assistant Directors of the IPAC project were half-time employees on the USC Pakistan Project.</p> <p>**Dr. Robert H. Berkov was Director, Pakistan Project, Executive Development Program from September 1957 to July 1960.</p>			

APPENDIX B-5 - USC Pakistan Project Staff in Los Angeles

Name	Title/Position	Date of Appointment	Date of Termination
1. Dr. Robert H. Berkov**	Director, International Programs and Director, International Public Administration Center	August 1960	July 1962
2. Paul H. Wangsness	Assistant Director, IPAC	July 1961	July 1962
	Director, IPAC	August 1962	May 1965
3. Dr. Margaret Oslund	Assistant Director, IPAC	August 1962	August 1963
4. Theodore H. Thomas	Assistant Director, IPAC	October 1963	May 1965
	Director, IPAC	June 1965	July 1966
5. Dr. Wesley E. Bjur	Director, IPAC	August 1966	December 1967

\*The Directors and Assistant Directors of the IPAC project were half-time employees on the USC Pakistan Project.

\*\*Dr. Robert H. Berkov was Director, Pakistan Project, Executive Development Program from September 1957 to July 1960.

## APPENDIX C-1

### Training of Trainers and Observation Participants sent to USA under USC/PA Contract

Names of a group of 9 public administration training specialists sent to USC in June, 1962 for a 5 1/2 month "Training of Trainers" Program in Los Angeles at the USC Campus. The program was designed to improve the skills of the participants in three principle areas: (a) in analysing training needs of an office or department; (b) in devising training programs to meet those needs, and (c) in developing personal skills in communicating diverse training subject matter in a manner easily apprehended by the learner, using latest methods, techniques, skills, and equipment available to the trainer.

Observation tours lasting 3-4 months were made by selected senior officers who could profit by the opportunity to observe public administration education and training institutions in other countries of the world.

## APPENDIX C-2

### Degree Participants sent to USA under USC/PA Contract

Names of Pakistanis selected and sent to the U.S. for educational programs leading to graduate degrees, in chronological order, with date of return and home assignment.

## APPENDIX C-3

### Public Administration Participants (Degree and Observation) sent to USA Under Direct USAID Financing PIO/P

A listing of public administration participants sent to the U.S. through AID Office of International Training in Washington, D. C., funded by International Training allocations in the USAID/Pakistan budget. The training of these participants was designed to coordinate with the needs of the contract institutions, and with the development of public administration in the entire country. Participants are listed by date of departure, and their institutional assignment upon their return is also given.

#### APPENDIX C-4

##### Public Administration Participants (Degree and Non-Degree) Sent to American University of Beirut (AUB) Under Direct USAID Financing

A listing of participants sent to American University of Beirut under conditions of sponsorship similar to the group sent to the U.S. under Office of International Training auspices; by starting date, and listing assignment in Pakistan.

#### APPENDIX C-5

##### Consolidated Listing of all Public Administration Participants from and/or for USC Pakistan Contract Institution

A consolidated listing of 64 public administration participants, showing their institutional affiliation, university degree, and a graphical representation of the period of their training in relation to the length of the contract.

#### APPENDIX C-6

##### Participants Listed by Pakistani Institution to which Returned

A comprehensive listing of participants trained and educated in public administration under both contract and O/IT sponsorship; listed by institution with which they are affiliated.

APPENDIX C-1 - Training of Trainers and Observation Participants sent to USA under USC/PA Contract

Name	Training Objective	Starting Date	Completion Date	Assignment
<u>Training of Trainers (TOT)</u>				
1. ALAM, A.F.M. Nurul	Pub. Admin. Trng. Specialist	6/28/62	1/19/63	NIPA Dacca; as of 12/15/66 appointed Managing Director Franklin Book Programs, Dacca
2. BUTT, Sultan Mahmood	Pub. Admin. Trng. Specialist	6/28/62	1/19/63	GOP Secretariat Training Institute, Karachi
3. DURRANI, Khan Zaman CSP	Pub. Admin. Trng. Specialist	6/28/62	1/19/63	NIPA Lahore; as of 1/31/64 rejoined West Pakistan Government as Director, Basic Democracies, Khairpur and now in CSP Judicial Branch
4. KHAN, Mohammad Shahidullah	Pub. Admin. Trng. Specialist	6/28/62	1/19/63	NIPA Dacca; since 8/31/66 in training for MPA at USC under PIO/P 391-105-1-60486
5. KHAN, Mohammad Taqi	Pub. Admin. Trng. Specialist	6/28/62	1/19/63	GOP Secretariat Training Institute, Karachi
6. NAIM, Abdun EPCS	Pub. Admin. Trng. Specialist	6/28/62	1/19/63	NIPA Dacca; as of 4/20/66 posted as Secretary, House Building Finance Corporation, Dacca; in 1967 posted as Subdivisional Officer, Manikgang
7. ZAMAN, Qamaruz EPCS	Pub. Admin. Trng. Specialist	6/28/62	2/10/63	Extra Assistant Commissioner, GOEP; in 1964 posted as Instructor, NIPA Dacca
8. FARUQUI, Mohammad Salman	Pub. Admin. Trng. Specialist	6/30/62	12/19/62	Selected for Pakistan Customs and Excise Service
9. ZAFAR, Syed Abu	Pub. Admin. Trng. Specialist	6/30/62	3/05/63	NIPA Karachi
<u>Observation Participants</u>				
1. INAYATULLAH CSP	Observation	6/21/62	9/21/62	NIPA Lahore (Director) through July 1964; then Secretary BD & LG Department and O&M; now Chairman Lahore Improvement Trust
2. MUEENUDDIN, G. CSP	Observation	4/14/63	8/11/63	Secretary, GOP Establishment Division until April 1964; then Chief Election Commissioner until retirement in April 1967

APPENDIX C-2 - Degree Participants Sent to USA Under USC/PA Contract

Name	Degree* Obtained	Departure Date	Pakistan Return Date	Assignment
1. NIAZ, Mohammad Aslam	DPA	10/04/61**	3/11/63	NIPA Karachi; in May 1967 on leave to Somalia as UN Public Administration Advisor
2. HAMID, Saiyid M.	MPA/Syracuse	6/01/61***	7/02/63	NIPA Karachi
3. KHAN, M. Humayun CSP	DPA	2/02/62	2/15/65	Political Agent, North Waziristan; in August 1966 posted as Director, All Pakistan Public Administration Research Centre; and in January 1967 concurrently appointed Deputy Secretary (Training) Establishment Division, GOP
4. AHMAD, Iftikhar	MPA	2/15/62	8/18/63	NIPA Lahore
5. ALI, Shaukat	DPA	2/15/62	2/09/65	Department of Administrative Science, University of the Panjab, Lahore
6. AHMAD, Aftab PMAS	DPA/ Geo. Wash. Univ.	2/15/62	5/09/65	Finance Services Academy; in summer 1967 on leave to Somalia as UN Public Administration Advisor
7. AHMED, Anisuddin CSP	MPA	2/17/62	5/31/65	Deputy Commissioner, Rangpur; on 5/3/66 posted as Director, NIPA Dacca
8. SIDDIQUI, M. Tariq CSP	DPA/Syracuse	7/15/62	12/27/65	Civil Service Academy; in summer 1967 on leave to Somalia as UN Public Administration Advisor
9. DANISH, Usman Ahmad	MS/Lib. Sci.	9/27/62	8/11/64	NIPA Lahore
10. ARIFUDDIN, Muhammad	Certificate in Lib. Sci.	9/27/62	2/09/63	NIPA Karachi
11. ABEDIN, Mohammad Jainul	MPA	9/27/62	1/08/65	NIPA Karachi; on 12/1/66 transferred to NIPA Dacca
12. ISLAM, Nasir	DPA	9/27/62	3/16/66	Department of Administrative Science, University of the Panjab

\*All participants trained at USC, except where noted differently  
 \*\*Remained under PIO/P from 1/2/60 to 10/3/61  
 \*\*\*Remained under PIO/P from 5/28/60 to 5/31/61



APPENDIX C-2 - Degree Participants Sent to USA Under USC/PA Contract (Continued)

Name	Degree Obtained	Departure Date	Pakistan Return Date	Assignment
13. SHEIKH, Mujib Ahmad	DPA*	9/27/62	3/12/66	Department of Administrative Science, University of the Panjab
14. ARRAB, Fateh M. Khan	Certificate/ Pub. Admin.	9/27/62	3/30/64	Peshawar University, Department of History
15. SIDDIQUI, Anwar Hussain	DPA	9/27/62	3/24/66	NIPA Karachi
16. KHAN, M. Anwar Hussain EPCS	MPA	9/27/62	9/15/64	NIPA Dacca
17. SHARIFF, Zahid	DPA/NYU	1/24/63	11/20/66	Department of Administrative Science, University of the Panjab; in September 1967 transferred to Department of Political Science, University of the Panjab
18. KHAN, Muizuddin	MS/Lib. Sci.	6/15/63	3/29/65	NIPA Lahore
19. ZAMAN, Mohammad Anis	MPA	6/20/63	4/07/65	NIPA Dacca
20. ALAM, Shamsul	MS/Lib. Sci.	6/20/63	3/07/65	NIPA Dacca; in January 1967 appointed Librarian, Institute of Business Administration, University of Dacca
21. JAFRI, S. A. Rashid	DPA	9/19/63	12/27/67	Department of Administrative Science, University of the Panjab
22. SOBHAN, M. Abdus	no degree**	9/19/63	6/05/64	Selected for Pakistan Postal Service, Class I
23. KABIR, A.K.M. EPSES	MPA	9/19/63	1/29/65	NIPA Dacca; on 11/2/65 posted as Principal, A.M. Government College, Mymensingh
24. ABBAS, Burhan Ali CSP	DPA	2/01/64	10/19/67	Government of West Pakistan
25. MAHMOOD, S. Khalid CSP	MPA	2/01/64	8/29/65	Director, Excise & Taxation, Karachi; in 1967 posted as Deputy Commissioner, Karachi
26. QADIR, Muzaffar CSP	MPA	2/01/64	8/29/65	NIPA Lahore; on 3/14/66 posted as Deputy Commissioner, Sahiwal
27. QURESHI, Anwarullah	DPA	2/01/64	10/18/67	NIPA Lahore
28. AHMAD, Serajuddin EPCS	MPA	2/01/64	8/31/65	Posted as Additional Deputy Commissioner, Sylhet

