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DEVELOPMENT OF AGRICULTURAL ADMINISTRATION
IN PAKISTAN

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PREFACE

Administration of agricultural programs and policies has been one of the most neglected areas in studies of politics and administration. In the fall of 1969 a group of scholars in the Comparative Administration Group (CAG) of the American Society for Public Administration, in collaboration with some scholars from Asian countries, started exploring the possibilities of studying agricultural and industrial administration from a comparative perspective. For this purpose a questionnaire was designed by Harry J. Friedman and Jose V. Abueva with the collaboration of associates in the group. This questionnaire was made a basis for a graduate course in Political Science, which stimulated the present writer's thinking in that direction. In summer 1969 the author came in contact with Professor Gayl D. Ness who was chairing a South-east Asian Development Administration Group (SEADAG) seminar on food production held in Honolulu. Professor Ness had already ventured into this field by surveying the agricultural administration of Puerto Rico. He was kind enough to allow the author to use a part of his questionnaire.

As a citizen of Pakistan I have been particularly interested in studying agricultural administration in Pakistan.

With the encouragement and support of the East-West Center, the author has been able to undertake a survey of agricultural administration in Pakistan in the early part of 1970. Since resources were limited, the author has not been able to cover the whole administrative set up of Pakistani Agricultural Administration. Consequently, the West Pakistan Agricultural Development Corporation was used as a case study, with special emphasis on its Project Areas, particularly the Ghulam Mohammad and Guddu Barrage Project Areas.

The tragic events of 1971 leading to the secession of East Pakistan and its emergence as the independent country of Bangladesh had major political and administrative repercussions in West Pakistan, which can now be called Pakistan. The old provincial boundaries prior to 1955 were restored and the constituent provinces of NWFP, Punjab, Sind, and Baluchistan were accorded autonomy within the federation of Pakistan. Certain administrative organizations created on an all-Pakistan level were dissolved during 1972. The Agricultural Development Corporation, which used to be called West Pakistan Agricultural Development Corporation, was also dissolved under the Presidency of Mr. Zulfikar Ali Bhutto. The future course of events and eventual administrative structure still remain unpredictable. The present study, although losing its

immediate practical significance, can still be a basis for future administrative studies for the development of agriculture and can guide future administrative specialists concerned with the salient features of the Agricultural Development Corporation.

The study comprises eight chapters. In the first chapter the problem is defined and certain research propositions offered. The second chapter deals with the mode of inquiry, including survey techniques, number of respondents, sample size, location of interviews, etc. The third chapter deals with the competence, autonomy and control of the Board of Directors. From the fourth chapter onward, the analyses are based on the survey of Ghulam Mohammad and Guddu Barrage Project Areas. Chapter IV focuses on structural differentiation and coordination; Chapter V examines goal accomplishment through participatory planning and organization of work; Chapter VI describes functional and financial control exercised by respondents in the Project Areas; Chapter VII deals with personnel management; Chapter VIII presents some conclusions about the effectiveness and ineffectiveness of the Agricultural Development Corporation and its Project Areas.

A few words of acknowledgment are in order concerning the assistance granted to the present writer from the officials of the Agricultural Development Corporation. During the

course of interviews officials were extremely cooperative and facilitated the task of conducting interviews at the field level. In some places, where residential accommodation was not available, they made necessary arrangements by providing inspection bungalows and rest houses. Moreover, transport facilities were also provided by some of the agriculture and irrigation staff. It is impossible to name all those individuals without whose help and cooperation this task would have remained unfulfilled. The author feels an obligation to thank them for their cooperation and support. The author also feels grateful to Professors Jacob and Friedman for guiding the author in organizing and presenting the findings. In addition the writer would like to express his deep appreciation to the East-West Center for its financial support and assistance.

ABSTRACT

Statement of the Problem

Agricultural administration in Pakistan has been studied in the context of development administration which involves administrative structures, programs and policies, and personnel. Limited resources did not permit the author to undertake this study at the macro level. Therefore, the scope of the study was restricted to the West Pakistan Agricultural Development Corporation. The level of analysis was confined to: (1) the Board of Directors; and (2) two Project Areas of the Corporation, specifically Ghulam Mohammad and Guddu Barrages. In the first level of analysis the issues involved were: competence, autonomy, and control of the Board of Directors. The second level of analysis focused on the degree of coordination, participation in planning and organization of work, inter-departmental cooperation, functional and financial control, and the quality of personnel.

Methodology

A questionnaire was designed to elicit necessary information from the members of the Board of Directors and the personnel of the Corporation in the Project Areas. Out of three

full time members of the Board of Directors, two could be interviewed. An extensive survey of Ghulam Mohammad Barrage and Guddu Barrage Project Areas was carried out. One hundred and sixty-one officials of the Corporation were interviewed in Hyderabad, Tando Mohammad Khan, Sujawal, Thatta, Sukkar, Jacobabad, Ghotki, and other affiliated areas thereto.

For the purpose of analyses simple descriptive statistics like distribution of means, standard deviations, percentage were used. Inferential statistics of simple correlation were used wherever found necessary. BMD program was used for statistical analyses.

Findings

The Board of Directors was found to be composed of generalists. In the absence of any specialist on the Board, we cannot say who are competent to formulate the programs and policies of the Corporation. Their autonomy to formulate programs and policies did not necessarily depend on their competence. In fact, the West Pakistan Agricultural Development Corporation Ordinance vested the power of formulating policies in the Provincial or Central Government. So far as their organizational control is concerned, the Board was

empowered to hire and fire employees of the Corporation. But this power was restricted by the rules and regulations of the Government (Chapter III).

The findings reported in Chapter IV indicate a high degree of structural differentiation and coordination in the project areas of the Corporation. Personnel working in the project areas seemed to have a fairly good knowledge of organizational goals which they developed through their participation in planning and organization of work (Chapter V). Goal accomplishment did not seem to be dependent on the knowledge of goals.

The respondents reported that they had a great degree of functional authority and autonomy. But taking into consideration socio-psychological factors, their responses could be misleading. So far as functional control is concerned, it was exercised by those supervisors who were either at the Project Directorate or at the sub-divisional level (Chapter VI).

Communication between subordinates and supervisors was found to be formalistic in terms of sending reports. There was no effective feedback mechanism (Chapter VI).

A large percentage of the personnel were deputationists from their parent organizations. They were not given additional remuneration required to be paid by a corporate

organization. Working for the Corporation was less attractive for them. Proposition regarding personal satisfaction as a stimulus and the effectiveness of the organization on the basis of the relationship between specialists and generalists could not be confirmed due to lack of data (Chapter VII).

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CHAPTER I

THE PROBLEM

The author's main interest in studying agricultural administration of Pakistan is not only to understand the administrative problems of his country, but also to provide new dimensions to the students and scholars of development administration.¹

Agricultural administration in Pakistan is simply an aspect of development administration which covers a broad spectrum of administrative structures designed for the execution of government's programs and policies.

Agricultural development constitutes a backbone for the

¹The field of development administration has been explored by numerous scholars among whom Weidner, Fainsod, and Ilchman are worth mentioning here. Weidner considers development administration as ". . . the process of guiding the organization toward the achievement of development objectives." Edward W. Weidner, Technical Assistance in Public Administration Overseas: The Case for Development Administration (Illinois: The Interstate Printers and Publishers, Inc., Danville, 1964), p. 200. Fainsod defines it as a "career of innovating values." Merle Fainsod, "The Structure of Development Administration," in Irving Swerdlow's (ed.), Development Administration - Concepts and Problems (Syracuse: Syracuse University Press, 1963), p. 2. Ilchman has established relationship between development administration and economic development. Warren F. Ilchman, "The Unproductive Study of Productivity - Public Administration in Developing Nations," Journal of Comparative Political Studies, Vol. 1, No. 2 (July, 1968), 238-239.

socio-economic and political development of Pakistan,² and as such, its administration cannot be ignored as an aspect of development administration. Unfortunately agricultural administration had hardly been given any recognition in the literature of Pakistani public administration. This area of inquiry was left either to the agricultural economists or agricultural specialists who have not crossed the boundaries of their respective disciplines, and have been dealing with the problem either from economic or technical perspectives. As students of politics we are not only concerned with the formulation of the major policies

²There is a rich literature on the role of agriculture in developing countries. See Raymond Firth, "Capital Saving and Credit in Peasant Societies - A Viewpoint from Economic Anthropology," in Raymond Firth and B. S. Yamey's (eds.), Capital Saving and Credit in Peasant Societies (Chicago: Aldine Publishing Company, 1969), p. 18. Fritz Baade, The Race to the Year 2000 (New York: Doubleday and Co. Inc., 1962). Gerhard Colm and Theodore Geiger, "Public Planning and Private Decision Making in Economic and Social Development," in Richard J. Ward's (ed.), The Challenge of Development - Theory and Practice (Chicago: Aldine Publishing Co., 1967). Arthur T. Mosher, Getting Agriculture Moving - Essentials for Development and Modernization (New York: Frederick A. Praeger, 1968). Gustav F. Papanek, "Development Problems Relevant to Agriculture Tax Policy," Papers and Proceedings of the Conference on Agricultural Taxation and Economic Development (Cambridge: Harvard Law School, 1954). Gunnar Myrdal, Asian Drama - An Inquiry into the Poverty of Nations (New York: A Division of Random House, 1968).

of government but also with their execution.³ Since politics and administration are interrelated phenomena, we therefore have to see how the government's programs and policies have been carried out in the field of agriculture. For this purpose we need not rely only on interdisciplinary cooperation, but rather we have to apply a pan-disciplinary approach.⁴

Government programs in agriculture involve changing the physical environment in which the farmer producer works. These programs have to be designed to improve the physical inputs of the farmers, facilitate the marketing and distribution of their agricultural products, provide them the incentives to efficient production, improve the farm service capabilities of local institutions and supporting productive values.⁵ For the

³Fred W. Riggs, "Professionalism, Political Science, and the Scope of Public Administration," in Theory and Practice of Public Administration (Monograph No. 8, Philadelphia: The American Academy of Political and Social Science, October, 1968), p. 35.

⁴Fred W. Riggs, Administration in Developing Countries (Boston: HoughtonMifflin Company, 1964), p. 54.

⁵John D. Montgomery, "A Royal Invitation: Variation on Three Classic Themes," in John D. Montgomery and William J. Siffin's (eds.), Approaches to Development: Politics, Administration and Change (New York: McGraw Hill Book Co., 1966), p. 26. Also see Raanan Weitz (ed.), Rehovoth Conference on Comprehensive Planning of Agriculture in Developing Countries, 1963 (Cleveland: Press of the Western Reserve University, 1966), p. 29.

execution of such programs and policies, there have to be administrative structures, such as those of agriculture, irrigation, cooperatives, revenue, and credit. The effectiveness of the administrative structures to perform their functions largely depends on the quality of personnel qualified for the jobs.⁶

The administrative structures entrusted with the responsibility of changing the physical environment for the farmer producer in Pakistan could not meet the challenge of development (we will discuss them in the following pages of this chapter in greater length). In 1959 the Government of Pakistan appointed a Food and Agriculture Commission to study the structural and functional aspects of those departments which were immediately involved in the process of agricultural development. The Food and Agriculture Commission recommended the creation of corporate bodies to tackle the agricultural problems.

Clearly one individual with limited resources cannot cover such a vast area of inquiry. Consequently the scope of

⁶H. J. Friedman, "Elements of Development Administration," in Inayatullah's (ed.), Bureaucracy and Development in Pakistan (Peshawar: Pakistan Academy for Rural Development, Academy Town, 1962), pp. 3-8.

this study was narrowed down to the West Pakistan Agricultural Development Corporation (created in 1961). Within the West Pakistan Agricultural Development Corporation, the focus of our inquiry is on: (1) the Board of Directors--which is the supreme decision making body of the Corporation; (2) the Project Areas of the West Pakistan Agricultural Development Corporation, especially the Ghulam Mohammad and Guddu Barrage Project Areas, where all the administrative structures were functioning under the control of a project director.

The first level of analysis (Board of Directors) was intended to study how the programs and policies of the Corporation were determined. The second level of analysis (Project Areas) was meant to ascertain the degree of coordination, participation in planning and organization of work, delegation of functional and financial authority to the subordinates, inter-departmental cooperation, and the quality of personnel engaged in the processes of agricultural development. For the purpose of systematic, analytic inquiry we concentrated on the following propositions:

1. The greater the specialization and experience of members of the Board of Directors, the greater will be its autonomy from the Provincial Government in terms of the formulation and execution of its plans and policies, and in terms of accomplishing organizational goals.

2. The greater the structural differentiation within Project Areas, the greater the need for coordination.
3. The clearer the understanding of goals, and of participation by personnel in the process of planning and organization of work, the more effectively will the goals of the organization be achieved.
4. The more functional and financial authority are decentralized, the more expeditious will be the decision-making process.
5. The more effective the communication system, the greater will be feedback mechanism.
6. The greater the satisfaction of organizational personnel, the more productive they will be in accomplishing organizational goals.
7. The greater the decentralization of functional and financial authority, the lesser will be tensions between specialists and generalists.
8. Deputationists from other departments tend to owe loyalties to their parent departments.

Before analyzing these propositions it will be worthwhile to explain the role of agriculture and its administration in Pakistan.

Role of Agriculture and Its Administration in Pakistan

Pakistan is predominantly an agricultural country where 80-85 percent⁷ of its population, in one way or another, lives on subsistence agriculture. In West Pakistan wheat is produced as a cereal and cotton as a fiber, while sugar cane was developed after independence in 1947. There seems to be a competition among jute, rice, and sugar cane in East Pakistan, where first preference is given to jute which is a cash crop and major source of earning foreign exchange.⁸ Rice is the staple food of the people in East Pakistan, and wheat in West Pakistan.⁹ The indigenous agricultural production, particularly supply of food, could not keep pace with the growing population. Consequently, it had to rely heavily on the productive agriculture of North America to fill its food deficits.¹⁰ It will be necessary to

⁷Actual percentage of the people living on agriculture could not be made available. In 1950 Mr. Ahmad reported 90%, while in 1967 the government source reported as 86%. By now it seems to be in the range of 80-85%. See Mushtaq Ahmad, The Economy of Pakistan (Karachi: Pakistan Institute of International Affairs, 1950), p. 1; Government of Pakistan, Pakistan Statistical Year Book, 1967.

⁸U. S. AID, Institution Building in Emerging Nation: Pakistan (California: University of South California, Los Angeles, 1968), p. 10.

⁹Mushtaq Ahmad, loc. cit., p. 1.

¹⁰Anwar Iqbal Quereshi, Pakistan Marches on Road to Prosperity (Lahore: Ferozsons Ltd., 1964), p. 75.

examine the administrative structures involved in the execution of the government's programs, the policies that were formulated to increase agricultural production, and the causes of their failure.

Although there was a Central Ministry of Agriculture, it did not interfere with the provincial administration of agriculture. The Central Ministry of Agriculture had to supervise some semi-autonomous institutions like the Pakistan Central Cotton Committee, the Pakistan Central Jute Committee, and the Agricultural Research Council.¹¹ In each province there was a Ministry of Agriculture and the Secretary of Agriculture had the responsibility of general administration and policy decisions. Under the Secretary of Agriculture, in each province, there were regional directors who were responsible for program planning, execution of the programs and their supervision.¹² Regional agricultural directors were assisted by a hierarchy of officials at various levels. The front line workers in contact with farmers were Union and Thana Agricultural Assistants in East Pakistan, while their counterparts in West Pakistan were


¹¹Charles M. Elkinton & Aziz Sayeed, Pakistan Agriculture: Resources, Progress and Prospects (Karachi: U. S. AID, 1966), p. 27.