\*Mujib Sheikh spent fall semester 1963 only at University of Pittsburgh  
 \*\*Program terminated early as participant anxious to join Pakistan Postal Service; no degree or certificate awarded

APPENDIX C-3 - Public Administration Participants (Degree and Observation) Sent to USA Under Direct USAID Financing PIO/P\*

Name	PIO/P	Training Objective	Starting Date	Completion Date	Assignment
<u>Degree Participants</u>					
(NIAZ, Mohammad Aslam	00013	DPA	1/02/60	10/03/61**	NIPA Karachi)
(HAMID, Saiyid M.	00117	MPA	5/28/60	5/31/61***	NIPA Karachi)
1. KHAWAJA, Khalid	00119	MPA	9/06/60	3/11/64****	NIPA Karachi; transferred 5/16/65 to NIPA Lahore; resigned 7/25/66 with GOP/USAID approval
2. BASHIR, Farrukh Akhtar	50474/70082	MBA	8/17/65	2/01/68	Department of Administrative Science, University of the Panjab
3. KHAN, Abdul Rahim	50473/70081	MA Planning	8/17/65	Est 8/15/69	Department of Administrative Science, University of the Panjab
4. SHAH, Mohammad Amjad	50477/70085	DPA	8/17/65	Est 2/15/69	NIPA Lahore
5. KHAN, Anwar Tahmasp WPCS	50476/70084	MPA	8/24/65	7/16/67	NIPA Lahore
6. ALI, Syed Mohammad	50475/70083	MPA	8/31/65	2/14/67	Political Science Department, University of Dacca
7. MIAH, Nur Muhammad	50474	MPA	8/31/65	2/20/67	Political Science Department, University of Dacca
8. QURESHI, Muzaffar Ali	60436	MBA	8/13/66	6/06/68	Department of Administrative Science, University of the Panjab
9. KARIM, Masihul	60487	MPA	8/13/66	4/20/68	Political Science Department, University of Dacca
10. AZIM, Karamat, Dr.	60380	MPA	8/24/66	2/09/68	NIPA Lahore
11. KHAN, M. Shahidullah	60486	MPA	8/31/66	Est 8/15/68	NIPA Dacca
12. AHMED, Syed Ghiasuddin	60487	MPA	8/13/66	2/01/68	Political Science Department, University of Dacca
<u>Observation Participants</u>					
1. HASAN, Mahdi CSP	60470	Observation	5/29/67	9/12/67	NIPA Karachi (Director)
<p>*Only those participants listed returned/returning to USC/PA contract-aided institutions                      **On 10/4/61 transferred to USC Contract                      ***On 6/1/61 transferred to USC Contract                      ****Proposed transfer to USC Contract was never accomplished due to serious auto accident in March 1961</p>					

APPENDIX C-4 - Public Administration Participants (Degree and Non-Degree) Sent to  
American University of Beirut (AUB) Under Direct USAID Financing

	Training Objective	Starting Date	Completion Date	Assignment
<u>Degree Participants</u>				
1. QURESHI, Muzaffar Ali	BA	10/06/60	6/27/63	MPA Panjab University June 1965; as of 8/13/66 sent to USA for MBA degree under PIO/P 391-105-1-60436; Returned to DAS, Panjab University June 1968
2. KHAN, Belal Ahmad	MPA	10/02/61	2/18/63	NIPA Karachi; selected for CSP in 1966
3. SIDDIQUI, Mohommad Kaleem	MPA	10/09/61	10/07/63	NIPA Karachi; selected for CSP in 1964
4. KHAN, Forid Ahmad WPSS	MPA	10/05/63	11/25/63	NIPA Lahore, returned early without completing training and degree requirements
5. MOHSIN, Zubeida (now Mrs. Mushtaq Ahmad)	MPA	10/05/63	10/07/65	NIPA Lahore
6. ALI, Mohammad Ashrof	MPA	10/03/64	11/13/66	NIPA Dacca
7. CHOWDHURY, Lutful Hoq	MPA	9/24/64	9/21/66	NIPA Dacca
8. MALIK, Inayat Ilahi	MPA	9/24/64	6/30/66	NIPA Lahore
9. SAHIBZADA, Imtiaz Ahmed CSP	MPA	9/24/64	9/16/66	NIPA Lahore
10. RAHMAN, Safiur	MPA	9/25/66	8/15/68 Estimated	NIPA Dacca
<u>Non-Degree Participants at AUB (one-year program)</u>				
1. AHMAD, Syed Shahiduddin	Career Dev.	10/13/64	6/22/65	NIPA Dacca
2. NURUZZAMAN, Syed	Career Dev.	9/24/64	6/22/65	NIPA Dacca
*Only those participants listed returned/returning to USC/PA contract-aided institutions				

APPENDIX C-5 - Consolidated Listing of All Public Administration Participants from and/or for USC Pakistan Contract  
Institutions-Whether Financed through USC Contract or Directly by USAID (PIO/Ps or AUB Program)

Name of Participant	Type	University Degree and Institution to Which Returned	Dates of Departure from and Return to Pakistan									
			1960	1961	1962	1963	1964	1965	1966	1967	1968	
1. NIAZ, Mohammad Aslam	(PIO/P&USC) (Contract)	DPA/USC NIPA/Karachi	1/2			3/11						
2. HAMID, Saiyid M.		MPA/SYR NIPA/Karachi	5/28			7/2						
3. KHAWAJA, M. Khalid		USAID PIO/P	MPA/USC NIPA/Karachi	9/6				3/11				
4. QURESHI, Muzaffar Ali	USAID AUB	BA/AUB Dept. Admin. Sci./ University of the Panjab	10/6			6/27						
5. KHAN, Belal Ahmed	USAID AUB	MPA/AUB NIPA/Karachi		10/2		2/18						
6. SIDDIQUI, Mohammad Kaleem	USAID AUB	MPA/AUB NIPA/Karachi		10/9		10/7						
7. KHAN, Humayun CSP	USC Contract	DPA/USC (All-Pakistan Pub. Admin. Research Centre)			2/2				2/15			
8. AHMAD, Iftikhar	USC Contract	MPA/USC NIPA/Lahore			2/15	8/18						
9. ALI, Shaukat	USC Contract	DPA/USC Dept. Admin. Sci./ University of the Panjab			2/15				2/9			
10. AHMAD, Aftab PMAS	USC Contract	DPA/GWU Finance Services Academy			2/15				5/9			
11. AHMED, Anisuddin CSP	USC Contract	MPA/USC NIPA/Dacca			2/17				5/31			
12. INAYATULLAH CSP	USC Contract	Observation Tour NIPA/Lahore			6/21-9/21							
13. ALAM, A.F.M. Nurul	USC Contract	TOT/USC NIPA/Dacca			6/28	1/19						
14. BUTT, Sultan Mahmood	USC Contract	TOT/USC Secrett. Trng. Institute			6/28	1/19						
15. DURRANI, Khan Zaman CSP	USC Contract	TOT/USC NIPA/Lahore			6/28	1/19						
16. KHAN, Mohammad Shahidullah	USC Contract	TOT/USC NIPA/Dacca			6/28	1/19						
17. KHAN, Mohammad Taqi	USC Contract	TOT/USC Secrett. Trng. Institute			6/28	1/19						
18. NAIM, Abdun EPCS	USC Contract	TOT/USC NIPA/Dacca			6/28	1/19						
19. ZAMAN, Qamruz EPCS	USC Contract	TOT/USC NIPA/Dacca			6/28	2/10						
20. FARUQUI, Mohammad Salman	USC Contract	TOT/USC Customs Service			6/30	12/19						
21. ZAFAR, Syed Abu	USC Contract	TOT/USC NIPA/Karachi			6/30	3/5						
22. SIDDIQUI, M. Tariq CSP	USC Contract	DPA/SYR Civil Service Academy			7/15				12/27			
23. DANISH, Usman Ahmad	USC Contract	MS/Lib. Sci./USC NIPA/Lahore			9/27		8/11					
24. ARIFUDDIN, Muhammad	USC Contract	Certificate Lib. Sci./USC NIPA/Karachi			9/27	2/9						
25. ABEDIN, Mohammad Jainul	USC Contract	MPA/USC NIPA Karachi			9/27			1/8				
26. ISLAM, Nasir	USC Contract	DPA/USC Dept. Admin. Sci./ University of the Panjab			9/27					3/16		
27. SHEIKH, Mujib Ahmad	USC Contract	DPA/USC Dept. Admin. Sci./ University of the Panjab			9/27						3/12	

APPENDIX C-5 - Consolidated Listing of All Public Administration Participants from and/or for USC Pakistan Contract  
Institutions-Whether Financed through USC Contract or Directly by USAID (PIO/Ps or AUB Program) (Continued)