¹²Kalimud Din Ahmad, Agriculture in East Pakistan (Dacca: Ahmad Brothers Publishers, 1965), p. 314.

called Field Assistants and Agricultural Assistants. The agricultural development depended on their quality and capacity to do their job effectively. They were low in status and pay, with no transport facilities, and were paid purely a nominal housing allowance.¹³ While commenting on the improvement of agricultural services in developing countries, Schickele suggested that: ". . . the attitude of extension officers toward their work and toward the farmers they serve often require change. This may involve better salaries and administrative organization, incentives to village level workers and district officers, which will make them work more closely with farmers. . . ." ¹⁴

For agricultural development there is need for research and experimentation reinforced through proper extension services. There had not been only a dearth of qualified and competent personnel, but also lack of research facilities and proper environment for conducting research. These deficiencies were recognized by the planners of the First and Second

¹³Charles M. Elkinton & Aziz Sayeed, loc. cit., pp. 21-23; Ralph Braibanti, Research On the Bureaucracy of Pakistan (Durham: Duke University Press, N. C., 1966), p. 324; A. M. S. Ahmad, An Analysis of Basic Democracy Institution in East Pakistan (Comila: Rural Development Academy, 1963), pp. 38-39.

¹⁴Raanan Weitz (ed.), loc. cit., p. 79. 

Five Year Plans and they emphasized the need for the establishment of such institutions to impart not only agricultural education but also provide in-service training facilities. For this purpose two agricultural universities were established --one at Mymensingh in East Pakistan; and another at Lyallpur in West Pakistan. Besides these two agricultural universities, two agricultural colleges were established in West Pakistan at Tando Jam and Peshawar; and one in East Pakistan at Tejgaon.¹⁵ For in-service training two Rural Development Academies were established; one at Peshawar in West Pakistan and another at Comila in East Pakistan. These Academies were established in 1959 with the assistance of Michigan State University and the Ford Foundation. Their major task was: training, research and evaluation, extension and demonstration.¹⁶

Besides the department of Agriculture, there were also some other administrative structures to perform interrelated activities. Instead of going into details of each administrative structure, we will simply enumerate the administrative

¹⁵Charles M. Elkinton & Aziz Sayeed, loc. cit., p. 28; Clair Wilcox, "Pakistan," in Everett Hagen's (ed.), Planning Economic Development (Illinois: Richard D. Irwin, Inc., Homewood, 1963), p. 65.

¹⁶George M. Platt, "Agriculture: Administration and the Search for Expanded Productivity," in Guthrei S. Birkenhead's (ed.), Administrative Problems in Pakistan (1st ed: Syracuse: Syracuse University Press, 1966).

structures and briefly describe their functions as under:

Administrative Structure

Administrative Function

- | | |
|---------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Irrigation department | Head of the department was Chief Engineer who was responsible for supervising monumental system of barrages, canals and distributaries, irrigation outlets, and assessment of water charges. |
| 2. Cooperative department | Headed by the Registrar or Commissioner. Responsible for organizing cooperative societies and providing credit facilities to the farmers. |
| 3. Village Agricultural & Industrial Development (V-AID) department | Created in 1952 with the American technical assistance to undertake community development program. Wound up in 1961 due to withdrawal of American technical assistance, failure to increase agricultural production, rapid expansion, opposition of agriculture department, and the creation of a Basic Democracies Department. |
| 4. Basic Democracies (B. D.) department | Headed by a Director. It was responsible for facilitating and promoting development through participation of elected representatives at various levels. Actually designed to give a stamp of legitimacy to the regime of Ayub Khan. |
| 5. Revenue Department | Responsible for maintenance of land records, assessment and collection of land revenue. |

- | | |
|----------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6. Animal Husbandry | Supervision of a network of veterinary hospitals and dispensaries. |
| 7. Water & Power Development Authority (WAPDA)
Created in 1958 | Semi-government autonomous body. Responsible for the investigation, planning, design and construction of surface and ground water development projects, and thermal and hydroelectric plants. |
| 8. Soil Reclamation Board (1952-1963), replaced by Land and Water Development Board (1963 onward) | Entrusted with the responsibility of reclamation and improvement of lands through tubewell installation, drainage, control of water and land. |
| 9. Agricultural Development Finance Corporation (1952-1957). Agricultural Bank of Pakistan (1957 onward) | Created to assist the farmers in meeting their financial requirements. Agricultural Development Finance Corporation was merged in the newly created Agricultural Bank of Pakistan. ¹⁷ |

Functional Analysis of Administrative Structures

All these departments were operating hierarchically without any coordination at the district level. Minor problems of conflict between various departments had to be taken up with the provincial government at the ministerial level, which caused delay in the process of decision-making. This practice

¹⁷M. S. Islam, "Central Banking as Financier of Economic Development with Relevance to the State Bank of Pakistan," Commerce & Industry, Vol. XI (October, 1967), 14.

of non-cooperation or lack of coordination between or among various departments was detrimental to the realization of stated goals of the government to increase agricultural production. In 1959 the Central government appointed a Food and Agriculture Commission, headed by the Governor of West Pakistan, to study various aspects of agricultural administration, and recommend ways and means to make administration more effective and responsive to the needs of the country. The Commission came across countless instances of mismanagement, faulty decision-making, lack of organization and coordination with regard to supplies, inadequacy of storage and other facilities. The Commission also noted apathy on the part of field workers connected to the low prestige they had in the eyes of the farmers. Some of the findings of the Commission are briefly described as follows.

Regarding the ineffectiveness of the Agriculture Department, the Commission observed that this department had been operating under all the handicaps of a minor provincial service " . . . starved of public funds and low in public esteem. " The advisory services of this department were confined to rural leaders and large landowners. "In no sense was it an action department equipped to account urgently for something being done. " The Commission further observed that: " . . . with

research facilities of a negligible nature . . . a paucity of training institutes, inability to attract youngsters and a totally inadequate personnel in the first line, it has nevertheless been the natural first medium to turn to for handling the increasingly complicated claims of development."¹⁸

About the Irrigation department, the Commission observed that this department was manned by engineers (not agriculturists) concerned primarily with the supply of water at field outlet points, and not conversant with the best agricultural usage of water. Since West Pakistan is mainly an irrigated area, its defective irrigation system led to serious problems of water-logging and salinity. Gaitskell attributes this problem to the seepage of canals, rainfall impeded by roads, rail, and canal lines running opposite the natural drainage slope.¹⁹ This problem could have been avoided, had the Irrigation department taken some corrective measures.

Regarding Cooperative department, the Commission

¹⁸Government of Pakistan, Report of Food and Agriculture Commission, 1961, p. 153.

¹⁹Arthur Gaitskell, "Problems of Policy in Planning the Indus Basin Investment in West Pakistan," in W. W. McPherson's (ed.), Economic Development of Tropical Agriculture (Florida: University of Florida Press, 1968), p. 188; also see S. M. Akhtar, Economics of Pakistan (Lahore: Publishers United Limited, 1963), p. 123.

observed that the failure of this department was due to lack of suitable managers, of leadership and funds, and extremely poor repayment. Agricultural credit institutions like banks and corporations had lengthy procedures and had been lending only against landed property. Village Agriculture and Industrial Development department created to promote mass communication and motivation, involved itself with agricultural extension which could have been done by Agriculture department. The Deputy Commissioner of the district had been overburdened with administrative responsibilities that he could not undertake the responsibility of agricultural development, even if an assistant was especially appointed for this purpose. These departments were not in a position to give the farmers the timely and responsive front line service they required and deserved.²⁰

West Pakistan Agricultural Development Corporation

After observing all the weaknesses and defects of these departments, the Food and Agriculture Commission came to the conclusion that for the achievement of desired goals of agricultural development, it was necessary to set up a special

²⁰ Government of Pakistan, loc. cit., p. 161; also see Aloys Arthur Michel, The Indus Rivers (New Haven & London: Yale University Press, 1967), p. 423.

organization enjoying a considerable amount of autonomy to enable it to function with business-like efficiency. According to the Report of the Commission, it was considered important that the crucial task of agricultural development be carried out by an " . . . agency with an identity and sense of dedication of its own, capable of adopting procedures which will be free of red tape, " and headed by "an outstanding personality with prestige and authority. " This Agency, according to the Commission Report, must be free from bureaucratic control, have the advantage of flexibility and freedom in implementing its program, as well as have the power to hire and fire its staff as required. The Commission eventually came up with its recommendations for the establishment of agricultural development corporations in both the provinces of Pakistan, which was a departure from the traditional approach. The recommendations of the Commission were accepted by the Central Government and accordingly issued directives to both the provincial governments to promulgate ordinances for the establishment of agricultural development corporations.

In 1961 the Government of West Pakistan promulgated an ordinance through which the West Pakistan Agricultural Development Corporation came into existence. The general direction and administration of the Corporation was vested in a

Board of Directors appointed by the Provincial Government. Overall activities of the Corporation were carried out through two Wings--the Supply Wing and the Field Wing. The responsibility of the Supply Wing was to ensure proper supply of seeds, fertilizers, pesticides, and agricultural implements; while the Field Wing was responsible for the development of certain areas which were declared by the Provincial Government to be "Project Areas."

It appears that the existing administrative departments did not cope with the problems of agricultural development, which prompted the establishment of a new administrative structure. It was called the West Pakistan Agricultural Development Corporation and functioned side by side with the other administrative departments. Since the West Pakistan Agricultural Development Corporation was established in 1961, it will be appropriate to analyze its administrative structure and functions. Before we answer some of the questions on the basis of empirical findings, it will be appropriate to discuss the method and techniques used for the purpose of this analysis. We will attempt to elaborate on the method and techniques in the following chapter on methodology.

CHAPTER II

METHODOLOGY

In the previous chapter we discussed the problem of agricultural administration by analyzing the functions of various administrative departments and the need for the creation of the West Pakistan Agricultural Development Corporation. A set of propositions to which this inquiry is directed have also been enumerated.

Now we have to proceed with the method and technique used for the empirical verification of those propositions. We have to appreciate the fact that the performance standard of an organization largely depends on its personnel. They are the people who are confronted with numerous administrative problems in their day to day life. Their experiences and observations constitute a source of information for the social scientist.

For the purpose of eliciting needed information, a questionnaire was designed, which in no sense can be called an original contribution of the author. In fact the questionnaire was a synthesis of two different questionnaires. One questionnaire was designed by H. J. Friedman and J. V. Abueva for a comparative study of public administration. This questionnaire was circulated among the members of the South East Asian

Development Administration Group (SEADAG).¹ Another questionnaire was framed by Professor Gayl D. Ness for his study of Puerto Rican Agricultural Administration.² While the former was still in the process of pre-test, the latter had already been tested through the study of Agricultural Administration in Puerto Rico. The open-ended questions in Part II of the questionnaire at Appendix A were borrowed from Friedman and Abueva's questionnaire, while the rest of the questionnaire contains questions borrowed from Ness's questionnaire. Certain changes were made to suit the purpose of our inquiry. Questions in Part II of our questionnaire were meant for the Members of the Board of Directors; while the rest of the questions for the organizational personnel in the Project Areas.

In the first chapter we have presented a set of propositions. From those propositions, it will be observed that each proposition is composed of either two or more than two component variables, operationally verifiable through a set of questions in the questionnaire. For the convenience of our

¹J. V. Abueva & H. J. Friedman, Research Instrument (Manila: College of Public Administration, University of the Philippines, November 29, 1968).

²Gayl D. Ness, Report on Agricultural Administration in Puerto Rico (Ann Arbor, The University of Michigan, May 1969).

readers, we present those components in the following table:

Table 1
Components of Propositions

Proposition Number	Component 1	Component 2	Component 3
1	Specialization & experience	Autonomy from Provincial Government	Organizational control
2	Structural differentiation	Coordination	-
3	Understanding of goals	Involvement in the process of planning	Achievement of goals
4	Decentralization of authority	Expeditious decision making	-
5	Flow of communication	Reassessment of organizational goals	-
6	Personal satisfaction	Stimulation for organizational goals	-
7	Lack of specialist's autonomy	Resentment of generalist control	-
8	Deputationists	Loyalty to their parent departments	-

We have stated earlier that each component variable is verifiable through a set of questions. Now we have to see what are those sets of questions through which empirical verification of the above components could be carried out. Let us identify those sets of questions which were originally meant for the verification of components in Table 1. The following table shows the sets of questions by serial numbers of the questions in the questionnaire at Appendix A:

Table 2

Set of Questions for Each Component of the Proposition

Proposition Number	Component 1	Component 2	Component 3
1	7, 12, 13	14-16, 18, 19	17, 20-22
2	40, 41	42-44	-
3	36-38, 70-71	23-35, 66-69	46-52, 60, 61
4	25-27, 36, 39, 54, 56	59-63	-
5	46-50, 53, 63, 66, 68	51, 67, 69-71	-
6	1-3, 7-11, 64, 65, 72	46-52, 60-61	-
7	4-7, 13	36, 56-59, 64-69	-
8	4	64	-

After identifying the components of various propositions, we have to discuss the process of conducting interviews at various levels. It will be recalled that the level of analysis was confined to: (a) the Board of Directors; and (b) Project Areas of West Pakistan Agricultural Development Corporation. At the headquarters of WPADC, the Chairman of the Corporation and Member Director Finance were interviewed. The unavailability of Director Field was due to his suspension from duty. After interviewing members of the Board of Directors, the focus of our intensive survey was on two Project Areas, i. e. , Ghulam Mohammad and Guddu Barrage Project Areas. These areas were selected mainly on the basis of their extensive development. All the administrative structures, like Agriculture, Irrigation, Agricultural Machinery Organization, Colonization and Revenue, Forestry, Animal Husbandry, etc. , have been functioning under the control of the Project Director who coordinates their activities and relates them to the overall goals and objectives of the Project Areas. Besides these Project Areas, there were also some other Project Areas, but there, the development approach was confined only to the leveling of lands, rather than comprehensive development. We will discuss the Ghulam Mohammad and Guddu Barrage Project Areas at considerable

length in the following chapters.

The headquarters of Ghulam Mohammad Barrage was located at Hyderabad (a capital city in the southern part of West Pakistan), and was called GMB Project Directorate. At the Project Directorate all the heads of departments were interviewed. Although the schedule of interviews was drawn up in consultation with the Assistant Director, Planning and Evaluation and sent in advance to the respective heads of departments, the interviews could not be conducted according to the schedule, because of the prior commitments or sudden visits of their superiors from Lahore. At the GMB Project Directorate, 15 officials were interviewed for which 15 working days were spent. Schedule of interviews for the officials at the sub-divisional headquarters and in the field was drawn up at the Project Directorate which was circulated among the officials of various departments by their respective heads of departments. This considerably facilitated our task at the sub-divisional level, and no difficulty whatsoever was faced in keeping up the schedule of interviews.

There were numerous sub-divisions of GMB Project Area; like Tando Mohammad Khan, Tando Ikram, Badin, Thatta, Sujawal, and Mirpur Sakro. Only three sub-divisions were selected on the basis of their location on either side of

Indus River, i. e., Left Bank and Right Bank, as well as the magnitude of work involved there. For that reason, Tando Mohammad Khan, Sujawal, and Thatta were selected for the purpose of survey. Tando Mohammad Khan and Sujawal were Tehsil headquarters (Tehsil is a sub-division of a district), while Thatta was a district headquarters. In Tando Mohammad Khan there were 32, at Sujawal 20, and at Thatta 25 officials working in different capacities from intermediate supervisory level to the field worker level who were interviewed. The total number of respondents in GMB Project Area was 92 which also included the supervisory staff of the Project Directorate. The following table shows the number of respondents from various departments interviewed in the three sub-divisions of GMB Project Area:

Table 3

Number of Respondents from Various Departments Interviewed in the Three Sub-divisions of GMB Project Area

Name of the Sub-divn	Agr	Irrig	AMO	For	Coop	Col & Rev	Total
T. M. Khan	7	11	5	5	3	1	32
Sujawal	7	6	-	3	3	1	20
Thatta	6	6	4	4	4	1	25

Abbreviations: 'Agr' Agriculture; 'Irrig' Irrigation; 'AMO' Agricultural Machinery Organization; 'For' Forest; 'Coop' Cooperatives; 'Col & Rev' Colonization & Revenue.