Name of Participant	Type	University Degree and Institution to Which Returned	Dates of Departure from and Return to Pakistan									
			1960	1961	1962	1963	1964	1965	1966	1967	1968	
28. ARBAB, Fateh M. Khan	USC Contract	Certificate Public Administration/USC University of Peshawar			9/27		3/30					
29. SIDDIQUI, Anwar	USC Contract	DPA/USC NIPA/Karachi			9/27					3/24		
30. KHAN, Anwar EPCS	USC Contract	MPA/USC NIPA/Dacca			9/27		9/15					
31. SHARIFF, Zahid	USC Contract	DPA/NYU Dept. Admin. Sci./ University of the Panjab				1/24				11/20		
32. MUEENUDDIN, G. CSP	USC Contract	Observation Tour GOP Estab. Div.				4/14-8/11						
33. KHAN, Muizuddin	USC Contract	MS Lib. Sci./USC NIPA/Lahore				6/15		3/29				
34. ZAMAN, Mohammad Anis	USC Contract	MPA/USC NIPA/Dacca				6/20		4/7				
35. ALAM, Shamsul	USC Contract	MS Lib. Sci./USC NIPA/Dacca				6/20		3/7				
36. JAFRI, S.A. Rashid	USC Contract	DPA/USC Dept. Admin. Sci./ University of the Panjab				9/19					12/20	
37. SOBHAN, Abdus	USC Contract	No Degree Pakistan Postal Service				9/19		6/5				
38. KABIR, A.K.M. EPSES	USC Contract	MPA/USC NIPA/Dacca				9/19			1/29			
39. KHAN, Farid Ahmad WPSS	USAID AUB	No Degree NIPA/Lahore				10/5-11/25						
40. MOHSIN, Zubeida	USAID AUB	MPA/AUB NIPA/Lahore				10/5			10/7			
41. ABBAS, Burhan Ali CSP	USC Contract	DPA/USC Govt. of West Pakistan						2/1			10/19	
42. MAHMOOD, S. Khalid CSP	USC Contract	MPA/USC Govt. of West Pakistan						2/1	8/29			
43. QADIR, Muzaffar CSP	USC Contract	MPA/USC NIPA/Lahore						2/1	8/29			
44. QURESHI, Anwarullah	USC Contract	DPA/USC NIPA/Lahore						2/1			10/18	
45. AHMAD, Serajuddin EPCS	USC Contract	MPA/USC Govt. of East Pakistan						2/1	8/31			
46. ALI, Mohammad Ashraf	USAID AUB	MPA/AUB NIPA/Dacca						10/3		11/13		
47. CHOWDHURY, Lutful Haq	USAID AUB	MPA/AUB NIPA/Dacca						9/24		9/21		
48. MALIK, Inayat Ilahi	USAID AUB	MPA/AUB NIPA/Lahore						9/24		6/30		
49. SAHIBZADA, Imtiaz A. CSP	USAID AUB	MPA/AUB NIPA/Lahore						9/24		9/16		
50. NURUZZAMAN, Syed	USAID AUB	Career Dev./AUB NIPA/Dacca						9/24	6/22			
51. AHMAD, Syed Shahiduddin	USAID AUB	Career Dev./AUB NIPA/Dacca						10/3	6/22			
52. BASHIR, Farrukh Akhtar	USAID PIO/P	MBA/USC Dept. Admin. Sci./ University of the Panjab							8/17			2/15
53. KHAN, Anwar Tahmasp WPCS	USAID PIO/P	MPA/USC NIPA/Lahore							8/24		7/16	
54. KHAN, Abdul Rahim	USAID PIO/P	MS Plan/USC Dept. Admin. Sci./							8/17			Est 8/15/69

APPENDIX C-5 - Consolidated Listing of All Public Administration Participants from and/or for USC Pakistan Contract  
Institutions-Whether Financed through USC Contract or Directly by USAID (PIO/Ps or AUB Program) (Continued)

Name of Participant	Type	University Degree and Institution to Which Returned	Dates of Departure from and Return to Pakistan									
			1960	1961	1962	1963	1964	1965	1966	1967	1968	
55. SHAH, Mohammad Amjad	USAID PIO/P	DPA/USC NIPA/Lahore							8/17			Est 2/1/69
56. ALI, Syed Mohammad	USAID PIO/P	MPA/USC Dept. Political Science/ University of Dacca							8/31		2/14	
57. MIAH, Nur Muhammad	USAID PIO/P	MPA/USC Dept. Political Science/ University of Dacca							8/31		2/20	
58. QURESHI, Muzaffar Ali	USAID PIO/P	MBA/USC Dept. Admin. Sci./ University of the Panjab								8/13		6/6
59. KARIM, Masihul	USAID PIO/P	MPA/USC Dept. Political Science/ University of Dacca								8/13		4/20
60. AHMED, Syed Ghiasuddin	USAID PIO/P	MPA/USC Dept. Political Science/ University of Dacca								8/13		2/1
61. AZIM, Dr. Karamat	USAID PIO/P	MPA/USC NIPA/Lahore								8/13		2/9
62. KHAN, Shahidullah	USAID PIO/P	MPA/USC NIPA/Lahore								8/13		Est 8/15
63. RAHMAN, Safiur	USAID AUB	MPA/AUB NIPA/Dacca								9/25		Est 8/15
64. HASAN, Mahdi CSP	USAID PIO/P	Observation Tour									5/29-9/12	

APPENDIX C-6 - Participants Listed by Pakistani Institution to Which Returned

A. NIPA/Karachi

Degree Participants - USC Contract

1. NIAZ, M. Aslam (DPA degree)
2. SIDDIQUI, Anwar (DPA degree)
3. HAMID, Saiyid M. (MPA degree)
4. ABEDIN, Jainul (MPA degree)
5. ARIFUDDIN, Muhammad (Certificate in Lib. Sci.)

TOT Participants - USC Contract

6. ZAFAR, Syed Abu

Degree Participants - USAID PIO/P

7. \*KHAWAJA, M. Khalid (MPA degree)

Observation Participants - USAID PIO/P

8. HASAN, Mahdi CSP

Degree Participants - USAID AUB

9. \*KHAN, Belal Ahmad (MPA degree)
10. \*SIDDIQUI, Kaleem (MPA degree)

B. NIPA/Lahore

Degree Participants - USC Contract

1. QURESHI, Anwarullah (DPA degree)
2. AHMAD, Iftikhar (MPA degree)
3. \*QADIR, Muzaffar CSP (MPA degree)
4. DANISH, Usman Ahmad (MS Lib. Sci.)
5. KHAN, Muizuddin (MS Lib. Sci.)

TOT Participants - USC Contract

6. \*DURRANI, Khan Zaman CSP

Observation Participants - USC Contract

7. \*INAYATULLAH CSP

\*No longer on staff of a USC - Contract - aided institution = 30 Per Cent

APPENDIX C-6 - Participants Listed by Pakistani Institution  
to which Returned (Continued)

Degree Participants - USAID PIO/P

8. SHAH, M. Amjad (DPA degree)
9. KHAN, Anwar Tahmasp WPCS (MPA degree)
10. AZIM, Dr. Karamat (MPA degree)

Degree Participants - USAID AUB

11. MOHSIN, Zubeida (MPA degree)
12. MALIK, Inayat Ilahi (MPA degree)
13. \*SAHIBZADA, Imtiaz A. CSP (MPA degree)
14. KHAN, Farid Ahmad WPSS (no degree)

C. NIPA/Dacca

Degree Participants - USC Contract

1. AHMED, Anisuddin CSP (MPA degree)
2. KHAN, Anwar H. EPCS (MPA degree)
3. ZAMAN, M. Anis (MPA degree)
4. \*KABIR, A. K. M. EPSES (MPA degree)
5. ALAM, Shamsul (MS Lib. Sci. degree)

TOT Participants - USC Contract

6. \*ALAM, A. F. M. Nurul
7. \*NAIM, Abdun EPCS
8. ZAMAN, Qamaruz EPCS
9. KHAN, M. Shahidullah

Degree Participants - USAID PIO/P

10. KHAN, M. Shahidullah (MPA degree)

Degree Participants - USAID AUB

11. ALI, M. Ashraf (MPA degree)
12. CHOWDHURY, Lutful Hoq (MPA degree)
13. RAHMAN, Safiur (MPA degree)

Career Development (non-degree) Participants - USAID AUB

14. AHMAD, Syed Shahiduddin
15. NURUZZAMAN, Syed

\*No longer on staff of a USC - Contract - aided institution = 30 Per Cent



APPENDIX C-6 – Participants Listed by Pakistani Institution  
to which Returned (Continued)

D. Department of Administrative Science, University of the Panjab

Degree Participants – USC Contract

1. ALI, Shaukat (DPA degree)
2. ISLAM, Nasir (DPA degree)
3. SHEIKH, Mujib A. (DPA degree)
4. \*SHARIFF, Zahid (DPA degree)
5. JAFRI, S. A. Rashid (DPA degree)

Degree Participants – USAID PIO/P

6. BASHIR, Farrukh Akhtar (MBA degree)
7. KHAN, Abdul Rahim (MS Planning degree)
8. QURESHI, Muzaffar Ali (MBA degree)

Degree Participants – USAID AUB

9. QURESHI, Muzaffar Ali (BA degree)

E. Other Institutions and Organizations to Which Returned

Degree Participants – USC Contract

1. KHAN, M. Humayan CSP (DPA degree) – All Pakistan Public Administration Research Centre
2. AHMAD, Aftab PMAS (DPA degree) – Finance Services Academy
3. SIDDIQUI, M. Tariq CSP (DPA degree) – Civil Service Academy
4. \*ABBAS, Burhan Ali (DPA degree) – Government of West Pakistan
5. \*MAHMOOD, S. Khalid (MPA degree) – Government of West Pakistan
6. \*AHMAD, Serajuddin (MPA degree) – Government of East Pakistan
7. \*SOBHAN, M. Abdus (no degree) – Pakistan Postal Service, Class I
8. \*ARBAB, Fateh M. Khan (Certificate in Public Administration) – Peshawar University, Department of History

TOT Participants – USC Contract

9. KHAN, M. Taqi – Secretariat Training Institute
10. BUTT, Sultan Mahmood – Secretariat Training Institute
11. \*FARUQUI, M. Salman – Pakistan Customs and Excise Service

Observation Participants – USC Contract

12. \*MUEENUDDIN, G. CSP – GOP Establishment Division

\*No longer on staff of a USC – Contract – aided institution = 30 Per Cent

APPENDIX C-6 - Participants Listed by Pakistani Institution  
to which Returned (Continued)

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Degree Participants - USAID PIO/P

13. ALI, Syed Mohammad (MPA degree) - Political Science Department,  
University of Dacca
14. MIAH, Nur Muhammad (MPA degree) - Political Science Department,  
University of Dacca
15. KARIM, Masihul (MPA degree) - Political Science Department,  
University of Dacca
16. AHMED, Syed Ghiasuddin (MPA degree) - Political Science Department,  
University of Dacca

## APPENDIX D-1

### Total Number of NIPA Courses and Participants - April, 1961 to November, 1967

## APPENDIX D-2

### Organizational Source of NIPA Participants - April, 1961 to November, 1967

A statistical breakdown of the organizational source of NIPA participants into 13 categories of origin, separated into 3 groupings according to the type of course which they took. The total number of participants from a given organization who have been trained in the NIPAs is also shown, together with a percentage figure which represents the ratio of this number of participants from any given organization, to the total number of participants being trained at one of the NIPAs.

## APPENDIX D-3

### Participants in NIPA Advanced Management Courses Categorized by Service/Profession/Occupation - April, 1961 to November, 1967

The Advanced Management Courses have continued to be the single most important offering of the NIPAs since they were first created. This appendix gives the source of participants in these courses from a variety of governmental institutions or of professions for each of the 3 NIPAs.

## APPENDIX D-4

### Participants in Short Courses Categorized by Service/Profession/Occupation - April, 1961 to November, 1967

A statistical breakdown of the institutional origins of participants in NIPA short courses, categorized by service, profession, and occupation from April, 1961 through November, 1967.

## APPENDIX D-5

### Participants in NIPA Special Seminars and Conferences Categorized by Service/Profession/Occupation - April, 1961 to November, 1967

APPENDIX D-1 - Total Number of NIPA Courses and Participants  
April, 1961 to November, 1967

	Advanced Management Courses	Short Courses	Special Seminars & Conferences	Total Number of Courses	Total Number of Participants
NIPA KARACHI	11 193	20 414	8 359	39	966
NIPA LAHORE	14 323	20 445	9 320	43	1088
NIPA DACCA	11 234	14 245	6 234	31	713
Total Number of Courses	36	54	23	113	
Total Number of Participants	750	1104	913		2767

APPENDIX D-2 - Organizational Source of NIPA Participants - April, 1961 to November, 1967

	NIPA KARACHI				NIPA LAHORE				NIPA DACCA				Grand Total	
	Advanced Mgmt Courses	Short Courses	Special Seminars & Conferences	Total No. / Total %	Advanced Mgmt Courses	Short Courses	Special Seminars & Conferences	Total No. / Total %	Advanced Mgmt Courses	Short Courses	Special Seminars & Conferences	Total No. / Total %	Total No.	%
1. Central Government of Pakistan	65	240	57	362 / 37.4	51	181	22	254 / 23.4	26	50	4	80 / 11.2	696	25.1
2. Government of West Pakistan	59	51	18	128 / 13.3	198	209	111	518 / 47.6	0	0	2	2 / 0.3	648	23.5
3. Government of East Pakistan	0	30	1	31 / 3.2	0	0	0	0	117	114	48	279 / 39.1	310	11.2
4. Public Corporations	36	52	22	110 / 11.4	51	4	41	96 / 8.8	77	69	8	154 / 21.6	360	13.0
5. Local Government Bodies	13	15	41	69 / 7.1	9	0	3	12 / 1.1	0	0	1	1 / 0.1	82	3.0
6. Universities	3	1	25	29 / 3.0	2	0	14	16 / 1.5	1	0	5	6 / 0.8	51	1.8
7. Military	3	9	2	14 / 1.5	4	4	0	8 / 0.7	0	0	0	0	22	0.8
8. Private Business & Ind.	4	0	14	18 / 1.9	0	2	6	8 / 0.7	6	8	1	15 / 2.1	41	1.5
9. Public Representatives*	0	15	0	15 / 1.6	0	36	0	36 / 3.3	0	0	49	49 / 6.9	100	3.6
10. R.C.D. Countries (Iran, Turkey)	2	1	0	3 / 0.3	5	0	0	5 / 0.5	2	0	0	2 / 0.3	10	0.4
11. Foreign Personnel	0	0	133	133 / 13.8	0	0	89	89 / 8.2	0	0	88	88 / 12.4	310	11.2
12. NIPAs & Other Training Institutions	0	0	42	42 / 4.3	0	8	30	38 / 3.5	5	4	6	15 / 2.1	95	3.4
13. Other Jurisdictions**	8	0	4	12 / 1.2	3	1	4	8 / 0.7	0	0	22	22 / 3.1	42	1.5
Grand Total	193	414	359	966 / 100	323	445	320	1088 / 100	234	245	234	713 / 100	2767	100
% of Total No. of Participants				35				39				26		100

\*Elected members of divisional and district councils, plus a few members of Provincial Assembly (MPAs).

\*\*Other jurisdictions include: Govt of Swat State (1 participant), Govt of Azad Kashmir (9), Govt of Northern Nigeria (1), Pakistanis with Foreign Missions (4), Private Welfare Agencies (1), Womens Voluntary Associations (22), Local Housing Societies (4).

APPENDIX D-3 - Participants in NIPA Advanced Management Courses Categorized by Service/Profession/Occupation - April, 1961 to November, 1967

	GENERALISTS										SPECIALISTS										Total Number of Participants
	CSP	GAR	WPCS	EPCS	Finance Services <sup>1</sup>	PSP	PMLCS	Other Central Superior Svcs. <sup>2</sup>	Secretariat Services <sup>3</sup>	Other Admin. Personnel <sup>4</sup>	Engineers	Doctors	Educators	Agriculture	Industries	Bankers	Accountants & Auditors	Import and Export	Information & Pub. Relations	Other Technical Personnel <sup>5</sup>	
1. NIPA Karachi (11 Courses)	9	1	13	2	8	4	8	4	23	15	26	6	10	9	10	15	3	4	5	18	193
2. NIPA Lahore (14 Courses)	25	5	46	0	4	16	10	9	34	12	58	7	16	17	19	0	3	3	11	28	323
3. NIPA Dacca (11 Courses)	24	1	0	19	9	9	4	3	9	9	36	2	7	17	26	11	10	5	4	29	234
TOTAL (36 Courses)	58	7	59	21	21	29	22	16	66	36	120	15	33	43	55	26	16	12	20	75	750
Percentage of Total Number of Participants	7.7	1.0	7.9	2.8	2.8	3.9	2.9	2.1	8.8	4.8	16.0	2.0	4.4	5.7	7.3	3.5	2.1	1.6	2.7	10.0	100
Percentage of Participants with Generalist Orientation 44.7%										Percentage of Participants with Specialist Orientation 55.3%											
<p>1) Finance Services include Pakistan Audit and Accounts Service (9 participants), Pakistan Military Accounts Service (5), Pakistan Railway Accounts Service (3), Pakistan Customs and Excise Services (1), Pakistan Taxation Service (3).</p> <p>2) Other Central Superior Services represented include Pakistan Foreign Service (5 participants), Pakistan Railway Service (8), Pakistan Postal Service (3).</p> <p>3) Secretariat Services include Central Secretariat Service (23 participants), West Pakistan Secretariat Service (34), East Pakistan Secretariat Service (9).</p> <p>4) Includes administrative officers, secretariat officials, university registrars, and other administrators not in a regular government service -- half of whom belong to public corporations.</p> <p>5) Other Technical Personnel include specialists from the following areas: road transport (10 participants); training (8); jails (7); food (6); meteorology (6); military (5); cooperatives (5); miscellaneous (28) - i.e., specialties represented by fewer than 5 participants.</p> <p>Legend: CSP = Civil Service of Pakistan, GAR = General Administrative Reserve, WPCS = West Pakistan Civil Service, EPCS = East Pakistan Civil Service, PSP = Police Service of Pakistan, PMLCS = Pakistan Military Lands and Cantonments Service, Agriculture = Agricultural, Forestry, Animal Husbandry and Like Specialists, Import and Export = Import and Export Specialists, GOP.</p>																					

APPENDIX D-4 - Participants in NIPA Short Courses Categorized by Service/Profession/Occupation  
April, 1961 to November, 1967

	GENERALISTS										SPECIALISTS									OTHER	Total Number of Participants
	CSP	GAR	WPCS	EPCS	Finance Services <sup>1</sup>	PSP	PMLCS	Other Central Superior Services <sup>2</sup>	Secretariat Services <sup>3</sup>	Other Admin. Personnel <sup>4</sup>	Engineers	Educators	Agriculture	Industries	Accountants and Auditors	Budget Officers	O & M	Imports and Exports	Other Technical Personnel <sup>5</sup>	Elect. Pub. Rep.	
1. NIPA Karachi (20 Courses)	2	3	17	7	12	7	0	4	104	34	8	0	1	12	79	20	15	27	48	14	414
2. NIPA Lahore (20 Courses)	17	3	9	1	3	2	0	0	23	0	54	29	72	0	102	23	2	20	49	36	445
3. NIPA Dacca (14 Courses)	9	1	0	62	2	2	0	1	20	20	11	1	3	33	40	0	0	18	21	1	245
TOTAL (54 Courses)	28	7	26	70	17	11	0	5	147	54	73	30	76	45	221	43	17	65	118	51	1104
Percentage of Total Number of Participants	2.5	0.6	2.4	6.4	1.5	1.0	0	0.5	13.3	4.9	6.6	2.7	6.9	4.1	20.0	3.9	1.5	5.9	10.7	4.6	100
	Percentage of Participants with Generalist Orientation 33.1%										Percentage of Participants with Specialist Orientation 62.3%									Other 4.6%	

1) Finance Services include Pakistan Audit and Accounts Service (11 participants), Pakistan Military Accounts Service (3), Pakistan Railway Accounts Service (2), Pakistan Customs and Excise Services (0), Pakistan Taxation Service (1).

2) Other Central Superior Services represented include Pakistan Railway Service (1 participant), Pakistan Postal Service (4).

3) Secretariat Services include Central Secretariat Service (88 participants), West Pakistan Secretariat Service (25), East Pakistan Secretariat Service (34).

4) Other Administrative Personnel includes administrative officers, secretariat officials, and other administrators not in a regular government service—three-fifths of whom belong to public corporations.

5) Other Technical Personnel includes specialists from the following areas: social welfare (25 participants); customs (14); military (13); training (11); information (10); meteorology (9); doctors (5); miscellaneous (31) - i.e., specialties represented by fewer than 5 participants.