The next comprehensive development project of the Agricultural Development Corporation was Guddu Barrage. Its Project Directorate was located at Sukkar which was a district headquarters. On the basis of the experience at the GMB Project Directorate, the interviews at Guddu Project Directorate were conducted without any schedule. Only 12 officials were interviewed. The heads of Forest, and Buildings and Roads Departments of GMB Project were also supervising the works of these departments in Guddu Barrage Project Area through their subordinate officials. The magnitude of development work, particularly development of forests, and Buildings and Roads in GMB Project was higher than Guddu Project Area, therefore Conservator of Forests, and Superintending Engineer of Buildings and Roads were stationed at GMB Project Directorate.

After finishing the interviews at the headquarters of Guddu Barrage Project Area, two sub-divisions of the Project were selected for which the same criterion was used as that for the selection of sub-divisions of GMB Project Area, i. e., location on either side of the River Indus which were called Right Bank and Left Bank and the magnitude of work. Jacobabad was a district headquarters and constituted as a sub-division of the Guddu Barrage Project Area. This sub-division was on the

right bank of the River Indus. Another sub-division of Guddu Barrage Project Area was Ghotki which was on the left bank of the River Indus. In Jacobabad 25, and Ghotki 32 officials were interviewed. The following table shows the number of respondents from various departments, interviewed in the sub-divisional areas:

Table 4

Number of Respondents from Various Departments Interviewed in the Two Sub-divisions of Guddu Project

Name of the Sub-divn	Agri-culture	Irriga-tion	Cooper-ative	Forest	A. M. O.	Colonization & Revenue
Jacobabad	9	4	9	-	1	2
Ghotki	9	6	4	7	6	-

We have given the total number of respondents from each department at various interviewing stations, which did not include the rank or position of respondents within their respective departments. Now we have to give the number of respondents by rank and position, which is as follows:

Table 5

Distribution of Respondents by Rank

1. Agriculture

Interviewing Station	A. D. A. or E. A. D. A.	Agricul. Assistant	Field Assistant	Total
T. M. Khan	1	3	3	7
Sujawal	1	3	3	7
Thatta	1	2	3	6
Jacobabad	1	3	5	9
Ghotki	1	5	3	9

2. Irrigation

Interviewing Station	Executive Engineer	Asst. Engin. or S. D. O.	Overseer	Total
T. M. Khan	3	4	4	11
Sujawal	2	2	2	6
Thatta	2	2	2	6
Jacobabad	1	2	1	4
Ghotki	2	2	2	6

3. Cooperative

Interviewing Station	Asst. Regis.	Inspector	Sub-Inspection	Total
T. M. Khan	-	1	2	3
Sujawal	-	1	2	3
Thatta	1	1	2	4
Jacobabad	1	3	5	9
Ghotki	-	1	3	4

4. Agricultural Machinery Organization

Interviewing Station	Agricultural Engineer	Asst. Agr. Engineer	Unit Supervisor	Total
T. M. Khan	1	2	2	5
Sujawal	-	-	-	-
Thatta	1	2	1	4
Jacobabad	-	1	-	1
Ghotki	1	2	3	6

5. Forest

Interviewing Station	D. F. O.	R. F. O.	Forester	Total
T. M. Khan	1	2	2	5
Sujawal	-	1	2	3
Thatta	1	1	2	4
Jacobabad	-	-	-	-
Ghotki	1	3	3	7

6. Colonization and Revenue

Interviewing Station	Colonization & Revenue Officer
T. M. Khan	1
Sujawal	1
Thatta	1
Jacobabad	2
Ghotki	0

Abbreviations: 'A. D. A.' Assistant Director Agriculture
'E. A. D. A.' Extra-Assistant Director Agriculture
'S. D. O.' Sub-Divisional Officer
'Asst. Regis.' Assistant Registrar
'D. F. O.' Divisional Forest Officer
'R. F. O.' Range Forest Officer

The total number of officials interviewed were 161. This is a fairly large number and could be considered as representative sample of the population in both the Project Areas. The group-wise distribution of 161 respondents is given below:

Table 6
Group-wise Distribution of Sample

Group Number	Name of the Group	Size of the Group
1	G. M. B. Directorate	15
2	T. M. Khan	32
3	Sujawal	20
4	Thatta	25
5	Guddu Directorate	12
6	Jacobabad	25
7	Ghotki	32

Immediately after the completion of survey in the field, a cumulative response sheet was prepared. From the cumulative response sheet it was observed that certain categories were either irrelevant, or, if relevant, not in proper order. Those categories which were not necessary had to be eliminated, new categories had to be developed, and some of the existing categories were merged. Now let us illustrate how certain

categories were eliminated. From the questionnaire it will be observed that we have provided 7 response categories for question 1 in the background variables. When we compiled all the responses, it was observed from the frequency distribution that the respondents' ages ranged from 20 to 59 years. There was no one who fell in categories 5, 6, or 7. Similarly we provided 6 response categories for question 2 of the questionnaire, while the respondents were either single, or married. There were no such respondents who could respond to other categories. Questions 12 and 13 of the questionnaire were meant for the verification of respondents' professional knowledge and experience gained during their trip abroad. It was found that with the exception of one or two respondents, these categories did not apply to the rest of the respondents. Such categories were considered as unnecessary, and were eliminated.

How did we develop new categories? Questions 4, 5, and 6 of the background variable have certain response categories which were meant for the purpose of eliciting information. On the basis of information gathered, the following categories were developed:

- | | |
|-----------------------|---------------|
| 1. Length of service? | 1. 1-5 years |
| | 2. 6-10 |
| | 3. 11-15 |
| | 4. 16 & above |

1. Own the house
2. Rent the house
3. Live with parents
4. Official residence
5. Other (specify)

There was no such distinction of either owning a house or living with parents. A person was the owner of the house even if he lived with his parents. For that reason, the question was split into two sub-questions: Do you own the house? 1) No. 2) Yes. If 'No' nature of rented house? 1) Privately rented house. 2) Officially rented house. Similarly the categories of questions 27, 36, 38, 48, 49, 54, 55, 56, 57, 58, 59, 60, 66, 68. In order to avoid confusion in comprehending the response categories, a revised coded questionnaire can be seen at Appendix B. Since we have ordered our data according to this questionnaire, we have to identify the components of our propositions in sequence of IBM columns shown against each question in Appendix B.

Table 7

Identification of Components of Proposition According
to the Sequence of IBM Columns

Proposition Number	Component 1	Component 2	Component 3
1	No change in this part. Same as in Table 2.		
2	38	39, 40, 42	-

Proposition Number	Component 1	Component 2	Component 3
3	33, 34	18, 32, 35, 36, 37, 41	45-51
4	52-54	55-59	-
5	42, 43, 65	44, 66, 67, 68, 69	-
6	1-7, 11, 12, 14-17	70-72	-
7	52-54	63-64	-
8	8-10	60-62	-

Individual component of each proposition with the set of questions will be discussed in the body of the following chapters. So far as statistical techniques are concerned, we simply resorted to descriptive statistics. Inferential statistics were restricted only to correlation analysis which was done wherever needed. For statistical analyses BMD computer program was used.

CHAPTER III
COMPETENCE, AUTONOMY, AND CONTROL OF
THE BOARD OF DIRECTORS

Introduction

In the first chapter we identified the problem, the level of analysis, and the specific propositions which constitute the basis of this inquiry. We also described the methods and techniques used for the empirical verification of those propositions in the second chapter. Now we have to take up each proposition, describe their components, present our findings, and their analysis. This chapter will focus on the first proposition which was aimed at verifying the first level of analysis, i. e., the Board of Directors. The proposition has three components: (1) specialization and experience of members of the Board of Directors; (2) autonomy from the Provincial administrative departments; (3) organizational control. These components were derived from the existing literature cited in the body of this chapter. For the purpose of analysis, we will briefly elaborate these components.

The first component deals with the background of the members of the Board of Directors and their educational qualifications and professional experience, which constitute elements of specialization. In this case specialization was determined on

the basis of highest academic qualification either in agriculture or any other related science of agriculture. The criteria set for specialization were: (1) a doctoral degree in agriculture or other related sciences; (2) a bachelor or master's degree in agriculture or other related sciences with five years of professional experience and in-service training. It was decided that people with such backgrounds would be put in the category of specialists, while those holding top administrative positions without meeting the above criteria would be categorized as generalists.

Autonomy which means independence of the Board of Directors from the functional and financial control of the administrative departments of the Provincial Government, is another component of the same proposition. The corporate organizational approach was a departure from the traditional departmental set up, therefore, it was assumed that the Board of Directors would not only be an executive body, but also have the capability to formulate its own programs and policies. By exercising its autonomy, the members of the Board were expected to be creative and imaginative and introduce changes in the structure and functions of the organization without any external restraints.

By combining both components, the Board of Directors

would have the ability to have firm control over the organization. Effective control can only be exercised by the Board when the Corporation has resources of its own to meet the financial requirement, instead of depending on the resource allocation of the Provincial Government. When the Corporation has its own resources, the Board would be able to determine the organizational pattern and the number of personnel required, and create new structures for the accomplishment of organizational goals. Having described the components of the first proposition, it will be advisable to describe the constitution of the Board as provided by the West Pakistan Agricultural Development Corporation Ordinance of 1961.

Constitution of the Board

Article 4 section 1 of the Ordinance has prescribed the role of the Board as follows: "The general direction and administration of the Corporation and its affairs shall vest in a Board of Member Directors which may exercise all powers and do all acts and things which may be exercised and done by the Corporation." According to Article 5, section 1 of the Ordinance, "the Board shall consist of: (a) such number of wholetime Member Directors, not exceeding four, as may be appointed by Government; and (b) the Secretary to Government of West Pakistan

Co-operation Department, who shall be ex-officio Member Director." Out of full time Member Directors the Government has reserved the right to appoint one of them as Chairman of the Corporation; and one as Member Director Finance. Thus, the Ordinance has specified the role of two Member Directors, while the role of others has been left unspecified. This ambiguity has been taken care of by the Ordinance when it says that a Member Director shall "perform such duties as are assigned to him by this Ordinance or by the rules or regulations."

Usually the top management of the public corporations serve for a specific period after the expiration of which either their tenure is extended or terminated. Article 3, section (a) of the Ordinance states that a Member Director shall: "unless sooner removed by Government, hold office for a term of five years, and may be re-appointed for such further period or periods as the Government may from time to time specify." Usually the question of tenure does not arise because most of the Member Directors have been deputationists to the Corporation and were transferred to their parent departments whenever their services were needed. After discussing the role of the Board and its constitution, as well as the tenure of office of Member Directors, we now present our findings in the following pages.

Findings

From the Organizational Chart (Appendix C) it will be observed that the Board was composed of three full time Member Directors, i. e. , Chairman of the Corporation, Member Director Finance, and Member Director Field. Although Member Director Finance had been given an advisory role by the Ordinance, he virtually controlled the accounts and expenditures of the Corporation. Member Director Field was responsible for supervising, directing, and coordinating the activities of the Field Wing of the Corporation. Field Wing was composed of various Project Areas of the Cooperation where each project area is placed under the control of a project director. Secretary to the Government of West Pakistan Cooperation Department was an ex-officio Member Director, but usually the decisions were made by the full time Member Directors.

Background

We have mentioned earlier that only two Member Directors, i. e. , Chairman of the Corporation and Member Director Finance, were available at the time of interview. None of the two respondents had either academic background in the field of agriculture, or any professional training or experience either in agriculture or other related areas. One respondent had 31 years of military

service with a bachelor's degree in liberal arts and had retired from the army as a Major General. Another respondent had a master's degree in economics and a bachelor's degree in law. He had served in the Civil Services of Pakistan for 17 years. On the basis of their academic qualifications and professional experience we may designate them as generalists rather than specialists. Thus our findings do not support the first component of our proposition.

Functional Autonomy

In response to question 14, both the respondents said that the emphases and priorities of agricultural production had been determined by the Food and Agriculture Commission of the Government of Pakistan. According to one respondent: "It is the Government which lays down priorities and allocates funds. ADC is executing agency. It recommend schemes to the Government which makes final decisions." Their response to question 15 was also negative which means they did not play any role in deciding the emphases and priorities of agricultural production. Similar was their response to questions 16, 18, and 19, which means they could not initiate any changes in the emphases and priorities of the Corporation. This also disproves our assumption of functional autonomy of the Board.

Organizational Control

One respondent did not admit any kind of administrative problems when he was asked questions 20, 21, and 22, while the other respondent enumerated the following administrative problems:

1. Financial limitations.
2. Land tenure system in some areas.
3. Illiteracy of farmers.
4. Amount of control exercised by the Government.
5. Lack of corporate resources.

The respondent who enumerated administrative problems also suggested alternative solutions to the resolution of those problems. His suggestions to the resolution of above administrative problems were:

1. Agricultural Development Corporation should take up a few schemes instead of taking more. For that purpose independent sources of finances should be made available or the banks authorized by the Government to advance loans to the ADC. The loans given by the Government are limited and should be increased.
2. The land tenure problem did not fall within the jurisdiction of the ADC and had to be looked into by the Government.
3. Farmers are trained in Project Areas through Farmer's Training Centers. The farmers of 20-35 years age, with primary (elementary) education, were given training in modern agricultural practices for a period of one year. The concluding part of his suggestion negates illiteracy as an administrative problem. According to him: "In spite of illiteracy they are quite intelligent in farming practices."
4. Financial control is inevitable because all the financial

commitments are made by the Government in terms of budget allocation and financing development schemes. ADC cannot determine the pay structure of its employees which make it less attractive for the talented people.

5. Corporate resources can be built up through commercialization of the activities of ADC.

After identifying the administrative problems, the respondent was asked about the institutions or groups in better position to resolve these problems. According to him, all these problems could be resolved by the Government. But the resolution of such problems depends on the resource capability of the Government. Resources are always limited. It is up to the administrators to decide how to utilize scarce resources for the achievement of their goals.

Analysis

Administrative organizations are created to transform the inputs of the administrative system into outputs. Those who are engaged in this transformation process are administrative personnel. Effective conversion of inputs into outputs largely depend on the competence¹ of these personnel. Individual efforts within

¹Redford describes the competence on the basis of professional and technical standards, i. e., the conduct of affairs by skilled persons with professional spirit. (See Emette S. Redford, Ideal and Practice in Public Administration, University of Alabama Press, 1958, pp. 50-51.)

the organization are channeled for productive purposes through proper supervision and coordination.² Although these functions have to be performed at various levels within the organization, yet the most important and crucial role is played by the administrative leadership at the top. Leadership has not only to play the role of coordinating, supervising, and correcting the pathologies of bureaucracy, but also to display considerable innovative capability.³

Usually the corporate bodies have a collegial executive, either elected or appointed, which plays the leadership role. That collegial body is known as the Board of Directors which frames the policies and at the same time ensures their execution through administrative personnel working under their control. In discharging their responsibilities, they enjoy a maximum amount of freedom in formulating and executing their policies, and their actions are not strictly restrained by the elected bodies

²John M. Pfiffner & Robert Presthus, Public Administration (New York: The Ronald Press Company, 1967), p. 87; also see Bertram M. Gross, The Managing of Organizations, Vol. I (London: The Free Press of Glencoe Collier-Macmillan Limited, 1964), p. 54.

³Marshal Edward Dimock & Gladys Ogden Dimock, Public Administration (New York: Holt, Rinehart & Winston, Inc., 1969), p. 295; also see Herbert G. Hicks, The Management of Organizations (New York: McGraw Hill Book Company, 1967), p. 157.

which is usually the case of public agencies. Numerous public corporations were created in the Western countries to grapple with intricate problems. One of them which has relevance to the West Pakistan Agricultural Development Corporation is Tennessee Valley (TVA) which was created in 1933 to tackle socio-economic and political problems⁴ of a particular region in the United States.