Legend: CSP = Civil Service of Pakistan; GAR = General Administrative Reserve; WPCS = West Pakistan Civil Service; EPCS = East Pakistan Civil Service; PSP = Police Service of Pakistan; PMLCS = Pakistan Military Lands and Cantonments Service; Agriculture = Agricultural, Forestry, Animal Husbandry and Like Specialists; O & M = Organization and Methods Specialists; Imports and Exports = Imports and Exports Specialists, GOP; Elect Pub Rep = Elected Public Representatives.

APPENDIX D-5 - Participants in NIPA Special Seminars and Conferences Categorized by  
Service/Profession/Occupation - April, 1961 to November, 1967

	GENERALISTS										SPECIALISTS								OTHER		Total Number of Participants
	CSP	GAR	WPCS	EPCS	Finance Services 1	PSP	PMLCS	Other Central Superior Services 2	Secretariat Services 3	Other Admin Personnel 4	Engineers	Doctors	Educators	Agriculture	Industries	Librarians	Trng. Staff	Other Technical Personnel 5	Elect. Pub. Rep.	Foreign Personnel	
1. NIPA Karachi (8 Courses)	30	14	5	1	3	1	6	2	7	16	15	4	13	0	11	0	35	63	0	133	359
2. NIPA Lahore (9 Courses)	48	5	16	0	7	4	4	3	7	5	30	8	15	13	15	21	11	19	0	89	320
3. NIPA Dacca (6 Courses)	13	1	2	12	2	2	1	0	1	17	11	2	5	1	1	0	2	23	50	88	234
TOTAL (23 Courses)	91	20	23	13	12	7	11	5	15	38	56	14	33	14	27	21	48	105	50	310	913
Percentage of Total Number of Participants	10.0	2.2	2.5	1.4	1.3	.8	1.2	.5	1.6	4.2	6.1	1.5	3.6	1.5	3.0	2.3	5.3	11.5	5.5	34.0	100
Percentage of Participants with Generalist Orientation 25.7%      Percentage of Participants with Specialist Orientation 34.8%      Other 39.5%																					
<p>1) Finance Services include Pakistan Audit and Accounts Service (3 participants), Pakistan Military Accounts Service (3), Pakistan Railway Accounts Service (3), Pakistan Customs and Excise Services (2), Pakistan Taxation Service (1).</p> <p>2) Other Central Superior Services represented include Pakistan Railway Service (3 participants), Pakistan Postal Service (2).</p> <p>3) Secretariat Services include Central Secretariat Service (7 participants), West Pakistan Secretariat Service (7), East Pakistan Secretariat Service (1).</p> <p>4) Other Administrative Personnel includes administrators of municipalities (18), government ministers (7), and public corporations (4) and miscellaneous (9) administrators who do not belong to a regular government service.</p> <p>5) Other Technical Personnel includes specialists from the following areas: town planners (16); university students of town planning (16); military (6); accountants and auditors (5); non-specialists from women's voluntary associations (22); and miscellaneous (40) - i.e., specialties represented by fewer than 5 participants.</p> <p>Legend: CSP = Civil Service of Pakistan; GAR = General Administrative Reserve; WPCS = West Pakistan Civil Service; EPCS = East Pakistan Civil Service; PSP = Police Service of Pakistan; PMLCS = Pakistan Military Lands and Cantonments Service; Agriculture = Agricultural, Forestry, Animal Husbandry and Like Specialists; Trng Staff = Professional Staff of administrative and management training institutions in Pakistan; Elect Pub Rep = Elected Public Representatives; Foreign Personnel = Expatriates with foreign missions or companies in Pakistan.</p>																					



APPENDICES E-1, E-2, and E-3

Research Projects carried on between April, 1961 to November, 1967 by  
the NIPAs in Karachi, Lahore and Dacca.

APPENDIX E-1 - Research - NIPA Karachi April, 1961 to November, 1967

STAFF RESEARCH

Ongoing Research

1. Survey of In-Service Training Institutions in Hyderabad, Quetta, Kalat and Karachi Divisions. (by Dr. Aslam Niaz, Miss Kazmi, Ayyaz Mahmum Qureshi).
2. Municipal Government and Administration of Karachi. (by Dr. Shafik Hashmi and others).
3. Management Analysis in Pakistan - Cases and Teaching Materials. (by Dr. Aslam Niaz and others)
4. Personnel Administration in Pakistan - Cases and Teaching Materials. (by Dr. Aslam Niaz and others)

PARTICIPANT RESEARCH (In Advanced Management Courses)

1. 42 Group (Syndicate) Research Projects.
2. 32 Individual Library Research Projects.

APPENDIX E-2 - Research - NIPA Lahore April, 1961 to November, 1967

STAFF RESEARCH

Published Research

1. Land Acquisition by Government in West Pakistan. (by Malik Iftikhar Ali, GAR).
2. Industrial Estates in West Pakistan. (by Malik Iftikhar Ali, GAR).
3. Passport Offices, Lahore, Dacca - A System and Procedure Study. (by Anwar Qureshi).
4. Women at Work. (by Zahida Birjis).
5. Economic Development in Pakistan. (by Dr. A. Moquit).
6. Secretariat of Government of West Pakistan: A Guide to its Organization and Functions. (by M. Amjad Shah).
7. Personnel Administration in the Foreign Service of Pakistan. (Mimeographed) (by M. Amjad Shah).
8. Case Studies in Public Administration. (by Iftikhar Ahmad).
9. Delegation of Powers to District Heads of Administration. (by Iftikhar Ahmad).

Research Completed but Unpublished

1. Public Corporations in West Pakistan - A detailed account of their constitutions, organizations, objectives and functions. (by Dr. Karamat Azim).
2. Planning in Emergency. (September 1965 India-Pakistan Conflict) (by Muzaffar Qadir, Iftikhar Ahmad, Mrs. Birjis and Karamat Azim).
3. Survey of Administrative Training Requirements during Third Five Year Plan. (by Muzaffar, Mokammal and Mrs. Birjis).
4. Family Laws and Their Practical Utility. (by Mrs. Z. Birjis).
5. Organization and Management of the Lahore Improvement Trust. (by Iftikhar Ahmad).
6. A Case Study of Anti-Corruption. (by Captain Saleh Mohammad Khan).

Research in Hand or in Planning Stage

1. Recruitment Procedure in West Pakistan with Special Reference to Class I, Class II, Special and Technical Jobs - An Appraisal of the Working of West Pakistan Public Service Commission. (by Captain Saleh Mohammad Khan).
2. Housing Problem and its Impact on Efficiency in Government (A Study of Houseless Employees Working in Lahore). (by Inayat Maula Qureshi).
3. Decision Making through Oral Communication - at the Tehsil Level - (Type and Extent of Decisions). (by Anwar Tahmasp Khan).
4. Promotion Opportunities in Revenue Department of West Pakistan - (A Study in Personnel Administration). (by Anwar Riyaz-i-Qadeer).
5. Job Description as a Concept and its Applicability to Government Organization (A Hypothetical Study).
6. Organizational Analysis of NIPA, Lahore (A Study for Internal Consumption). (by Anwar Qureshi, Iftikhar Ahmad and Anwar Tahmasp Khan).
7. Attitude of Public Towards Senior-Junior or Boss-Subordinate Relationships in Government - (A Sociological Study). (by Mrs. Z. Birjis).
8. Supervision of Personnel in Private Sector - A Study in Human Relations (Packages Ltd., and Bata Shoe Co., may be studied) (by Mohsin Manzoor).
9. Organizational Analysis of the Office of Inspector General Police, West Pakistan. (by Mohsin Manzoor).
10. Transportation Survey of West Pakistan, with Special Reference to Lahore. (by Mohsin Manzoor).
11. Laws and Enactments Relating to Agricultural Development in Pakistan - (a work of compilation). (by Inayat Illahi Malik).
12. Attitudes of Government Employees towards their Fellow Employees Working in Other Departments and How They Affect That Coordinative Effort at Development (A Sociological Interpretation). (by Mrs. Z. Mushtaq).
13. A Study of the Working of Road Transport Corporation in West Pakistan. (by Inayat Illahi Malik and Imtiaz Ahmad Sahibzada).
14. Rules and Regulations in Relation to Setting Up of Small/Big Industries in West Pakistan. (by Masood Anwar Shah).

APPENDIX E-2 - Research - NIPA Lahore April, 1961 to November, 1967 (Continued)

15. Uses and Misuses-- Advantages and Disadvantages of Office Peons in Government. (by Mansoor Mahmood).
16. An Assessment of the Working of Lahore Divisional Council. (by Mrs. Z. Birjis).
17. An Assessment of the Working of District Council Sheikhpura. (by Mrs. Z. Mushtaq).
18. An Assessment of the Working of Tehsil Councils in District Sheikhpura. (by Ifikhar Ahmad).
19. An Assessment of the Working of Union Councils in District Sheikhpura. (by Captain Saleh Mohammad Khan and Mansoor Mahmood).
20. Attitudes of Foreign Trained Pakistani Officials/Specialists (A Sociological Analysis). (by Anwar Tahmasp Khan).

PARTICIPANT RESEARCH (In Advanced Management Courses)

1. 45 Group (Team) Research Projects.
2. 278 Individual Research Projects.

APPENDIX E-3 - Research - NIPA Dacca April, 1961 to November, 1967

STAFF RESEARCH

Published Research

1. The Circle Officer: A Study of His Role. (1963) (by Md. Anisuzzaman).

Research Completed but Unpublished (Mimeographed)

1. Management Appraisal Study of Headquarters Elements, Water Development Wing, EP WAPDA. (November 1961) (by Dr. F. B. Sheeran).
2. Recommendations for the Governors Committee to Simplify Procedures. (November 1961) (by Dr. D. S. Hecock, Dr. F. B. Sheeran, Sanaul Huq).
3. Number of Government Employees in East Pakistan. (November 1961) (by Mohammad Yousuf Mia, Dr. D. S. Hecock).
4. Study of Dacca Improvement Trust. (1962) (by Salma Choudhury).
5. Study of Dacca Municipality. (1962) (by Salma Choudhury, assisted by S. M. Ali and Mohammad Yousuf Mia).
6. Executive Use of Time. (1962) (by Mohammad Shahidullah Khan).
7. The Circle Officer - A Study. (August 1961) (by Mohammad Anisuzzaman).
8. An Organization Study of Cooperative Society. (January 1963) (by Abdun Naim, assisted by D. K. Chaudhury)
9. A Study of the East Pakistan Small and Cottage Industries Corporation. (June 1962) (by Salma Choudhury).
10. A Study of the East Pakistan Jute Marketing Corporation. (July 1962) (by Salma Choudhury).
11. A Study of Film Development Corporation. (April 1962) (by Salma Choudhury).
12. Application of the Performance Budgeting Concept to the East Pakistan Development Programme. (April 1962) (by Professor Jack Daniels).
13. Report on Management of Files and Records in East Pakistan Secretariat. (May 1962) (by A. F. M. Nurul Alam).
14. Survey of Training Needs in East Pakistan Government. (June 1962) (by Dr. D.S. Hecock, assisted by Dr. John Gerletti, Dr. D.S. Brown).

APPENDIX E-3 - Research - NIPA Dacca April, 1961 to November, 1967 (Continued)

15. NIPA Proposals to Strengthen Management Analysis in Government of West Pakistan. (June 1962) (by Dr. F. B. Sheeran).
16. Executive's Use of Time: (Revision) (May 1963) (by Md. Shahidullah Khan).
17. Impact of Traditional Culture on Public Administration in Pakistan. (April 1963) (by Serajuddin Ahmed).
18. Survey of Training Needs: East Pakistan (Revision) (1963). (by Staff and USC Party).
19. Public Authorities: What Are They? (February 1963) (by Dr. F.B. Sheeran).
20. Organization of the East Pakistan Forest Industries Corporation. (July 1963) (by Mrs. Quadir).
21. A Study of the East Pakistan Industrial Development Corporation. (October 1963) (by Lutful Huq Choudhury).
22. Survey of the Number and List of Different Categories of Government Employees in East Pakistan. (October 1963) (by Nurul Momen).
23. A Survey of the Training Needs of the East Pakistan Water and Power Development Authority. (April 1964) (by A.F.M. Nurul Alam and Robert Abramson).
24. Control of Public Corporations in East Pakistan. (by M. Huq).
25. Revenue Administration in East Pakistan. (by M. Rahman).
26. A Study of Chittagong Development Authority. (July 1964) (by Nurul Momen).
27. A Study of School Management in Dacca City. (July 1964) (by Waseka Begum and Rabeya Rahman).
28. A Study of Khulna Development Authority. (September 1964) (by L. Huq Choudhury).
29. A Study of Khulna Development Authority. (September 1964) (by Abdun Naim).
30. Administration of Colleges in Dacca City. (October 1964) (by Md. S. Rahman and Waseka Begum).
31. A Survey of In-Service Training Institution in East Pakistan. (September 1964) (by Robert Abramson and S. Nuruzzaman).

APPENDIX E-3 - Research - NIPA Dacca April, 1961 to November, 1967 (Continued)

32. A Study of Budget Procedures of Government of East Pakistan (November 1964). (by S. Rahman and Waseka Begum).
33. Attitudes of Pakistani Women Towards Employment. (August 1966) (by Mrs. Mahmuda Islam).
34. Development Effort in the Agriculture Sector and its Impact on the Economy. (June 1964) (by Mohammad Ashraf Ali and Rabeya Rahman).
35. How Far the Concept of Performance Budgeting Can Be Applied to Government of East Pakistan Chapter III. (September 1966) (by Mohammad Safiur Rahman).
36. A Study of Foreign Trained Talent Available in East Pakistan. (December 1966). (by Syed Shahiduddin Ahmed).

Research in Hand or in Planning Stage

1. 'A Role Analysis of the District Officer in Pakistan Administration. (by M. A. H. Khan).
2. History of Land Tenure System in East Pakistan. (by Matiur Rahman).
3. Social Background of Administrators. (by Mrs. Mahmuda Islam).
4. The File System in Government Offices. (by Quamaruzzaman).
5. Relation of Provincial Planning to Central Planning Process. (by Lutful Hoq Choudhury).
6. A Sociological Study of the Circle Officer (Development) (by Md. Anisuzzaman).

PARTICIPANT RESEARCH (In Advanced Management Courses Plus Some Short Courses)

1. 22 Group (Team) Research Projects
2. 218 Individual Research Projects



APPENDICES F-1, F-2, and F-3

Publications, ranging from pamphlets to textbooks, produced by the NIPAs in Karachi, Lahore, and Dacca from 1961 through 1967.

## APPENDIX F-1 - Publications - NIPA Karachi 1961 - 1967

### PROCEEDINGS

1. Managerial Training in Karachi Metropolitan Area - (Proceedings of Seminar on Managerial Training in Karachi Metropolitan Area, held at NIPA Karachi in August, 1962. Editor Dr. Faqir Muhammad. Published April, 1963. Price Rs. 7.50; \$2.00).
2. Metropolitan Area Problems in Pakistan - (Proceedings of Seminar on Metropolitan Area Problems in Pakistan, held at NIPA Karachi in September, 1963. Editors Dr. Faqir Muhammad and Dr. Shafik H. Hashmi. Published, September, 1965. Price Rs. 7.50; \$2.00).
3. Problems of Urbanization in Pakistan - (Proceedings on a Conference on Problems of Urbanization in Pakistan, held by the NIPA Karachi from October 31 to November 4, 1966. Editors Dr. Shafik H. Hashmi and Dr. Garth N. Jones. Published 1967. Price Rs. 10.00; \$3.00).

### BIBLIOGRAPHIES

1. Bibliography of Public Administration in Pakistan - (by Dr. Aslam Niaz and A. M. Qureshi. Price Rs. 3.00; \$1.00. Published 1967).
2. Bibliography of Organization and Methods in Pakistan - (by Dr. Aslam Niaz and A. M. Qureshi. Price Rs. 2.00; 75 cents. Published 1967).

### REPRINTS

1. Tottenham Report - (Report on the Reorganization of the Central Government 1945-46. Published July, 1963. Price Rs. 9.00; \$2.50).
2. Maxwell Report - (Report of the Government of India Secretariat Organization and Procedure, 1937. Published January, 1964. Price Rs. 3.10; \$1.00).
3. Wheeler Report - (Report of the Government of India Secretariat Committee, 1937. Published January, 1964. Price Rs. 5.30; \$1.50).
4. Llwellyn Smith Report - (Report of the Government of India Secretariat Procedure Committee, 1920. Published January, 1964. Price Rs. 7.55; \$2.00).
5. Jefferies Report - (A Report on the Development of Organization and Methods Work in the Pakistan Government, January, 1952. Published August, 1965. Price Rs. 3.50; \$1.00).
6. Fraser Report - (Report of the Indian Police Commission 1902-03. Published September, 1965. Price Rs. 15.00; \$4.00).

APPENDIX F-1 - Publications - NIPA Karachi 1961 - 1967 (Continued)

PARTICIPANT STUDY

1. Administrative Uses of Statistics - (A Study of the Organization and Administrative Uses of Statistics in Pakistan. Published May, 1964. Price Rs. 3.50; \$1.00).

JOURNAL

1. NIPA Journal - (A Quarterly Publication of the NIPA Karachi. Price Rs. 1.50 per copy, Rs. 6.00 per annum; \$2.00 per annum).

## APPENDIX F-2 - Publications - NIPA Lahore 1961 - 1967

### ORIGINAL RESEARCH

1. Land Acquisition by Government in West Pakistan - (by Malik Iftikhar Ali, G.A.R., 1963. Price Rs. 3.50; 85 cents per copy).
2. Industrial Estates in West Pakistan - (by Malik Iftikhar Ali, G.A.R., 1963. Price Rs. 1.75; 45 cents per copy).
3. Passport Offices, Lahore, Dacca - A System and Procedure Study - (by Anwar Qureshi, Research Officer, 1963. Price Rs. 3.50; 85 cents per copy).
4. Women at Work - A Study of Values and Attitudes of Officials about Employment of Women in Pakistan - by Mrs. Zahida Birjis, 1965. Price Rs. 1.50; 40 cents per copy).

### SEMINAR PROCEEDINGS

5. Trade in Pakistan - (Edited by Anwar Tahmasp Khan, 1965. Price Rs. 5.00 (paper bound), \$1.25 per copy; Rs. 7.00 (cloth bound), \$1.75 per copy).
6. Cost Benefit Analysis - (Edited by Anwar Tahmasp Khan, 1965. Price Rs. 8.00 (paper bound), \$2.00 per copy; Rs. 10.00 (cloth bound), \$2.50 per copy).

### BOOKS OF READINGS AND SPEECHES

7. Statistics and Public Administration - (1963 Price Rs. 3.50; 85 cents per copy).
8. The Administrator and the Citizen - (Edited by Mr. Inayat Ullah and Mr. Anwar Tahmasp Khan, 1965. Price Rs. 4.00 (paper bound), \$1.00 per copy; Rs. 6.00 (cloth bound), \$1.50 per copy).
9. Economic Development in Pakistan - A Study (by Dr. A. Moquit, 1966. Price Rs. 2.00; 50 cents per copy).
10. Introducing Pakistan - (Edited by Muzaffar Qadir, C.S.P. and Iftikhar Ahmad, 1967. Price Rs. 8.00).
11. Budgeting for National Development, A Study of Financial Administration in Pakistan - (Edited by Dr. A. Moquit, 1967).