The constitution of the Board of Directors of West Pakistan Agricultural Development Corporation resembles that of TVA Board of Directors. The Act which gave TVA legal status, provided a three man Board of Directors which was to be appointed by the President, and confirmed by the U. S. Senate. In the beginning, the Chairman of the Board served as general manager with the concurrence of other member directors, but later, administrative responsibility was divided among the three. "Together the directors formed a policy-making board, but individually they served as administrative heads of broad segments of the TVA program."⁵ Commenting on their dual role as policy makers as well as administrators, Pritchett says, "As

⁴Roscoe C. Martin, TVA - The First Twenty Years - A Staff Report (Tennessee: The University of Alabama and the University of Tennessee Press, 1956), p. 24.

⁵Robert S. Avery, Experiment in Management (Knoxville: The University of Tennessee Press, 1954), p. 5.

makers of policy the directors were kept close to reality by the knowledge that they themselves had to translate their plans into going enterprises. As administrators the decisions of the directors were guided by their full knowledge of the goals and larger purposes of the program."⁶ In 1936 this situation was discontinued. The Board decided to appoint a full-time general manager as top executive of the organization, relieving the directors of their administrative responsibilities. Their role was only confined to policy making and through the general manager they had to ensure their execution. The pre-1936 pattern of the Board of Directors of TVA was adopted by the Agricultural Development Corporation, but their policy making role was restricted by the Government.

As policy makers and administrators, the TVA Board of Directors was composed of highly competent and qualified persons who could initiate policies and put them into action. On the contrary, ADC Board of Directors lacked professional knowledge and experience. In fact, the Board served as a management body to execute the policies already decided by the Government. According to Article 4(2) of the Ordinance, "The

⁶C. Herman Pritchett, The Tennessee Valley Authority - A Study in Public Administration (Chapel Hill: The University of North Carolina Press, 1943), p. 157.

Board in discharging its functions shall be guided on questions of policy by such directions as Government, either of its own motion or at the instance of the Central Government, may from time to time give and the Government shall be the sole judge as to whether a direction given to the Corporation is or is not on a question of policy." This was a clear manifestation of the restricted role of the Board of Directors in formulating the policies of the organization. Like other government departments, the Agricultural Development Corporation seemed to be a public agency for the execution of government's programs and policies. The only difference in public corporation and other public agencies is the location of authority. In public corporations the authority is vested in a collegial body known as the board of directors, while in public agencies it is vested in the heads of respective departments. But this distinction seems to have been removed by the Ordinance when the Chairman of the Corporation was appointed by the Government from among the Member Directors as the chief executive of the organization.

Although the Ordinance had given the Chairman of the Corporation the status of the chief executive of the organization, yet there seemed to be a lack of consistency between form and reality. The Chairman of the Corporation had been given the status of the Chief Executive in the Ordinance, but in fact he

had a subordinate position. The autonomy of the Corporation was lost when it was placed under the administrative control of the Provincial Department of Agriculture. All communications addressed to the Government had to be routed through the Administrative Department, where the Secretary of Agriculture assumed the role of Administrative Secretary of the Provincial Government for the Corporation. All correspondence to the Provincial Government had to be channelled through the Administrative Department, and as such the Chairman of the Corporation administratively came under the control of the Secretary Department of Agriculture. Apparently, this was in contravention of the principles of functional autonomy of the Corporation and that of the Board of Directors. The Department which was condemned by the Food and Agriculture Commission for lack of action had again been given the responsibility of controlling the activities of the Corporation. Creation of a parallel rival organization, under the patronage of the Department of Agriculture, did not seem to be a sound proposition. Perhaps this had been done on the assumption that the Corporation would get maximum support from the Department of Agriculture, which was not forthcoming.

The functional autonomy of the Board of Directors had been restricted through determination of policies by the

Provincial Government, and brought under the Administrative Control of the Department of Agriculture. Likewise, the financial autonomy of the Board had also been restricted due to lack of corporate resources and absolute dependence on the Provincial Government for meeting its financial requirements. The Ordinance did have the provisions about the sources of income which may constitute a "Corporation Fund." According to Article 44(1) of the Ordinance the Corporation Fund ". . . shall be utilized by the Corporation to meet charges in connection with its functions under this Ordinance, including the payment of salaries and other remunerations to the Chairman, Directors, officers, advisors and servants of the Corporation." Section 2 of the same article has listed the following sources of income which may contribute to the "Corporation Fund."

- (a) grants made by the Government;
- (b) loans obtained from the Government;
- (c) grants made by local bodies as required by the Government;
- (d) sale-proceeds of bonds issued under the authority of the Government;
- (e) loans obtained by the Corporation with the special or general sanction of the Government;
- (f) foreign aid and loans obtained with the previous sanction of the Central Government;
- (g) all fees, including development fees, received by the Corporation; and
- (h) all other sums received by the Corporation.

The above sources of corporate income seemed to be quite comprehensive and one can conceive of self-sufficiency of the

Corporation. In actual practice, all these sources were not contributing toward the Corporate Fund. In fact there seemed to be no Corporate Fund. Actually, the schemes of the Corporation were financed through the following sources:

- (a) Grant-in-aid account of the Provincial Government;
- (b) Interest-free-loan account of the Provincial Government;
- (c) Interest-bearing-loan account of the Provincial Government;
- (d) Funds borrowed from the commercial banks;
- (e) Foreign aid and loans obtained with the previous sanction of the Government.

Funds made available from the above sources were utilized on developmental projects of the Corporation. Funds borrowed from the commercial banks were utilized on the operation of a seeds and fertilizer scheme which was run on "no profit, no loss" basis.⁷ Supply Wing of the Corporation was responsible for the operation of seeds and fertilizer scheme, while Field Wing was responsible for the operation of the Project Areas of the Corporation under the supervision of Member Director Field. Supply Wing came under the control of the Chairman, and General Manager Supplies was responsible for the operation of the whole scheme. Since most of the developmental projects of the Corporation were funded by the Provincial Government,

⁷West Pakistan Agriculture Development Corporation, Budgetary & Accounting Procedure, 1970.

it had to submit its annual budget estimates to the Provincial Government for allocation of funds. Fund allocation to the Corporation was made on the basis of availability of resources and competing demands from other public agencies.

An unpublished report of the Administrative Staff College Lahore had also pointed out the absolute dependence of the Corporation on the Provincial Government for allocation of funds. According to this report, the budgetary operations of the Corporation passed through various channels of financial control, such as those of Administrative Departments, Provincial Working Development Party, Central Working Development Party, Executive Committee of National Executive Council, Council of Ministers, and the Legislative Assembly. Despite all these financial hurdles, when funds were allotted to the Corporation, there was an additional control exercised by the Finance Department – funds were released in quarterly installments.⁸

Conclusion

Specialization and experience of Members of the Board of Directors were considered as the criteria for their professional

⁸A Report by Members, Session 16, April 1968, Pakistan Administrative Staff College, Lahore.

competence, through which they could visualize their administrative problems and keep themselves alert for adopting alternative strategies to grapple with those problems. Given the requisites of professional competence, the members of the Board were expected to exert their influence in bringing about structural and functional changes, and making such decisions by themselves, rather than depending on the heads of Provincial administrative departments. In other words, they had to exercise functional as well as financial autonomy which gave them full control over the organization. They had to determine the programs and policies of the Corporation and at the same time they had to ensure their execution.

Our empirical findings based on interviews of two Members of the Board of Directors showed that neither of them were specialists. They belonged to the category of generalists. Although both of them were generalists, one of them seemed to be very much aware of administrative problems. This difference in their perception of administrative problems was, perhaps, due to their background. The one who identified the administrative problems belonged to the Civil Services of Pakistan. Those who are recruited in the Civil Services of Pakistan are appointed as Assistant Commissioners of administrative sub-divisions, and are promoted to the rank of Deputy Commissioner, Commissioner,

and Secretaries of both Provincial as well as Central Government. By remaining administrators of sub-divisions, districts, and divisions, they are confronted with numerous problems among whom agriculture seems to be the most important one. On the contrary, the other respondent had served in the military, which apparently kept him aloof from such administrative problems. Perhaps it was due to his military background, or short span of service, or for some political reasons, that he could not identify the administrative problems. So far as the military background is concerned, we cannot definitely say that those who come with such background are less imaginative and creative or have no grasp of such administrative problems. The most important factor could be short span of service in the organization, because the respondent was newly appointed and had hardly learned the organizational structure of the Corporation.

Since both the Members of the Board of Directors belong to the category of generalists, therefore, should we say that they are less perceptive and imaginative of administrative problems as compared to the specialists? Should we say that the autonomy of the Board is restricted because of their background? So far as the element of perceptiveness is involved, we cannot answer these questions because of the lack of evidence. We do not have any specialists as our respondents on the basis

of which we could pass such judgements. So far as the question of autonomy is concerned, it is not dependent on the background of Members of the Board, but in fact it is dependent on the nature of the legal framework within which the Corporation has to function. No matter whether the Board is composed of specialists or generalists, it is the Ordinance which governs the conduct of the Board as well as other operations of the Corporation. The West Pakistan Agricultural Development Corporation Ordinance of 1961 has restricted the functional and financial autonomy of the Board, virtually making it dependent on the Provincial Administrative Departments both functionally and financially. Functionally, the Provincial Government had to determine the policies. The Board had to ensure its proper execution. Financially, all the developmental projects of the Corporation had to be sanctioned by the Provincial Government. There seemed to be some justification for the financial control of the Organization by the Government, but functional control seemed to be contrary to the principles of Corporate bodies. Since Pakistan adopted a policy of centralized planning and development through its five year developmental plans, the Government retained the functional control of the Corporation. By retaining the functional control of the Corporation, the Government was in a position to integrate the plans of all the

public agencies, and to ensure their execution within the available resources.

In order to make the Corporation more dynamic in its role such people should have been appointed to the Board of Directors who were professionally competent and administratively creative and imaginative. Given such a composition of the Board, the Government had to provide a legal framework which could have ensured its flexibility in determining the programs and policies. Functional autonomy is inconceivable without financial autonomy, and as such the Government has to see that the Corporation developed its own financial resources by undertaking certain self-financed projects like those of seed multiplication farms, and distribution of fertilizers and chemicals. The Government, however, had to subsidize part of the expenditure through annual grants to the Corporation. In fact, what was needed in the Board was dynamism and independent decision-making of its members. Without that the Corporation would meet the same fate as that of the Department of Agriculture which was labeled as the Department ill-equipped to tackle the urgent problems of development.

CHAPTER IV
STRUCTURAL DIFFERENTIATION AND COORDINATION
IN THE PROJECT AREAS

Introduction

In the first level of analysis, we have been dealing with the competence, autonomy, and organizational control of the Board of Directors. Our second level of analysis, as stated earlier, will focus on the Project Areas of the Agricultural Development Corporation. It will be recalled that the Food and Agriculture Commission, whose findings have been cited in the first chapter, had reported a lack of coordination of the activities of various administrative departments of the Provincial Government at the district level. On the basis of their findings, they recommended the establishment of certain Project Areas, each under the control of a Project Director. Our second proposition deals with aspects of structural differentiation and coordination. The administrative departments operating within the Project Areas are called administrative structures. They were assumed to perform certain specific functions. Administrative structures are differentiated on the basis of their functions. The activities of differentiated structures have to be integrated and coordinated for the achievement of desired goals. In this chapter we will analyze various administrative structures

operating within the Project Areas, the nature of their functions, and coordination. But before we attempt to do so, it will be appropriate to establish a link between the Board of Directors and the Project Directorates.

It has been mentioned earlier that the Board of Directors was composed of three full-time Member Directors including the Chairman of the Corporation. Each Member Director had to supervise and control the activities of certain wings of the Corporation. Functionally, the activities of the Corporation were carried out through four wings; namely (1) Administration; (2) Finance; (3) Supply; and (4) Field. Whereas the first two were meant for house-keeping operations, the latter two were actively involved in field work. Administration and Supply Wings came under the direct control of the Chairman, who was assisted by a General Manager; and Secretary of the Corporation. Finance came under the control of Member Director Finance, while Field Wing came under the control of Member Director Field. All the Project Areas of the Corporation fell under the jurisdiction of Member Director Field.

The West Pakistan Agricultural Development Corporation Ordinance of 1961 laid down the procedure for the declaration of Project Areas. According to Article 22 of the Ordinance, the Corporation had to prepare schemes and projects for the

development of certain areas and submit them to the Government for approval. The Corporation was required to describe the manner and program of their execution, estimated cost involved, the benefits accruing therefrom, and the targets to be achieved. When the Government was satisfied with the justification and feasibility of the schemes and projects, it was able to declare such areas as Project Areas. In these Project Areas, the Corporation had to perform such functions, which, immediately before their declaration as Project Areas, were performed by various Government departments such as Agriculture, Irrigation, Animal Husbandry, Livestock, Cooperative Societies, Fisheries, Forests, and Consolidation of Holdings. The main objectives of the Project Areas were: dissemination of technical knowledge among agriculturists; ensuring of intensive and coordinated use of improved seeds, fertilizers, and plant protection materials; better cultivation techniques; and credit facilities.¹

Although there were several Project Areas of the Corporation, yet the following were the main Project Areas:

¹West Pakistan Agricultural Development Corporation, Planning and Evaluation Division, Annual Report 1967-68, p. 37.

<u>Name of the Project Area</u>	<u>Area in Million Acres</u>
1. Ghulam Mohammad Barrage (GMB)	2.8
2. Guddu Barrage	2.6
3. Taunsa Barrage	1.2
4. Thal	1.6
5. Soan Valley	3.0

Among the above Project Areas, Ghulam Mohammad and Guddu Barrage were the only Project Areas where the strength of the Agricultural Development Corporation lay. Perhaps Braibanti's reference is to these Project Areas when he says that the Corporation virtually controlled not only agricultural production, but also transportation, communication, and the entire economy.² We cannot deny the magnitude of work involved in these areas, but apparently there seems to have been no such control exercised by the Corporation. Had it been controlling the entire economy, the Corporation would have been able to develop its own resources and minimize its dependence on the Provincial Government. Other Project Areas are of less significance for the purpose of this study. Taunsa Barrage covered the construction of barrage and canals and the development of land, while Thal and Soan Valley Land Improvement Projects were meant

²Ralph Braibanti, Research on the Bureaucracy of Pakistan (Durham: Duke University Press, 1966), pp. 206-207.

for the development of lands through bulldozers and tractors.³ Since Ghulam Mohammad and Guddu Barrage were multi-dimensional, these were selected for the purpose of this study. When we say multi-dimensional, we mean that they cover all aspects of agriculture for which there are numerous administrative structures carrying out interrelated functions. Now we have to ask what are those administrative structures which operate within the Project Areas? What is the degree of their differentiation and coordination?

Structural Differentiation

A report of the West Pakistan Agricultural Development Corporation has listed the following administrative structures which perform their administrative functions in the Project Areas of the Corporation:⁴

1. Irrigation, drainage, and flood protection.
2. Housing and settlement.
3. Land improvement and colonization.
4. Agriculture.
5. Forestry.
6. Animal husbandry.

³Aloys Arthur Michel, The Indus Rivers (New Haven & London: Yale University Press, 1967), p. 432.

⁴West Pakistan Agricultural Development Corporation, loc. cit., p. 38.

7. Cooperatives.
8. Fisheries.
9. Roads.

The organizational charts of these administrative structures in Ghulam Mohammad and Guddu Barrage Project Areas can be seen at Appendices D and E. Instead of going into lengthy discussion, we will briefly enumerate their functions in the following order:

1. Irrigation:

Divided into two main sections: (1) Construction and maintenance; (2) Drainage and flood protection. The first section deals with the construction of new irrigation channels and the maintenance of old ones. It has the responsibility of assessment and collection of water charges. The second section deals with the construction of drains and flood protection facilities.

2. Housing and settlement:

Responsible for providing housing facilities for the new settlers.

3. Land improvement and colonization:

Mainly responsible for the allocation of new lands to the settlers and recovery of 'malkana', which is the price of land recovered in installments.

4. Agriculture:

Experimentation, extension, and plant protection.

5. Forestry:

Development and maintenance of forests.

6. Animal husbandry:

Health care of cattle; raising of good quality bulls such as stud and Red Sindhi bulls.