### JOURNAL

12. NIPA Public Administration Review - (Quarterly, Price Rs. 2.50 per copy; Rs. 10.00 per annum, \$2.50 per annum).

APPENDIX F-2 - Publications - NIPA Lahore 1961 - 1967 (Continued)

PAMPHLETS

1. The Emerging Role of the Administrator - (by Agha Abdul Hamid, SQA, CSP, Director, Civil Service Academy, Lahore. Price Rs. 1.00; 25 cents per copy).
2. Centre-Province Relationship - (by Mr. N. A. Faruqi, S.Pk., CSP. Price Rs. 1.00; 25 cents per copy).
3. The Role of Banking in Economic Development of Pakistan - (by Mr. S. A. Hasnie, S.Pk., Governor, State Bank of Pakistan. Price Rs. 1.00; 25 cents per copy).
4. Rights and Responsibilities of a Citizen - (by Mr. Manzur Qadir. Price Rs. 1.00; 25 cents per copy).
5. Civil Service in Pakistan - (by Mr. M. W. Abbasi, S.Pk., CSP. Price Rs. 1.00; 25 cents per copy).

## APPENDIX F-3 - Publications - NIPA Dacca 1961 - 1967

### ORIGINAL WRITINGS

1. The Civil Service of Pakistan - (by Chaudhuri, Muzaffar Ahmed, Reader Political Science Department, Dacca University, 1963. Price Rs. 10.00).
2. The Circle Officer: A Study of His Role - (by Anisuzzaman, Md., Research Associate, 1963. Price Rs. 2.00).
3. An Examination of the Criticism Against Bureaucracy - (by Chaudhuri, Muzaffar Ahmed, 1964. Price Rs. 2.25).
4. Personality Profiles - (by Ali, S. M., Retired Commissioner, 1965. Price Rs. 2.00).
5. Administrative Policy of the Government of Bengal 1870-1890 - (by Kabeer, Mrs. Rokeya Rahman, Eden Girls College, 1965. Price Rs. 9.00).

### BIBLIOGRAPHIES

1. Social Change and National Building in the Developing Areas: A Selected Annotated Bibliography - (by Kabir, A. K. M., 1965. Price Rs. 2.00).

### PROCEEDINGS

1. National Institute of Public Administration. Top Management Seminar Series I (paper developed in the first top management seminar conducted by NIPA, Dacca, 1965).
2. Some Aspects of Public Administration - (by Kabir, A. K. M., paper developed in the second top management seminar conducted by NIPA, Dacca, 1966).

### REPRINT SERIES

1. Report on the Bengal District Administrative Committee 1944-45 - (Rowlands Committee Report, 1962).
2. Chapman's Report I - (Report regarding the establishment of the Secretariat Department, 1962. Price Rs. 2.00).
3. Chapman's Report II - (Report regarding the establishment of Commissioners' Districts and Sub-divisional Office, 1963. Price Rs. 2.00).
4. Bengal District Administration Committee - (Report 1913-14, 1966. Price Rs. 20.00).
5. Bengal Famine Code - (1967).
6. Bengal Famine Manual - (1967).

APPENDIX F-3 - Publications - NIPA Dacca 1961 - 1967 (Continued)

TRANSLATION SERIES (From English to Bengali)

1. Arthro-Naitik-Aragatir Bislotion (The Process of Economic Growth) - (by Rostow, W. W., 1964. Price Rs. 4.00).
2. Jana Shashoner-Bivinna-Dik (Reflections on Public Administration) - (by Gaus, John M. Price Rs. 3.00).
3. Gana Kallan Rastro-o-Janashashan (Public Administration for a Welfare State) - (by Appleby, P. H. Price Rs. 2.50).
4. Komitir Karja Parichalana Paddhati (The Mechanics of Committee Work) - (by Simpson, E. H.).

JOURNAL

1. Administrative Science Review, Quarterly Publication of NIPA, Dacca. (Price Rs. 3.00 per year; \$2.00).

## APPENDIX G-1

### Consultation Activities of the NIPAs, 1961 - 1967

A listing of the consultation activities carried on by staff members of the NIPAs by institution and year, and with a brief listing of the nature of the consultative work.

## APPENDIX G-2

### Other Institutions at Which Part-Time Teaching is Done by NIPA Staff

A listing of public and private organizations which utilize the teaching faculty of the NIPAs on a part-time basis, by institution.



APPENDIX G-1 - Consultation Activities of the NIPAs, 1961 - 1967

<u>Year</u>	<u>Agency Concerned and Subject Matter of the Consultation</u>	<u>Staff Involved</u>
<u>NIPA KARACHI</u>		
1. 1964	University of the Sind/Installation of a Diploma Course in Public Administration	Dr. Gerletti Dr. Niaz
2. 1965	Chief Controller of Imports and Exports/ Preparation of Imports and Exports Manual	Dr. Niaz
3. 1965-66	Karachi Development Authority/Filing System for Land Allotment Procedure	Mr. Hamid
4. 1965-66	Customs House, Karachi/Simplification and Design of Forms	Dr. Niaz
5. 1966	Karachi Development Authority/Planning and Design of Special Seminar on Problems of Shelterless People and Squatters in Pakistan	Dr. Hashmi
6. 1966-67	Defence Purchase Organization, Karachi/ Improvement of Registration System	Dr. Siddiqui
7. 1967	Karachi Municipal Corporation/Development of KMC Organization Chart	Mr. Hamid
8. 1967	Governor's Committee on Karachi Metropolitan Organization Problems/ Metropolitan Area Problems (NIPA/Karachi also provided office space as well as staff and library assistance)	Mr. Hamid Dr. Siddiqui
<u>NIPA LAHORE</u>		
1. 1962	Planning and Development Department, Government of West Pakistan/Planning of National Seminar on Planning and Development	Mr. Tahmasp
2. 1964	Pakistan Council for National Integration/ Planning of All Pakistan Seminar on Basic Democracies, Peshawar, 1964	Mr. Tahmasp

Note: Most of NIPA Karachi's consultation activities grew out of participant research syndicate studies in various government agencies.

APPENDIX G-1 - Consultation Activities of the NIPAs, 1961 - 1967 (Continued)

<u>Year</u>	<u>Agency Concerned and Subject Matter of the Consultation</u>	<u>Staff Involved</u>
3. 1965	Central Statistical Office, GOP/Development of a Comprehensive Agency Training Programme	Mr. Abramson
4. 1966-67	Telecommunication Staff College, Haripur-Hazara/Installation of Administrative Training into College Curriculum	Mr. Abramson Mr. M.A.K. Beg and NIPA Staff
<u>NIPA DACCA</u>		
1. 1962	East Pakistan Water and Power Development Authority/Implementation of Management Appraisal Study and Office Management Survey	Dr. Sheeran Dr. Hecock
2. 1962	Government Land Acquisition Office, Mymensingh District/Reconnaissance Study of Land Acquisition Office	Dr. Sheeran
3. 1962	Registrar of Cooperative Societies, East Pakistan/Workload and Staffing Study of Co-operative Directorate	Dr. Sheeran Mr. Naim
4. 1962	Additional Chief Secretary, Services and General Administration Department and O&M Wing, Government of West Pakistan/NIPA Proposals for Strengthening O&M in West Pakistan	Dr. Sheeran
5. 1962	Collector of Customs, East Pakistan/Proposed Customs Training Academy and Programme in East Pakistan	Mr. Abramson Mr. Naim
6. 1962	Joint Secretary, O&M, Government of East Pakistan/Preparation of Structural Organization Chart for the Government of East Pakistan	Dr. Sheeran
7. 1962	O&M Unit, Government of East Pakistan/Guidance on Proposed Management Appraisal Study of the Directorate of Agriculture	Dr. Sheeran
8. 1962	Finance Department, Government of East Pakistan/Preparation of Organization Chart for the Department of Finance and Other Administrative Matters	Dr. Sheeran

APPENDIX G-1 - Consultation Activities of the NIPAs, 1961 - 1967 (Continued)

<u>Year</u>	<u>Agency Concerned and Subject Matter of the Consultation</u>	<u>Staff Involved</u>
9. 1962	Staff of Governors Committee on Simplification of Procedures/O&M Work of the Analysts Assigned to the Committee on Simplification of Procedures	Dr. Sheeran
10. 1962	S. & G.A. Department, Government of East Pakistan/Space Layout of New 9-Story Secretariat Building	Dr. Sheeran Mr. Sanaul Huq
11. 1962	East Pakistan Agricultural Development Corporation/Organization, Job Descriptions, Space Layout	Dr. Hecock Dr. Sheeran Mr. Macurda Mr. Daniels
12. 1963	Government of East Pakistan and US AID/Preliminary Draft of East Pakistan Water and Sewerage Authority's Act	Dr. Sheeran
13. 1963	Supply Directorate, Government of East Pakistan/Records Management and Forms Simplification	Dr. Sheeran
14. 1963	Cooperative Bank of East Pakistan/Review and Comments on the Rules and Regulations (draft) of Cooperative Bank of East Pakistan	Dr. Sheeran
15. 1963	Government of East Pakistan and Parsons Corporation/Organization of Dacca/Chittagong Sewerage District	Dr. Sheeran Dr. Hecock
16. 1964	Research Office, State Bank of Pakistan/Organization Chart for State Bank of Pakistan	Dr. Sheeran
17. 1963	Department of Railways, Waterways and Communication, Government of East Pakistan/Proposed Organization Study of the Department	Dr. Sheeran Mr. Naim
18. 1963	East Pakistan Small Industries Corporation/Work Measurement, EPSIC Headquarters	Dr. Sheeran

APPENDIX G-1 - Consultation Activities of the NIPAs, 1961 - 1967 (Continued)

<u>Year</u>	<u>Agency Concerned and Subject Matter of the Consultation</u>	<u>Staff Involved</u>
19. 1963-64	East Pakistan Water and Power Development Authority/EPWAPDA Training Needs and a Comprehensive Training Plan for the Authority	Mr. Abramson Mr. Nurul Alam
20. 1966	Office of Commissioner, Dacca Division/Office Space Layout	Mr. N. Alam Mr. S. Rahman
21. 1966	Office of Deputy Commissioner, Sylhet/Space Layout	Mr. S. Rahman Mr. B. Moulā

APPENDIX G-2 – Other Institutions at Which Part-Time Teaching is Done by  
NIPA Staff