7. Cooperatives:

Organization of farmers cooperative societies, distribution of seeds and fertilizers, procurement and recovery of loans from the farmers.

8. Fisheries:

Exploitation of water resources in the Project Areas through the development of fisheries.

9. Roads:

Construction of new and maintenance of existing roads.

Findings

It has been found that there was a higher degree of structural differentiation in Ghulam Mohammad Barrage Project Area as compared to Guddu Barrage. In Ghulam Mohammad Barrage 84% of the respondents stated that there were no other administrative structures performing similar functions. Only 16% of the respondents said that other administrative structures were also involved in similar activities. The percentage of those who stated that no administrative structure performed similar functions was 63, which means that 37% of the respondents affirmed the overlapping jurisdiction of other administrative structures (Question 30, Appendix B). The following table shows the

percentage of respondents who said no other administrative structures performed similar functions:

Table 8
Responses for Structural Differentiation

Location	Percentage of Respondents
<u>GMB Directorate</u>	87
T. M. Khan	75
Sujawal	90
Thatta	84
Guddu Directorate	67
Jacobabad	60
Ghotki	63

From the above table it will be observed that a substantially large percentage of the respondents affirmed that there was a higher degree of structural differentiation and functional specificity in both the Project Areas. There are, no doubt, deviations in the percentage of GMB and Guddu Project Areas, and these will be discussed in the following analysis.

Analysis of Structural Differentiation

In Ghulam Mohammad Barrage Project Directorate, the percentage of those who responded for structural differentiation

was 87, which means 13% reported overlapping jurisdiction of other departments in terms of their functions. This 13% reported the overlapping jurisdiction of Agricultural Engineering and Cooperative Departments. The former's activities were shared by the Provincial Agriculture Department, while the latter's were shared by the Agricultural Development Bank.

Provincial Agriculture Department had its own agricultural machinery which could be loaned to the farmers only in those areas which were beyond the reach of Agricultural Machinery Organization. However, this does not seem to have been very important. Perhaps the most important factor was the shortage of agricultural machinery and lack of proper maintenance. Tractors and bulldozers often ran out of order and spare parts were not readily available. Consequently, the farmers sought the help of Provincial Agriculture Department for lending the machinery. If the Project Agricultural Machinery Organization had enough machinery at its disposal and provided satisfactory service to the farmers, their dependence on Provincial Agriculture Department could be reduced.

The Cooperative Department, functioning within the Project Area, was responsible not only for the organization of cooperative societies, but also for the advancement of loans to the farmers. Organization of cooperative societies was the sole

responsibility of the Cooperative Department. Where the advancement of loans was concerned, Agricultural Development Bank of Pakistan had similar functions to perform. Although Cooperative Department usually gave loans to those farmers who were members of the cooperative societies, the Agricultural Development Bank of Pakistan did not have such discrimination. Agricultural Development Banks were located in the urban areas beyond the reach of the majority of the peasant farmers. Their effectiveness was geared for the big landlords rather than the poor peasant farmers. Cooperative Department, on the other hand, had cooperative societies scattered throughout the rural areas, but were short of funds to be loaned to the farmers. This made the position of the Cooperative Department quite precarious, because it could not go beyond the limit of organizing cooperative societies. In order to make the cooperatives successful, the loans given to peasant farmers were channeled through the Cooperative Department which was in a better position to ensure the proper utilization of loans and their recovery at appropriate times.

In Tando Mohammad Khan 25% of the respondents who said other departments were also engaged in similar activities belonged to Agriculture, Cooperatives, Irrigation, and Forestry. Respondents from the Department of Agriculture favored the distribution

of fertilizers through their department which was being done partly by the Agricultural Supply Wing of the Corporation, and partly by private organizations like ESSO, PNO, Daud, Jaffar, etc. These private bodies were also engaged in activities to propagate the use of fertilizers and seeds, which could challenge the existence of separate extension services of the Agriculture Department. Extension workers of the Agriculture Department felt that their extension work became ineffective when the farmers approached them for the supply of fertilizers and seeds. They referred them to the Agricultural Supplies Organization, whose employees either cared less for their recommendations or had run short of supplies. Under such circumstances, the position of the Agricultural Extension Worker became quite critical. In order to overcome such a situation, there was a need for greater collaboration and cooperation between the personnel of both these agencies. Ten and 16% of the respondents in Sujawal and Thatta felt that distribution of fertilizers should be from the Department of Agriculture so that their extension efforts could be more effective.

After analyzing the responses of GMB Project Directorate and its sub-divisions, it is appropriate for us now to look at the responses which we received in Guddu Project Directorate and its sub-divisions. In Guddu Project Directorate 33% of the

respondents who belonged to the Departments of Agriculture, Animal Husbandry, Forestry, and Agricultural Machinery Organization reported the overlapping jurisdiction of other departments. Of the respondents, 40% in Jacobabad and 37% in Ghotki who reported about the involvement of other departments in similar activities belonged to the Agriculture and Cooperative Departments. Their responses were quite similar to those of their counterparts in GMB Project Area. For the sake of convenience, the following table is designed to illustrate the agencies which carried out similar activities:

Table 9
Overlapping Jurisdiction of the
Administrative Structures

Project Department	Project Departments Having Overlapping Jurisdiction	External Public & Private Agencies Having Overlapping Jurisdiction
Agriculture	Agricultural Supplies Organization	Private companies
Agricultural Machinery Organization	-	Provincial Agriculture Department
Irrigation	Drainage and Buildings & Roads	-

Project Department	Project Departments Having Overlapping Jurisdiction	External Public & Private Agencies Having Overlapping Jurisdiction
Cooperatives	-	Agricultural Development Bank & Social Welfare Department
Forestry	Irrigation and Buildings & Roads	-
Animal Husbandry	-	District Councils

If we take the whole population into consideration, we may find that only 25% of the respondents reported about functional overlapping of administrative structures. Seventy-five percent reported about structural differentiation, which means the kind of functions they had been performing were not performed by their counterparts in other administrative structures. In the above table we have shown those administrative structures whose respondents reported about the overlapping jurisdiction. Functionally, all these administrative structures were differentiated, and those who have reported about overlapping functions seem to have had some socio-psychological problems. When we say socio-psychological problems, we mean that the respondents had either a lack of social interaction with their counterparts or a

desire to maximize their prestige and authority. Respondents from the Agriculture Department would have liked to adopt the additional burden of the distribution of seeds and fertilizers. By doing so they would have probably gained prestige in the eyes of their clients, whom they referred to as their counterparts in Agricultural Supplies Organization. The latter either ran short of supplies or simply did not care about the recommendations of Agriculture extension workers. Similar to this problem was that of Cooperative workers and the Agricultural Development Bank of Pakistan. So far as Irrigation, Drainage, and Buildings and Roads Departments were concerned, their major interest seems to have been to have more funds at their disposal for the execution of their works. Those who were in Irrigation preferred to have the drainage work done by them rather than by the Drainage Department; or the Drainage Department preferred to have the construction of roads or bridges over the drains done by itself rather than by the Buildings and Roads Department. All these departments were manned by engineers who had developed subtle ways of manipulating public funds. This was a very complex problem which is beyond the scope of this study. Our main issue is structural differentiation and coordination of functions. Our findings show that there was a high degree of structural differentiation where

each administrative structure had been assigned specific functions. Now we have to see how the activities of all these structures were integrated and coordinated and what is the mechanism used for their coordination.

Coordination

From the organization charts of both the Project Areas in Appendices D and E, it will be observed that each administrative structure was topped by a department head. Each department head coordinated the activities of various subdivisions in the Project and related them to the overall departmental goals. All the heads of such administrative departments reported their activities to the Project Director who coordinated the activities of all the administrative departments and related them to the overall goals of the Project Area. As coordinator of the Project Area, the Project Director also resolved interdepartmental conflicts. Those conflicts or administrative problems which could not be resolved by him were referred to the Project Committee. Each Project Area had its own Project Committee.

The Project Committees were created in 1966 through a gazette notification by the Government of West Pakistan. Member Director Field, who was one of the members of the

Board of Directors, served as Chairman of these Committees and the Project Directors of the respective Project Areas as Vice-Chairmen. Other members of the Committees were: Deputy Commissioners of the Division (although with the restoration of old provinces in West Pakistan, Divisions no longer exist) and heads of various administrative departments at the Project Directorate. Those heads of departments who usually attended the meetings of the Committee were: Conservator of Forests, Deputy Chief Engineer Irrigation, Deputy Financial Advisor, Deputy Director Agriculture, Superintending Engineer Buildings and Roads, Superintending Engineer Agricultural Machinery Organization, and Colonization Officer.

The gazette notification by the Government of West Pakistan prescribed the following functions of the Project Committee:⁵

- a) to draw up a phased program for execution within the framework of the schemes/master plan;
- b) to frame an annual budget for the Project and submit the same for sanction to the Board;
- c) to exercise general supervision over the implementation of the scheme and take necessary measures for

⁵Notification No. SO-ADC-3-27/62, dated December 21, 1965 drawn from pages 49-50 of the Gazette Notification of the Government of West Pakistan, January 21, 1966.

ensuring expeditious and coordinated development of the Project Area;

- d) to exercise control over expenditure and render proper accounts thereof; and
- e) to submit to the Board a quarterly progress report on all schemes.

In order to effectively perform the above mentioned functions, the Project Committee was delegated "all the powers of the administrative departments of government. The Project Committee as such can exercise the powers common to all departments and can accord administrative approval to the works up to one lac . . . " (one lac is equivalent to .1 million). This Committee was further empowered to accord administrative approval to the construction of buildings and roads as well as irrigation works up to .4 to .5 million rupees respectively. This means that the Project Committee was vested with the powers which were normally exercised by the heads of administrative departments of the Provincial Government. By exercising such powers, the Project Committee or the Project Director did not have to wait for the administrative approval of the Government and could undertake the execution of work subject to the availability of funds.

Besides the Project Committee, there were other bodies which helped facilitate the execution of certain work. Such

bodies were called District or Tehsil Councils (these were the lower tiers of Basic Democracies where beside the elected representatives, there were official representatives who represented the official position of their respective departments). These bodies did not necessarily coordinate the activities of various departments of the Agricultural Development Corporation (ADC) in the Project Area, but helped these departments in resolving some of their administrative problems. At the District and Tehsil level, these were the only bodies through which the officials of ADC could get their works executed. For that reason the respondents who received the cooperation of such committees were asked to indicate whether they received cooperation from Project Committee or Non-project Committees (see questions 42 and 43 of the questionnaire at Appendix B).

Level of Coordination

As mentioned earlier, the respondents were asked in questions 31 and 32 (Appendix B) whether they received any help from any committee. If they received help from a committee or committees, then they were asked to identify the nature of those committees. The following table shows the percentage of respondents who received help from various committees:

Table 10

Cooperation Received From Various Committees

Location	Response to Question 31		Response to Question 32	
	% No	% Yes	% No	% Yes
GMB Directorate	13	87	38	62
T. M. Khan	91	9	67	33
Sujawal	95	5	100	-
Thatta	92	8	100	-
Guddu Directorate	50	50	17	83
Jacobabad	86	14	100	-
Ghotki	100	-	-	-

From a perusal of this data, it will be observed that 87% of the respondents in GMB Project Directorate and 50% in Guddu Project Directorate had been receiving help from the Project Committees. The percentage of respondents in Guddu as compared with GMB was low because certain subordinate officials were included in the sample. Their department heads were stationed in GMB Project Directorate which had been in charge of departments such as Forests and Buildings and Roads in both the Project Areas. Usually heads of departments attended the meetings of the Project Committee and therefore their subordinates in Guddu could not attend the meetings of the Project

Committee. If such subordinate officials are excluded from the sample, the percentage may go up to 80 or above. This means that the level of coordination, particularly at the Directorate level was fairly high.

At the sub-divisional and field level, the percentage of those who did not receive help from any committee was fairly high and ranged between 86-100%. Only a small percentage of respondents received help from the non-Project Committees, which were District and Tehsil Councils. In T. M. Khan only 9% of the respondents received help from the committees, among these the highest proportion sought the help of non-Project Committees, while a small percentage sought help from the Project Committee through their department heads.

Now a question arises concerning the Project Directorate. We find a higher degree of cooperation and coordination from the Project Committees, while at the sub-divisional and field level no such cooperation had been extended. In fact it was a hierarchical structure of administrative departments where the field level worker reported to his supervisor who in turn took up the matter with the sub-divisional supervisor, until it reached the head of the department. The head of the department, in consultation with his colleagues at the Project Directorate or the Project Director, or the Project Committee

resolved such problems. Thus the level of coordination could be found only at the Project Directorate.

Conclusion

As we have mentioned earlier, the Project Areas were under the supervision and control of Member Director Field, who was also the Chairman of the Project Committee which is a coordinating body of each Project Area. The Project Areas were under the direct control of the Project Director below whom there were various heads of departments, responsible for the execution of the determined policies of the Corporation. The basic purpose of this chapter was to investigate the degree of structural differentiation and coordination which were the two components of our proposition.

Our findings show that within the Project Areas all the administrative structures were assigned specific functions which they had to carry out. There were certain instances of overlapping jurisdiction. In fact, those who reported overlapping jurisdiction had certain socio-psychological problems. Either their social interaction with their counterparts in other departments was poor, or they had the problem of self-consciousness. Whatever the underlying factors may have been, there seems to have been a high degree of structural differentiation.

Structural differentiation, as mentioned earlier, required a maximum degree of coordination. We have noticed that all the administrative departments in the Project Area operated under the supervision of the Project Director who coordinated the activities of all these departments. In case certain administrative problems were beyond the jurisdiction of the Project Director, those were to be referred to the Project Committee which had maximum powers to grapple with such administrative problems. This maximum degree of coordination was made possible because of the size of the Project Areas which seemed to be manageable for the Project Director. This could not have been achieved on a larger scale throughout the Province.

Although we have verified the degree of structural differentiation and coordination, yet we are not quite sure how far these Project Areas were successful in terms of input and output of resources. If the output of the Project Area increased as compared with other areas which did not fall within the Project, then we could definitely say that the Project Areas were quite successful. But we cannot draw such conclusions because of the non-availability of data. Moreover such analysis is beyond the scope of this study. Therefore, we leave this aspect of investigation to future researchers and government specialists.

CHAPTER V

GOAL ACCOMPLISHMENT THROUGH PARTICIPATORY
PLANNING AND ORGANIZATION OF WORKIntroduction

We have noted that the administrative structures operating within the Project Areas were structurally differentiated and functionally specific. There was a high degree of coordination which was lacking at the district level in the Provincial Government Departments. The success of administrative structures in carrying out their functions depended largely upon the productive efforts of the individuals. It has been mentioned earlier that success of any organization is dependent on the involvement of organizational personnel in the process of planning through which they develop the knowledge of organizational goals and accordingly direct their efforts toward the achievement of those goals. The analyses in this chapter will focus on the knowledge of goals, participatory planning and organization of work, and accomplishment of organizational goals, which are the three components of our proposition.

Goals are certain objectives or ends determined by the policy makers on the basis of available or expected resources. Those objectives are communicated to the organizational personnel who develop not only knowledge of objectives and goals, but

also develop certain strategies on how to achieve those objectives. Development of alternative strategies and selection of a particular course of action to achieve those objectives is called planning.¹ Thus, planning is a conscious and deliberate effort for the attainment of desired objectives.² At the national level, as Colm and Geiger have pointed out, national development planning requires defining the goals of national development effort, estimating and mobilizing the necessary domestic and foreign resources of money and skills, and allocating or guiding them to those specific uses which seem likely to make the greatest contributions to achieve national goals.³

Although the history of planning goes back to the pre-partition period of British India, yet the plans could not be implemented due to the struggle for independence. In 1948 the Government of Pakistan established a Development Board with the authority to "coordinate development plans, recommend

¹C. West Churchman, The Systems Approach (New York: Dell Publishing Co., Inc., New York, 1968), p. 146.

²M. A. Mannan, Economic Problems and Planning in Pakistan (Lahore: Ferozsons Ltd., 1968), p. 95.