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NIPA KARACHI

1. United Bank Limited Staff College, Karachi (Zafar, Hamid, Niaz)
2. Pakistan International Airlines Training Centre, Karachi (Zafar, Niaz)
3. Secretariat Training Institute of GOP, Karachi (Niaz, Hamid)
4. Burmah Shell Training Centre, Karachi (Niaz, Faqir)
5. Eastern Federal Union Insurance Training Centre, Karachi (Niaz)
6. Pakistan Air Force Command and Staff School, Karachi (Abedin - one time only)
7. Civil Service Academy, Lahore (Faqir - once or twice only)
8. Pakistan Administrative Staff College, Lahore (Faqir - once or twice only)

NIPA LAHORE

1. Telecommunication Staff College, Haripur-Hazara (Azim, M.A.K. Beg, Riaz-i-Qadeer, Dr. Moquit, Malik, Sahibzada, I. Ahmad)
2. Pakistan Forest Institute, Peshawar (Tahmasp, Sahibzada, I. Ahmad, M.A.K. Beg, Dr. Moquit)
3. Basic Democracies Training Institute, Lalamusa (Tahmasp, I. Ahmad, Inayatullah)
4. Cooperative Training Institute, Model Town, Lahore (Tahmasp from 1962-65 only)
5. Cooperative Training Institute, Lyallpur (Tahmasp from 1962-65 only)
6. Prisons Training Institute, Lahore (Tahmasp from 1962-64 only)
7. Institute of Hygiene and Preventive Medicine, Lahore (Tahmasp from 1962-64 only)
8. O&M Wing, Services and General Administration Department, Government of West Pakistan, Lahore (Iftikhar Ahmad, Tahmasp - occasionally)
9. Department of Sociology, University of the Panjab (I. Ahmad - occasionally)
10. Department of Social Work, University of the Panjab (Tahmasp - occasionally)

\*In most cases this part-time teaching at these other institutions is done on a regular basis, except where noted otherwise.

APPENDIX G-2 - Other Institutions at Which Part-Time Teaching is Done by  
NIPA Staff (Continued)

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11. Department of Political Science, University of the Panjab (Dr. Azim - occasionally)
12. Department of Economics, University of the Panjab (Dr. Moquit - occasionally)
13. Department of Administrative Science, University of the Panjab (Dr. Azim, Muzaffar Qadir, Iftikhar Ahmad, Amsad Shah - one time only)
14. Pakistan Academy for Rural Development, Peshawar (Tahmasp, Inayatullah - one time only)
15. Civil Service Academy, Lahore (Iftikhar Ahmad - one time only)

NIPA DACCA

1. Gazetted Officers Training Academy, GOEP, Dacca (M.A.H. Khan, Quamaruzzaman, Anisuzzaman, N. Alam, Shah, L. H. Choudhury)
2. East Pakistan Management Development Centre, Dacca (Syed Shahiduddin, Moola, Anisuzzaman, M.A.H. Khan, Quamaruzzaman, N. Alam, M.S. Khan)
3. Industrial Relations Institute (M.A.H. Khan, Quamaruzzaman, Anisuzzaman, L. H. Choudhury, Nani Gopal Dhar, Nuruzzaman, Safiur Rahman)
4. Detective Training Institute (GOEP Police) (M.A.H. Khan)
5. Regional Election Authority (for Election Officers) (Anisuzzaman - one time only)

\*In most cases this part-time teaching at these other institutions is done on a regular basis, except where noted otherwise.

## APPENDIX H-1

### A Statistical Summary of Student Academic Progress and Job Placement, 1962 - 1967, DAS

The Department of Administrative Science at the University of the Panjab admits both day-time (full-time) students for a graduate degree in public administration as well as an evening class (composed generally of participants who carry on full-time employment in addition to their studies). The statistical breakdown includes percentage factors under which the categories are expressed in ratio to the total number of persons involved.

Of particular interest is the data on job placement of the graduates of these programs.

## APPENDIX H-2

### Faculty Research and Publications, 1962 - 1967, DAS

A listing of research and publications done by the faculty of the Department of Administrative Science, University of the Panjab, from 1962-1967.

## APPENDIX H-3

### Other Institutions at Which Part-Time Teaching is Done by the Faculty of DAS

A listing of academic and training institutions which receive assistance from the faculty members of the Department of Administrative Science, University of the Panjab, on a part-time basis.

APPENDIX H-1 - A Statistical Summary of Student Academic Progress and Job Placement, 1962 - 1967, DAS

	Morning Class (Full Time Students)				Evening Class* (Part Time Students)				
	9/62	9/63	9/64**	Total	9/62	2/63	9/63	2/65**	Total
1. Admissions	38	32	40	100	41	24	20	56	141
a) Dropouts or Incompletes	11	10	21	42/38%	27	14	13	40	94/67%
b) Completed Academic Work (14 Courses) Only	7	3	9	19/17%	9	7	5	16	37/26%
c) Completed Academic Work Plus Thesis and Awarded Masters Degree	20	19	10	49/45%	5	3	2	0	10/7%
2. Job Placement (of b and c above)	27	22	19	68	14	10	7	16	47
a) Government	8	8	5	21/31%	7	5	3	6	21/45%
b) Public Corporations	3	6	5	14/21%	5	3	2	1	11/23%
c) Private Business	8	3	3	14/21%	1	1	1	1	4/9%
d) Training or Educational Institutions (e.g., NIPA)	6	1	3	10/14%	1	1	0	6	8/17%
e) Other (e.g., Foreign Missions)	0	2	0	2/3%	0	0	1	2	3/6%
f) Unknown	2	0	0	2/3%	0	0	0	0	0/0%
g) Unemployed***	0	2	3	5/7%	0	0	0	0	0/0%

\*Evening students are adults employed full time in government or private business.

\*\*As these morning and evening students recently completed their academic course work in June, 1966 and June 1967 respectively, it is possible that more theses will be written and masters degrees awarded in these two classes.

\*\*\*Of the 5 graduates unemployed, 3 are women.

\*\*\*\*Statistics are for the first three morning classes and first four evening classes admitted to D.A.S.



APPENDIX H-2 - Faculty Research and Publications, 1962 - 1967, DAS

Dr. M. Afzal, Head of Department

1. Evaluation of Basic Democracies, published by Department of Administrative Science, University of the Panjab, 1964. (Project carried out at request of Ministry of Information and Broadcasting, Government of Pakistan).

Dr. Shaukat Ali, Reader

2. "A Trilogy on the Case Approach: The Case Study Method, A Case Study and Research Application", co-authored with Dr. Garth N. Jones and reprinted (as a monograph) from Public Administration Review, Journal of National Institute of Public Administration, Lahore, July - September 1965, pages 41-108.
3. Planning, Development and Change: An Annotated Bibliography on Development Administration. Co-authored with Dr. Garth N. Jones and published by Department of Administrative Science, University of the Panjab (Panjab University Press).
4. "Public Administration in Developing Countries", Journal of Research (Humanities), University of the Panjab, Lahore, Volume 1, Number 2 (July 1966), pages 10-15.
5. Historical Perspectives of Turkish Bureaucracy. Journal of Research, University of the Panjab, Volume II, Number 1, January 1967.
6. Changing Patterns of Personnel Administration in Turkey. Journal of Research, University of the Panjab, Volume II, Number 2, August 1967.
7. Historical Perspectives of Egyptian Bureaucracy (completed - not yet published).

Dr. Mujib Sheikh, Lecturer

8. "Disarmament and Ideological Conflict", The Pakistan Horizon, Volume XX, Number 1, 1967.
9. "Towards a Temporal Analysis of Human Behavior", Journal of Research (Humanities), University of the Panjab, Lahore, January 1968.

Dr. Nasir Islam, Lecturer

10. "Specialization vs Hierarchy - A Problem in Organizational Relationships", Public Administration Review, Journal of National Institute of Public Administration, Lahore, July - September 1966, pages 25-32.

APPENDIX H-2 - Faculty Research and Publications, 1962 - 1967, DAS (Continued)

Dr. Munir Ahmad, Lecturer

11. "Sociology and Public Administration in Pakistan: An Introduction", Pakistan Administrative Staff College Quarterly (Lahore), Volume IV, January - December 1966, Numbers 1-4, pages 5-16.
12. Research into Basic Democracies in West Pakistan: A Study of District Councils. (Major field research project financed by Ministry of Information and Broadcasting, Government of Pakistan. Being completed and readied for publication).

Miss Zehra Zaidi, Librarian

13. Research in Administration and Development, Documentation Service. Edited by Miss Zehra Zaidi (one issue, 1963). A publication of the Department of Administrative Science Library featuring descriptive comments on books and articles of interest to students.

APPENDIX H-3 - Other Institutions at Which Part-Time Teaching is Done by  
the Faculty of DAS

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1. National Institute of Public Administration, Lahore (Dr. M. Afzal, Dr. Shaukat Ali, Dr. Mujib Sheikh, Dr. Nasir Islam, Dr. Zahid Shariff).
2. Telecommunication Staff College, Haripur Hazara (Dr. M. Afzal, Dr. Mujib Sheikh, Dr. Nasir Islam).
3. Civil Service Academy (Dr. M. Afzal, Dr. Shaukat Ali).
4. Finance Services Academy (Dr. M. Afzal, Dr. Shaukat Ali).
5. Election Officer Training Course (thru Election Commission) (Dr. M. Afzal).
6. Labour Training Institute, Lahore (e.g., Director of Employment Exchange) (Dr. M. Afzal)
7. Basic Democracies Training Institute, Lala Musa (Dr. Shaukat Ali).
8. West Pakistan Engineering University, Lahore (Dr. M. Afzal, Dr. Nasir Islam).
9. Political Science Department, University of the Panjab (Dr. Shaukat Ali, Dr. Munir Ahmad, Dr. Mujib Sheikh, Dr. Zahid Shariff)
10. Department of Journalism, University of the Panjab (Dr. Shaukat Ali, Dr. Munir Ahmad).
11. Department of Sociology, University of the Panjab (Dr. Munir Ahmad, Dr. Nasir Islam).

\*In most cases this part-time teaching at these other institutions is done on a regular basis, except where noted otherwise.