³Gerhard Colm & Theodore Geiger, "Public Planning and Private Decision Making in Economic and Social Development," in Richard J. Ward's (ed.), The Challenge of Development (Chicago: Aldine Publishing Company, 1967), p. 6.

priorities, watch the progress of development projects and make periodic reports to the Cabinet on the progress of development projects." Along with the establishment of a Development Board, the Government also created a Planning Advisory Board, "composed of officials and representatives of the private sector, to advise the Government on matters relating to planning and development, review progress in implementing plans, educate the public regarding the necessity for projects to be undertaken and promote public cooperation of the development effort."⁴

In 1951 the Planning Advisory Board was replaced by a Planning Commission composed of 20 members and headed by a Chairman, who prior to 1958 was the Prime Minister, and from 1958 onward the President of Pakistan. The planning machinery has undergone several changes at different stages of its life, but the Planning Commission still exists and plays an important role in the planning and development of the country. The Deputy Chairman of the Planning Commission holds the rank of a Cabinet Minister in the Central Government and is responsible for the procurement of loans from international agencies and foreign governments. The whole planning machinery works

⁴Albert Waterston, Planning in Pakistan (Baltimore: The Economic Development Institute, International Bank for Reconstruction and Development, The John Hopkins Press, 1963), p. 13.

under his guidance and supervision.

At the Provincial level, the West Pakistan planning machinery is composed of a Development Council and a Development Committee. The former is composed of the Provincial Ministers while the latter is composed of the permanent secretaries of all the Provincial departments. The Planning Commission, as a Central Government agency, had no legal control over the provincial planning agencies, but since the provinces are heavily dependent on the Central Government to finance their development projects, the Provincial planning machinery was inevitably influenced by the Central Planning Agency.

The Provincial Government departments and other public agencies formulate their plans according to the policies set by the Provincial Government. Heads of the Provincial Government departments and other public agencies issue instructions to their divisional and district officers to initiate their development plans. These plans are scrutinized, modified, integrated, and coordinated at various levels. A consolidated development plan of each department reaches the Provincial Planning Agency. The Provincial Planning Agency sets priorities on the basis of which it makes recommendations to the Provincial Government for the approval of the plan. Implementation of the plan depends

on the approval of the Government as well as resource allocation. During the process of implementation, several problems crop up which hinder the execution of those plans. Usually the actual expenditure of the project or scheme exceeds that of the fixed allocation which requires additional funds and revised administrative approval of the Government. This seriously affects the completion of the schemes and means that either the goals were set so high that they could not be achieved within the limited resources, or that the goals were realistic but unforeseen factors influenced the future course of events beyond the comprehension of the planners. We have to content ourselves with this brief introduction and see to what extent the organizational personnel have the knowledge and comprehension of the goals which they are assigned to accomplish.

Goal Setting and Knowledge of Goals

In order to determine whether there were any goals set for the organizational personnel and, if set, who determined those goals, the following questions were asked of the respondents (see Appendix B):

27. Were there any goals determined for your organization?

(0) No

(1) Yes

28. Who determined the goals?

(1) Yourself

(2) Supervisor

The mean and standard deviation of their cumulative group responses are:

Table 11
Determination of Goals

Group Number	Responses of Question 27		Responses of Question 28	
	Mean	S. D.	Mean	S. D.
1	1.00	0.00	1.73	0.45
2	0.87	0.33	1.68	0.69
3	0.85	0.36	1.65	0.74
4	0.80	0.40	1.52	0.82
5	0.91	0.28	1.66	0.65
6	1.00	0.00	1.96	0.20
7	0.96	0.17	1.93	0.35

N.B. Groups 1-7 are: GMB Directorate, T. M. Khan, Sujawal, Thatta, Guddu Directorate, Jacobabad, and Ghotki.

From a perusal of this data, it will be observed that each group mean is higher than the mean value, which is .50. The deviations from the mean range from 0.17 to 0.40. This

deviation from the mean is due to the fact that some of the respondents from the Agricultural Machinery Organization and the Irrigation Department stated that no goals were set for them and that they had to carry out work without any determined goals. This means that the activities of the organizational personnel are directed toward the achievement of determined goals. Who determined those goals? Were they determined by the respondent himself or by his superiors?

The data in Table 11 indicate that each group mean is higher than the individual mean value, i. e., 1.50. This shows that the number of respondents who determined the goals themselves is not large as compared with those for whom the goals are determined by their superiors. Even at the Project Directorate level where the goals ought to be determined by the heads of the respective agencies, they are set by their superiors, either the Project Director or their superiors at the ADC headquarters. The goals determined either by the Project Directors or the ADC headquarters are communicated to the organizational personnel at various levels.

As we have noticed, the goals are determined by the superiors, either at the Project Directorate or the ADC headquarters; therefore, we have to see whether the organizational personnel are familiar with those goals determined by their

superiors. For this purpose we asked the respondents the following questions (see questionnaire at Appendix A):

37. Do you have difficulty in knowing the objectives or goals that your supervisors wish you to attain?
38. Which of the following alternatives represents better your knowledge of those objectives?
 1. I know them completely.
 2. I know them in large part.
 3. I know them moderately.
 4. I know them very little.
 5. I don't know.

From the cumulative responses we gathered that 92% of the respondents did not encounter any difficulty in knowing the objectives or goals set by their supervisors. Only a small percentage of respondents felt that they encountered some difficulty. Although they encountered difficulty, it does not mean that they did not know those goals or objectives. The following question clarified this situation. Of the respondents who did not encounter any difficulty in knowing the goals and objectives, 92% in response to question 38 said they have complete knowledge of organizational goals. Only 4% knew them in large part and 4% knew them moderately. Thus it shows that although some of the respondents encountered some difficulty in knowing the objectives and goals, yet they seem to be knowledgeable of those goals. None of the respondents opted for the fourth or fifth alternatives which stand for little knowledge or

no knowledge. Thus, the data support a part of our proposition regarding the knowledge of goals by organizational personnel. Now we have to see the process of their planning and organization of work.

Planning and Organization of Work

For empirical verification of individual participation in the process of planning, and mutual consultation with their counterparts in other departments as well as their clientele, the respondents were asked a set of questions. Questions 17-26 of the questionnaire at Appendix B are directed toward the verification of their involvement in the process of planning. The mean and standard deviation of their cumulative group responses can be seen in the following tables:

Table 12
 Consultation in the Process of Planning
 GMB Area

IBM Col. No.	Group 1		Group 2		Group 3		Group 4	
	M	S. D.	M	S. D.	M	S. D.	M	S. D.
18	0.20	0.41	0.12	0.33	0.00	0.00	0.08	0.27
19	0.53	0.51	0.59	0.49	0.75	0.44	0.60	0.50
20	0.26	0.45	0.15	0.36	0.15	0.36	0.32	0.47
21	0.73	0.45	0.59	0.49	0.35	0.48	0.16	0.37
22	0.46	0.51	0.09	0.29	0.00	0.00	0.00	0.00
23	0.53	0.51	0.25	0.43	0.30	0.47	0.16	0.37
24	0.73	0.45	0.46	0.50	0.20	0.41	0.56	0.50
25	0.46	0.51	0.34	0.48	0.10	0.30	0.36	0.48
26	0.53	0.51	0.31	0.47	0.15	0.36	0.44	0.50
27	1.00	0.00	0.50	0.50	0.55	0.51	0.64	0.48
28	0.53	0.51	0.37	0.49	0.15	0.36	0.40	0.50
29	0.80	0.41	0.40	0.49	0.55	0.51	0.60	0.50
30	0.73	0.45	0.31	0.47	0.20	0.41	0.44	0.50
31	0.40	0.50	0.28	0.45	0.00	0.00	0.28	0.45
32	0.60	0.50	0.25	0.43	0.20	0.41	0.40	0.50

N. B. Group 1 denotes GMB Project Directorate;
 Group 2 stands for Tando Mohammad Khan;
 Group 3 for Sujawal; and Group 4 for Thatta.

Table 13

Consultation in the Process of Planning
Guddu Project Area

IBM Col. No.	Group 1		Group 2		Group 3	
	Mean	S. D.	Mean	S. D.	Mean	S. D.
18	0.00	0.00	0.00	0.00	0.03	0.17
19	0.33	0.49	0.68	0.47	0.37	0.49
20	0.58	0.51	0.20	0.40	0.21	0.42
21	0.58	0.51	0.24	0.43	0.50	0.50
22	0.41	0.51	0.20	0.40	0.18	0.39
23	0.16	0.38	0.36	0.48	0.15	0.36
24	0.50	0.52	0.20	0.40	0.21	0.42
25	0.25	0.45	0.12	0.33	0.21	0.42
26	0.50	0.52	0.20	0.40	0.21	0.42
27	0.91	0.28	0.64	0.48	0.75	0.43
28	0.33	0.49	0.24	0.43	0.56	0.50
29	0.91	0.28	0.56	0.50	0.71	0.45
30	0.41	0.51	0.32	0.47	0.37	0.49
31	0.25	0.45	0.08	0.27	0.34	0.48
32	0.33	0.49	0.28	0.45	0.34	0.48

N. B. Group 1 is Guddu Barrage Project Directorate;
Group 2 is Jacobabad; and Group 3 is Ghotki.

In order to comprehend the degree of involvement of the organizational personnel in the process of planning, the following table has been designed to show the mean of various group means in both the Project Areas of the Corporation:

Table 14

Project-wise Distribution of Means and Standard Deviations

IBM Col. No.	GMB Project Area		Guddu Project Area	
	Mean of Group Means	Mean of Group S. D.	Mean of Group Means	Mean of Group S. D.
18	0.10	0.25	0.01	0.05
19	0.62*	0.48	0.46	0.48
20	0.22	0.41	0.33	0.44
21	0.46	0.45	0.44	0.48
22	0.13	0.20	0.26	0.43
23	0.31	0.44	0.22	0.37
24	0.49	0.46	0.30	0.41
25	0.31	0.44	0.19	0.40
26	0.36	0.46	0.30	0.45
27	0.67*	0.37	0.77*	0.39
28	0.36	0.46	0.38	0.47
29	0.59*	0.48	0.72*	0.41
30	0.42	0.46	0.36	0.49
31	0.28	0.35	0.22	0.40
32	0.36	0.46	0.31	0.47

*Shows that mean of group means is higher than the individual variable mean, i. e., 0.50. Individual variable mean of all the above variables is 0.50.

From the above table we can see that the level of consultation with subordinates in both the Project Areas is low, while there seems to be a high degree of consultation with supervisors in GMB Area and a moderate degree in Guddu Project Area. Those who did not consult either their subordinates or supervisors were asked whether they organized the work according to the problem and need of each moment, or received detailed instructions from superior offices. The data show that there is a lesser degree of organization of work according to the problem and need of each moment than of receiving instructions from superior offices. The mean value for receiving instructions from the superior offices comes to 0.46 and 0.44 in GMB and Guddu Project Area respectively (Col. 21).

The respondents were also asked whether they consulted personnel of other departments or their clientele (farmers). Where consultation with other departments is involved, the mean value of GMB is 0.13 and that of Guddu 0.26 which indicates a low level of interaction with other departments. Similarly there is a low level of interaction with their clientele, where the mean value of GMB is 0.31 and that of Guddu is 0.22. There seems to be a low level of interaction with other departments and a comparatively high level of interaction with farmers in GMB Area, while the position of Guddu seems to be

quite opposite.

Although there is a low level of interaction or consultation with other departments in the preparation of work plans, yet we have to see the nature of the departments consulted; those which are frequently consulted and those which are not frequently consulted. The mean value of non-frequently consulted departments comes to 0.31 and 0.19 in GMB and Guddu Area respectively. On the other hand, the mean value of frequently consulted departments is 0.36 and 0.30 in GMB and Guddu Project Areas. The departments which have most often been consulted are Agriculture, Irrigation, Colonization, and Revenue. Those which have not been frequently consulted are: Cooperative, Forestry, Fisheries, Buildings and Roads, Drainage, Agricultural Machinery Organization, and Agricultural Supplies.

Although the level of interdepartmental consultation with regard to planning of work is low, yet the respondents realized that their work is related to the goals or work plans of other agencies. The mean value of responses in both the Project Areas seems to be fairly high, 0.67 in GMB and 0.77 in Guddu Project Area. Most of the respondents said that their work plans are related with the goals or work plans of frequently consulted groups of departments, such as Agriculture, Irrigation, Colonization, and Revenue. The low degree of consultation

with non-frequently consulted departments can be seen from columns 28 and 29 of Table 14.

When asked about consultation with personnel of other agencies, the mean value of the responses in GMB and Guddu Project Areas comes to 0.42 and 0.36 respectively (Col. 30). The mean value of those from frequently consulted groups of departments seems to be comparatively higher than those of non-frequently consulted groups of departments.

In order to establish a relationship between an individual's work plan or goals with those of the goals of other agencies and mutual interaction with the personnel of other agencies, correlations between variables 27 and 22, 27 and 30, and 22 and 30 has been computed which can be seen in the following correlation matrix:

Table 15
Perceived Relationship With Goals and Work Plans of
Other Agencies and Interaction With Their Personnel

Group Number	27 & 22	27 & 30	22 & 30	Level of Significance at .01 Level
1	0.00*	0.00*	0.56	0.60
2	-0.11	0.54**	-0.22	0.41
3	0.00*	0.45	0.00*	0.53
4	0.00*	0.50**	0.00*	0.48

Group Number	27 & 22	27 & 30	22 & 30	Level of Significance at .01 Level
5	0.25	0.25	0.66**	0.66
6	0.17	0.16	0.51**	0.48
7	0.28	0.30	0.45**	0.41

*Coefficient is not computed because of a zero divisor.

**Indicates positive correlation significant at .01 level.

From a perusal of the above table, we can see that either there is an inverse relationship or insignificant positive relationship between variables 27 and 22. This indicates that individuals who perceived that their work plans have a relationship with those of other agencies did not consult the personnel of other departments with the proportionate degree of their perception. Thus, perceptual relationship seems to be high, while actual interaction seems to be low. On the contrary, with the exception of Group 1, there seems to be positive correlation between variables 27 and 30 in all the other groups. There seems to be significant positive correlation of these variables in groups 2 and 4. We can see that the degree of perceptual relationship with the goals or work plans of other agencies is proportionately related to the degree of consultation

by the personnel of other agencies in only two groups, while in the other groups there seems to be some relationship but not significant enough to be accounted for.

Now we have to see mutual interdepartmental consultation by asking the respondents whether they consulted the personnel of other departments. Variables 22 and 30 are meant for ascertaining the degree of mutual consultation. Their correlation has been computed in Table 15. From this table, it will be observed that there is a significant positive correlation between these variables in groups 5, 6, and 7. The correlation between these variables in group 1 is close to the level of significance, which could be considered as significant positive correlation. There is an inverse relationship in group 2, while the correlations in groups 3 and 4 have not been computed because of a zero divisor. These correlations suggest that there is a high degree of mutual consultation in Guddu Project Area as compared to Ghulam Mohammad Barrage Project Area. In addition to interdepartmental mutual consultation on the preparation of work plans, we now have to see the degree of cooperation which the respondents received from their counterparts in other departments.

Interdepartmental Cooperation

In order to ascertain the degree of cooperation sought by the respondents from their counterparts in other departments, the following question was asked:

How would you describe the cooperation received from other agencies? (Question 33, Appendix B)

- 0) No cooperation received
- 1) Not satisfactory
- 2) Partially satisfactory
- 3) Satisfactory

The mean value of each group has been computed as follows:

Table 16
Cooperation Received From Other Project Departments

Group Number	Mean	Standard Deviation
1	2.87	0.35
2	1.34	1.33
3	1.25	1.25
4	1.80	1.32
5	2.00	1.28
6	1.36	1.35
7	1.62	1.16

From the above table it will be observed that the mean value of cooperation received by the respondents in both the Project Directorates, i. e., Groups 1 and 5, ranges between 2.00 and 2.87, which is the range of partially satisfactory and satisfactory. The standard deviation from the mean value in Guddu Project Directorate seems to be high, which is due to the fact that 25% of the respondents either did not need to seek the cooperation of other agencies, or if needed, did not get the cooperation. At the sub-divisional level, the mean value of cooperation ranges from 1.25 to 1.80 with a considerable amount of deviation. This deviation has been caused by the responses of those respondents who either did not need the cooperation of other agencies, or if needed, could not get it. The following table shows the percentage of those who either did not receive cooperation, or if received, the nature of such cooperation.

Table 17

Percentage of Respondents Who Either Did Not
Receive or Received Cooperation

Response Category	Group						
	1	2	3	4	5	6	7
No cooperation	-	47	40	32	25	44	28
Not satisf.	-	-	20	-	-	8	6
Par. satisf.	17	25	15	20	25	16	41
Satisfactory	83	28	25	48	50	32	25

Now we have to ascertain those departments which rendered cooperation to each other. The following table shows individual departments which sought the cooperation of other departments in GMB Project Area:

Table 18
Departments Rendered Cooperation in GMB Area

Department Which Sought Cooperation	Departments Which Rendered Cooperation									
	1	2	3	4	5	6	7	8	9	10
1. Agriculture	-	-	S	S	-	-	-	-	-	S
2. AMO	S	-	-	-	-	-	-	-	-	S
3. Ag. Supp.	S	-	-	-	-	-	-	-	-	S
4. Irrigation	S	S	-	-	S	-	-	-	-	S
5. B & R	S	-	-	S	-	-	-	S	-	S
6. Cooperatives	-	-	N	-	-	-	-	-	-	S
7. Fisheries	-	-	-	S	-	-	-	-	-	-
8. Forestry	-	-	-	S	-	-	-	-	-	S
9. A. Husb.	-	-	-	-	-	-	-	-	-	-
10. Revenue	S	-	-	S	-	-	-	S	-	-

Abbreviations: "AMO" stands for Agricultural Machinery Organization; "Ag. Suppl." Agricultural Supplies Organization; "B&R" Buildings and Roads; "A. Husb." Animal Husbandry; "S" Satisfactory; "N" Not Satisfactory.

Table 19

Departments Rendered Cooperation in Guddu Project Area

Departments Which Sought Cooperation	Departments Which Rendered Cooperation									
	1	2	3	4	5	6	7	8	9	10
1. Agriculture	-	S	S	S	-	-	-	-	-	S
2. AMO	-	-	-	S	-	S	-	-	-	S
3. Ag. Supp.	-	-	-	-	-	-	-	-	-	-
4. Irrigation	-	-	-	-	-	-	-	-	-	S
5. B & R	S	-	-	S	-	-	-	S	-	S
6. Cooperatives	S	-	-	-	-	-	-	-	-	-
7. Fisheries	-	-	-	-	-	-	-	-	-	-
8. Forest	-	-	-	PS	PS	-	-	-	-	PS
9. A. Husb.	S	-	-	-	S	-	-	-	-	-
10. Revenue	S	S	-	S	S	-	-	-	-	-

Abbreviation: "PS" stands for Partially Satisfactory.

From the preceding tables, we can see that in GMB Project Area, Cooperative Department rated the cooperation of Agricultural Supplies Organization as non-satisfactory. In Guddu Project Area, Forest Department received cooperation from Irrigation, Buildings and Roads, and Revenue which has been rated partially satisfactory. The cooperation sought and received by other departments has been rated as satisfactory.

This lack of cooperation perhaps stems from the overlapping functional jurisdiction discussed in Chapter IV. In GMB Project Area, Revenue Department's cooperation can be ranked high. The two which rank next to the Revenue Department are Agriculture and Irrigation. Similarly, Revenue and Irrigation stand high in Guddu Project Area, while Agriculture stands next. Taking into consideration the sample as a whole, we can say that the cooperation sought and received by various departments in both the Project Areas seems to be satisfactory, which is an essential element in the accomplishment of organizational goals. The next question concerns how the individuals organized their work. Did they organize the work by themselves or in consultation with their supervisors or by following established rules? These questions will be answered in the following discussion.

Organization of Work

Question 29 of the questionnaire in Appendix B was meant for the verification of the question of who is responsible for the organization of work. Mean and standard deviations of their group responses are as follows:

Table 20

Group-wise Distribution of Means and Standard Deviations
for Organization of Work

Group Number	Column 35		Column 36		Column 37	
	Mean	S. D.	Mean	S. D.	Mean	S. D.
1	0.33	0.49	0.33	0.49	0.40	0.51
2	0.22	0.42	0.78	0.42	0.25	0.44
3	0.35	0.49	0.65	0.49	0.10	0.31
4	0.48	0.51	0.40	0.50	0.08	0.28
5	0.67	0.49	0.33	0.49	0.33	0.49
6	0.44	0.51	0.40	0.50	0.36	0.49
7	0.47	0.50	0.47	0.50	0.37	0.49

From the above table we can see that the mean value of Group 5 for their responsibility to organize the work themselves is higher than other groups, particularly Group 1, GMB Project Directorate. Variations in other groups at the sub-divisional level can be accepted, but variations between the two Directorates are incomprehensible. This indicates either lack of initiative on the part of the supervisory staff in GMB Project Directorate, or strict control exercised by the Project Director or the ADC headquarters.

Under column 36, organization of work in consultation with supervisors, we find great variations. The mean values range from 0.33 to 0.78. Here we find similarities in the responses of both the Project Directorates, where the mean value of both is 0.33. The mean value of Groups 2 and 3 are exceptionally high, 0.78 and 0.65 respectively, which means that most of the work in these sub-divisions is organized in consultation with supervisors.

From the distribution of various group means under column 37, we can see that the mean value of Group 1 is higher than the other groups. This means that in Group 1 the respondents have to follow established rules to organize their work. The mean value of Group 5 is 0.33 which seems to be closer to the group mean of Group 1. The means of various groups range between 0.08 and 0.40, which indicates lesser adherence to the established rules as compared to the organization of work by the respondents themselves or in consultation with their supervisors.

Obstacles to Goal Accomplishment

Another set of questions dealt with those obstacles which hindered the accomplishment of goals. For this purpose, the respondents were asked whether they encountered any problems

in the development of their programs, and if so, what were those problems? Questions 37-39 of the questionnaire in Appendix B are aimed at verifying this proposition. The group distribution of means and standard deviations are as follows:

Table 21
Problems Hindering Accomplishment of Goals

Group No.	Mean/Standard Deviations of Columns 45-51						
	45	46	47	48	49	50	51
1	0.80	0.33	0.13	0.06	0.40	0.33	0.13
	0.41	0.49	0.35	0.26	0.50	0.49	0.35
2	0.12	0.03	0.06	0.06	0.00	0.09	0.00
	0.34	0.18	0.24	0.24	0.00	0.29	0.00
3	0.30	0.05	0.05	0.25	0.05	0.25	0.00
	0.47	0.22	0.22	0.44	0.22	0.44	0.00
4	0.32	0.04	0.04	0.08	0.16	0.28	0.16
	0.48	0.20	0.20	0.28	0.37	0.45	0.37
5	0.58	0.00	0.00	0.08	0.50	0.50	0.17
	0.51	0.00	0.00	0.29	0.52	0.52	0.39
6	0.40	0.00	0.04	0.16	0.20	0.32	0.08
	0.50	0.00	0.20	0.37	0.41	0.48	0.28
7	0.31	0.09	0.00	0.06	0.16	0.25	0.09
	0.47	0.29	0.00	0.24	0.37	0.44	0.30

The data presented in column 45 of the preceding table indicates that the mean value of Groups 1 and 5 is higher than other

groups. This means that a high percentage of respondents in these groups were confronted with developmental problems, while the percentage of such respondents in other groups is considerably lower. Those who were confronted with developmental problems were asked to identify the problems. On the basis of cumulative responses, the problems were divided into four categories for which separate columns were provided because of their exclusive nature. Those problems are: development of lands; supply of water; plantation; and other. Columns 46-49 represent those problems respectively.

It will be observed that the mean value of Group 1 under column 46 is higher than the other groups. This means that as compared with other groups, respondents in Group 1 were confronted with the problem of development of lands. In other groups the percentage of such respondents who were confronted with similar problems is considerably lower. Similarly, the percentage of those respondents who attributed their developmental problems to the supply of water is also very low, because the mean value of all these groups ranges from 0.04 to 0.13, while the actual mean value is 0.50. The mean value of various groups under column 48 ranges between 0.06 and 0.16 with the exception of Group 3, where the mean value is 0.25. Under other developmental problems (column 49), we

can see that the mean value of Group 1 is 0.40 (close to the real mean), and that of Group 5, is 0.50. The mean value of other groups ranges between 0.05 and 0.20. This shows that besides the specific problems of development of lands, supply of water, and plantation, there were some other problems which hindered the pace of development. However, we have noticed that only respondents at the Project Directorates are conscious of such problems, while those at the sub-divisional level do most of the routine work.

When the respondents were asked to specify the reasons for lack of development, most of the respondents attributed this to lack of material resources. The mean value of their responses about lack of material resources can be seen under column 50. The mean value of Group 5, which is 0.50, is higher than other groups. In other groups the mean value's range is 0.09 to 0.33. The mean value of those responses which concentrate on lack of human resources can be seen under column 51. With the exception of Groups 2 and 3, the mean value of other groups ranges between 0.08 and 0.17. Thus, whatever the developmental problems are, most of them are attributed to lack of material resources.

Analysis

We have noticed that at every level goals are determined by the supervisors and are then communicated to their subordinates. There seems to be no communication gap in understanding those goals. As stated earlier, 92% of the respondents had complete knowledge of organizational goals, whereas 4% knew them in large part and 4% knew them moderately. None of the respondents had a negative response. Can it be said then that all of the respondents had a fairly high degree of understanding of organizational goals? Empirically, the data affirms our proposition. But if we analyze the nature of the question meant for the verification of degree of knowledge, we may say that the question is such that the personal ego of the individual is involved. Therefore, none of the respondents could say that they have either little knowledge or no knowledge of the organizational goals. This problem perhaps could have been overcome by asking open-ended questions, which were avoided for the sake of convenience and economy. We have to content ourselves with remarks about determination and knowledge of goals rather than the level of understanding those goals. By doing so we can gain some measure of reliance and confidence in our findings as supporting our proposition.

After determination of goals, the next step is how to

achieve those goals. For the achievement of determined goals, there is a need for proper planning according to which the work is organized and carried out. Planning could either be an individual's effort or group effort which requires consultation with either those within the organization or out of the organization, i. e., clientele. Our findings indicate that usually the subordinates consult their supervisors rather than supervisors consulting their subordinates. McLarney has classified supervisors into two categories; one category of supervisors consists of those whom he calls field supervisors, and another category consists of those whom he calls middle managers. Middle managers or intermediate level supervisors tell their field supervisors what they want to accomplish and provide them necessary counselling for the accomplishment of these objectives. On the other hand field level supervisors have to spend a larger proportion of their time in directing and controlling, while the intermediate level supervisors concentrate on planning, organizing, integrating, and coordinating the activities of their field supervisors.⁵ In the Project Areas we have noted that the field workers usually consult their field supervisors, who, in turn, consult their supervisors at the sub-divisional level.

⁵William J. McLarney, Management Training-Cases and Principles (Illinois: Richard D. Irwin, Inc., 1967), p. 6.

Thus, the sub-divisional level supervisors have to do more planning, guiding, and counselling. Our data show a similar upward trend of consultation with supervisors.

Plans of some of the agencies within the Project Areas, not necessarily all of them, are interrelated with each other's goals and objectives. Therefore, mutual consultation among the personnel of those agencies whose plans are interrelated is necessary for the accomplishment of overall objectives of the organization. Although the respondents from various agencies said that their plans are related with the goals and objectives of other organizations, yet the degree of mutual consultation is proportionately fairly low. We found only significant positive correlations between the perceived relationship of work plans of one agency with the goals and objectives of another agency; i. e., the relationship of Groups 2 and 4, which are sub-divisions of Tando Mohammad Khan and Thatta. Had there been no such positive significant relations in these two sub-divisions, we could have attributed the inverse correlations or insignificant correlations to structural differentiation, but the positive correlations in the two sub-divisions makes the rest of the results quite incomprehensible. We do not find any logical consistency by having such results. We may say that mutual consultation is dependent on interpersonal

social relationships among the personnel of various agencies. Wherever such relationship exists, we can conceive of a high degree of mutual consultation in the process of planning.

So far as the consultation of clientele in the process of planning is concerned, the mean values of the responses in both the Project Areas are 0.31 and 0.22 (Ghulam Mohammad Barrage and Guddu Barrage respectively). Although the mean values do not give us the actual dispersion of values, we can assess the degree of consultation in both the Project Areas. From the distribution of group mean values (see Tables 12 and 13), we find that the mean value of certain groups is higher as compared with other groups. Particularly, in GMB and Guddu Project Directorate, the group mean values are 0.53 and 0.16 respectively. This variation is due to the fact that GMB's lands were distributed among the new settlers who were confronted with numerous problems. Therefore, the planners had to do more consultation with their clientele in this area as compared to Guddu Project Area. Whatever the degree of variation may be, still we can see some degree of consultation with farmers on whose efforts and cooperation the success of the Projects depends. It is not necessary that every respondent has to consult the farmers. It depends on the nature of their work. For example, the respondents from the departments of

Forestry and Fisheries do not necessarily have to consult the farmers, because their plans may not have any effects on the productive efforts of the farmers.

Besides interdepartmental mutual consultation on work plans, there is need for additional mutual interdepartmental cooperation. The efforts of the Agriculture, Forestry, or Fisheries Departments may not be productive without the cooperation of Irrigation, or those of Irrigation without the cooperation of Drainage or Buildings and Roads. The findings show either partially satisfactory or satisfactory cooperation among various departments within the Project Areas. Those departments which are closely interrelated or interconnected in their productive efforts are Agriculture, Irrigation, Colonization and Revenue, Agricultural Supplies, Agricultural Machinery Organization, and Cooperatives. Their mutual cooperation with the exception of Agricultural Supplies, Agricultural Machinery Organization, and Cooperatives, have been quite satisfactory (see Tables 17, 18, and 19). In GMB Area, the Agriculture Department either did not seek or did not receive any cooperation from Agricultural Machinery Organization, while in Guddu Project Area, AMO rendered satisfactory cooperation. Similarly, Agricultural Supplies Organization neither sought nor received cooperation from Cooperatives or

vice versa. Their cooperation with each other is crucial for the accomplishment of productive goals and objectives.

After planning comes the actual stage of implementation or execution of the plans. The individuals within the organization have to organize their work according to their work plans. This organization of work is done either individually or with the help of the supervisors. The mean value of those who are themselves responsible for the organization of work ranges between 0.22 and 0.67 (see Table 20, column 35). The highest mean value is that of Guddu Project Directorate, while the lowest mean value is that of Tando Mohammad Khan subdivision. This variation of high and low is quite comprehensible, but there seems to be no reason for such a big variation in the mean values of GMB and Guddu Project Directorates. As stated earlier, this could be due to the control exercised by the Project Director or the ADC headquarters. The level of organization of work by the respondents themselves in Guddu Project Area is higher than in GMB Project Area. In GMB Project Area the mean value of those who organized the work with their supervisors ranges between 0.33 and 0.78, while in Guddu Project Area it ranges between 0.33 and 0.47 (column 36 of Table 20). There seems to be an inverse relationship between variables 35 and 36; 36 and 37; and 35 and 37 as can be seen

from the following correlation table:

Table 22
Correlation Between Responsibility for Organization of Work
by the Respondents Themselves or with Their
Supervisors or Following Established Rules

Group Number	Correlation Between 35 & 36	Correlation Between 35 & 37	Correlation Between 36 & 37
1	-0.50	-0.57	-0.28
2	-1.00	-0.30	-0.30
3	-1.00	-0.24	-0.24
4	-0.78	-0.28	-0.24
5	-0.25	-0.25	-0.12
6	-0.72	-0.49	0.06
7	-0.25	-0.21	-0.21

It appears that like the process of planning, the whole responsibility for the organization of work rests with the supervisors rather than the individuals themselves. This shows either functional control exercised by the supervisors or the abdication of responsibility by those respondents who organized the work with their supervisors. This could possibly hinder the accomplishment of organizational goals. We will deal with

functional control separately in the following chapter. Now we have to see what were the problems with which the respondents were confronted in the accomplishment of their goals and objectives.

As stated earlier, the respondents were confronted with a set of problems classified as (1) development of lands; (2) supply of water; (3) plantation; and (4) other. The problems which have been categorized as "other" are: extension of credit facilities, recovery of malkana (cost of land to be recovered from new settlers), construction of buildings and roads, organization of marketing committees and cooperative societies, etc. The mean value of responses for these problems can be seen under columns 46-49 of Table 21. From the distribution of mean values in Table 21, it will be observed that the mean value of development of lands (column 46) and water supply (column 47) in GMB Area is higher than in Guddu Project Area, where the mean values are so low as to be negligible. The mean values for plantation (column 48) range from 0.06 to 0.16, except in Group 3 where the mean value is 0.25. Problems which have been classified as "other" are the highest in their mean value (see column 49). The development of such programs is due to a lack of material resources (column 50), rather than human resources (column 51). Thus all these problems are due

to a lack of material resources rather than lack of knowledge of goals, or lack of participation in the process of planning and organization of work, or mutual interdepartmental cooperation.

Conclusion

We stated earlier that the organizational personnel must have knowledge of organizational goals through their active participation in the process of planning and organization of work which facilitates the accomplishment of organizational goals. Thus, our proposition had three components: knowledge of organizational goals, participation in planning and organization of work, and accomplishment of organizational goals. These components have been operationally verified and the findings have been discussed in the body of this chapter.

So far as empirical verification of knowledge of goals is concerned, there is a high degree of understanding of organizational goals. It has been found that the goals are determined by the supervisors at every level. Goals determined by the ADC headquarters at Lahore or the Project Committee are communicated to the Project Director of each Project. The Project Director has to ensure the accomplishment of those goals through the cooperation of heads of various agencies at the Project Directorate. Heads of various agencies of the departments

similarly set goals for their sub-divisional officers who in turn set goals for their field supervisors. There had been no such problems in understanding the goals of the organization.

For the accomplishment of goals set by the supervisors, works have been planned and organized mostly in consultation with supervisors. Wherever plans were related with the goals of other agencies, there has been mutual consultation on the preparation of work plans. Most of the respondents who sought the cooperation of their counterparts in other agencies have received cooperation which has been rated as satisfactory. There have been some instances of either partial or unsatisfactory cooperation, but their score seems to be quite insignificant. Through mutual consultation and collaboration with their supervisors, subordinates have worked out their plans and organized their work which has definitely contributed to the knowledge of goals. The findings support the first two components of our proposition.

Where the question of accomplishment of goals is concerned, there have been some problems. These problems do not stem from lack of knowledge of organizational goals, or participation in the process of planning and organization of work, but mostly from a lack of material resources. Not only public but also private organizations are confronted with

similar set of problems which stem from this lack of material resources. Thus, accomplishment of organizational goals is not necessarily dependent on the knowledge of goals by the organizational personnel.

CHAPTER VI
FUNCTIONAL AND FINANCIAL CONTROL

Introduction

In the preceding chapter we have discussed the development of knowledge of goals through participatory planning, organization of work, and mutual interdepartmental cooperation. We found that the respondents have developed knowledge of goals through their participation in the process of planning and organization of work with their superiors. Planning and organization of work is done mostly in consultation with the superiors, and very rarely with the subordinates. In the preceding chapter we have also recognized the role of intermediate supervisors or middle managers in the development of plans to be carried out by the field supervisors and their subordinates.

While plans have to be drawn by the supervisors, they have to be executed by the subordinates who organize the work themselves. Organization of work should be the sole responsibility of the subordinates who have to execute their work according to the prevailing circumstances and conditions. This situation does not exist in the Project Areas. As mentioned earlier, this could either be due to the rigid control exercised by the supervisors or the lack of initiative and abdication of

responsibility by the field staff. There seems to be too much dependence of the field staff on their supervisors, which does not seem to be a healthy sign for productive purposes. The control exercised by the supervisors in organizing their work can be called "functional control."

In order to be functionally effective, there has to be available a certain amount of funds needed for the execution of specified works. Funds commensurate with the estimated cost of work have to be placed at the disposal of those responsible for supervising those works. Piecemeal release of funds or other technical issues connected with the release of funds (like revised administrative approval) could seriously affect the execution of the plan which may eventually hinder the accomplishment of the organizational goals. Thus, there has to be delegation of financial authority to those supervising the execution of works.

Keeping in view the aforementioned assumptions, we developed our proposition covering both functional and financial authority. The specific proposition toward which this inquiry is directed, can be seen in the first chapter (see proposition 4). Specific components of the proposition and the questions related to their empirical verification can be seen in Tables 1 and 2 of Chapter II.

Another proposition which is connected with functional control is the flow of communication and feedback mechanism. Since the supervisors have to determine the goals and lay out the plans for their subordinates, they have to inform their subordinates what their goals are and how to accomplish those goals. Subordinates, in turn, have to inform their superiors about the progress of work and the problems hindering the completion of works. Supervisors, in light of the reports received from their subordinates, have to issue instructions on how to achieve their objectives. In order to ascertain the flow of communication between supervisors and subordinates, a proposition was developed which can be seen in Chapter I (see proposition 5). Various components of this proposition and set of questions related to their empirical verification can be seen in Tables 1 and 2 of Chapter II. With this brief background leading toward the development of such propositions, we now have to present our findings in the following pages of this chapter.

Findings

In the preceding chapter, we have already presented some of our findings related to dispersion of functional authority. We found that at every level, i. e., Project Directorate as well

as sub-divisional level, goals are determined by the supervisors. Work plans for the accomplishment of those goals are prepared with mutual collaboration of supervisors and subordinates. Besides the work plans, the organization of work is also done through mutual consultation. IBM columns 18, 19, 34, 35, 36, and 37 (see Appendix B) represent determination of goals, planning, and organization of work. Although their distribution of means and values have been reported in the preceding chapter, yet, for the sake of convenience, they are presented again in the following table.

Functional Authority

IBM column 52 represents various alternative responses regarding functional authority, ranging from no authority to enough authority (see Appendix B). The group distribution of means and standard deviations can be seen in the following table against IBM column 52. It will be observed that the mean values fall within the range of 2.47 and 2.92 which indicates that the functional authority ranges between "sometimes not enough" and "enough." This shows that the respondents believe that they have enough functional authority. Besides functional authority, we now have to see to what extent there is functional autonomy of the respondents.

Table 23
 Group Distribution of Means and Standard Deviations
 of Functional and Financial Control and
 Expeditious Decision Making

IBM Col. No.	1	2	3	4	5	6	7
18	0.20 0.41	0.12 0.34	0.00 0.00	0.08 0.27	0.00 0.00	0.00 0.00	0.03 0.18
19	0.53 0.52	0.59 0.50	0.75 0.44	0.60 0.50	0.33 0.49	0.68 0.48	0.37 0.49
34	1.73 0.46	1.69 0.69	1.65 0.74	1.52 0.82	1.67 0.65	1.96 0.20	1.94 0.35
35	0.33 0.49	0.22 0.42	0.35 0.49	0.48 0.51	0.67 0.49	0.44 0.51	0.47 0.51
36	0.33 0.49	0.78 0.42	0.65 0.49	0.40 0.50	0.33 0.49	0.40 0.50	0.47 0.51
37	0.40 0.51	0.25 0.44	0.10 0.31	0.08 0.28	0.33 0.49	0.36 0.49	0.37 0.49
52	2.80 0.56	2.81 0.47	2.50 0.76	2.76 0.66	2.67 0.49	2.92 0.28	2.47 0.91
53	2.27 1.28	0.81 1.28	0.45 1.10	0.76 1.27	2.50 0.52	0.16 0.62	0.31 0.89
54	2.67 0.72	2.69 0.82	2.45 0.82	2.60 0.76	2.67 0.49	2.88 0.60	2.91 0.30
55	0.53 0.74	0.59 0.66	0.70 0.73	0.64 0.81	0.58 0.51	0.64 0.70	0.22 0.42
56	0.07 0.26	0.06 0.24	0.00 0.00	0.16 0.37	0.25 0.45	0.16 0.37	0.19 0.40

IBM Col. No.	1	2	3	4	5	6	7
57	0.13 0.35	0.06 0.24	0.15 0.37	0.04 0.20	0.25 0.45	0.08 0.27	0.03 0.18
58	0.40 0.51	0.34 0.48	0.50 0.51	0.32 0.48	0.08 0.29	0.36 0.49	0.09 0.30
59	0.67 0.49	0.06 0.24	0.20 0.41	0.44 0.51	0.33 0.49	0.08 0.28	0.22 0.42

Functional Autonomy

The respondents were asked whether they had any functional autonomy in the execution of their works (see question 42 and IBM column 54 of Appendix B). The findings reported against IBM column 54 in Table 23 indicates that the mean value of functional autonomy in various groups ranges from 2.45 to 2.91. The overall population mean is 2.69 which indicates maximum degree of functional autonomy. Besides dispersion of functional authority, we have also to see the degree of financial control exercised by the respondents.

Financial Control

The respondents were also asked whether they had enough control over the finances of the organization to carry on their responsibilities (see question 41, IBM column 53 of Appendix B). The choice of responses ranged from "no control" to "enough control." From the distribution of mean values and standard deviations in Table 23 against IBM column 53, it will be observed that the mean value of responses in only two groups, i. e., Groups 1 and 5, are considerably high as compared to other groups. Since Groups 1 and 5 are the two Project Directorates, we can say that the respondents in both the Project Directorates felt they had enough financial control. At the sub-divisional level, the mean values are considerably lower, which shows that only few people at supervisory level felt they had financial control, while the field level supervisors and field workers did not have any financial control. At the sub-divisional level, the distribution of mean values are skewed, because on the one hand sub-divisional officers holding supervisory positions had either "sometime not enough control" or "enough control;" on the other hand field supervisors and field workers had no control at all. Thus financial control is either exercised by the heads of departments at the Project Directorates or the sub-divisional supervisors delegated with financial

powers. Now let us see if functional authority, functional autonomy, and financial control are proportionately related to each other. For this purpose, the following table is designed to show the correlations between these variables:

Table 24
Correlation Between Functional Authority,
Functional Autonomy and Financial Control

Group No.	52 & 53	52 & 54	53 & 54	Level of Significance at .01 Level ¹
1	0.68*	0.17	0.80*	.60
2	-0.27	0.26	0.00	.41
3	0.09	0.87*	-0.06	.53
4	-0.02	0.62*	0.06	.48
5	0.71*	0.25	0.35	.66
6	-0.64	0.69*	-0.95	.48
7	0.09	0.28	0.11	.41

N.B. * indicates significant correlation.

¹Taro Yamane, Statistics. An Introductory Analysis (New York: Harper & Row Publishers, second edition, 1967), p. 890.

Functional Authority, Autonomy, and Financial Control

From the above table, it will be observed that there is significant positive correlation between functional authority and financial control (52 and 53) in Groups 1 and 5 (GMB Project Directorate and Guddu Project Directorate). In Groups 2, 4, and 6, there is inverse relationship; while in Groups 3 and 7, there is insignificant positive correlation. Thus, financial control is restricted only to those who are heads of the departments at the Project Directorate. It seems that the middle managers or intermediary supervisors as well as their field supervisors do not have control over the finances of the organization.

So far as functional authority and functional autonomy are concerned (52 and 54), there seems to be significant positive correlation in Groups 3, 4, and 6. Although the correlation in other groups is positive, yet it does not seem to be significant. Functional authority and autonomy are interrelated phenomena, but out of seven groups we found only significant positive correlation in three. Where the relationship between financial control and functional autonomy is concerned (53 and 54), there seems to be positive (significant) correlation in Group 1 (GMB Project Directorate). Although there is positive correlation in Group 5 (Guddu Project

Directorate), yet the correlation does not seem to be significant.

Expeditious Decision Making

We have operationalized the first component of our proposition regarding functional and financial autonomy and control. Now we have to see what are those factors which hinder the accomplishment of determined goals. We have noticed that there is enough functional authority delegated to the personnel at various levels, but no financial control to those who are at intermediary positions or field level supervisors. Thus, dispersion of functional authority is commensurate with the individual's responsibility.

The respondents were asked questions 43, 44, and 45 of the questionnaire at Appendix B in regard to the conflicting goals or opposed pressures in their work. The means and standard deviations of their cumulative group responses can be seen in Table 24 against IBM columns 55-59. In response to question 43, 52% of the respondents did not find any conflicting goals or opposed pressures in their work; 34% reported "sometimes" and 14% "frequently." Those who reported conflicting goals or opposed pressures in their work were asked the sources of those conflicts or opposed pressures (see question 44, IBM columns 56, 57, 58). Of them 56% reported that farmers have

been the source of opposed pressures; 23% reported superior personnel of their respective agencies; and the rest personnel of other agencies.

In order to overcome such situations, the respondents were asked whether they can seek the help of supervisors outside their own agencies (see question 45, IBM column 59), and if so, whether they can consult them directly or through the supervisors of their respective agencies. Of the respondents 76% reported that they have to consult supervisors of other agencies through their own supervisors. Only 24% of the respondents said that they can consult the supervisors of other agencies directly. Seeking the help of supervisors from other agencies on problems of conflicting goals either with farmers or personnel of other agencies restricts their freedom of action as well as decision making. They cannot make certain decisions without the approval of their supervisors. We will elaborate these issues at an appropriate place in the following pages of this chapter. Now we have to present our findings about our next proposition connected with functional autonomy, i. e., flow of communication and feedback mechanism.

Communication

As stated earlier, supervisors determine the goals to be

accomplished by their subordinates, who have to plan and organize their work either in collaboration with their supervisors or by themselves. Supervisors have to ensure the accomplishment of goals and for that reason they have to be furnished the progress reports from time to time. Subordinates, in turn, have to execute the work and inform their supervisors about their accomplishments. Reports submitted to the supervisors and the comments received by the subordinates on their submitted reports is called flow of communication and feedback. The subordinates report their problems to supervisors who accordingly advise them on how to accomplish the goals.

The respondents were asked questions 46 and 47 of the questionnaire at Appendix B. Of them 99% said that they sent written progress reports to their supervisors. They were asked about the frequency of sending their reports (see question 34, IBM column 42 of the questionnaire at Appendix B). Of the respondents 92% reported to have sent monthly reports, while the other 3% sent quarterly and annual reports. Means and standard deviations of their cumulative group responses can be seen against IBM column 42 of the following table. Their means range from 1.76 to 2.08. There are slight deviations which are due to either weekly or annual reports.

Table 25

Group-wise Distribution of Means and Standard Deviations
of Flow of Communication and Feedback

IBM Col. No.	1	2	3	4	5	6	7
42	2.00 0.00	1.75 0.57	2.05 0.22	1.76 0.60	2.08 0.29	2.00 0.00	2.00 0.00
43	0.93 0.26	0.56 0.50	0.75 0.44	0.60 0.50	0.67 0.49	0.56 0.51	0.72 0.46
65	1.47 0.83	0.44 0.72	0.40 0.68	0.40 0.76	0.75 0.87	0.44 0.77	0.25 0.62
44	0.67 0.49	0.69 0.47	0.75 0.44	0.72 0.46	0.67 0.49	0.68 0.48	0.59 0.50
66	0.93 0.26	0.91 0.30	1.00 0.00	0.96 0.20	0.91 0.29	0.76 0.43	0.56 0.50
67	0.27 0.46	0.22 0.42	0.05 0.22	0.12 0.33	0.58 0.51	0.08 0.28	0.28 0.46
68	0.40 0.63	0.47 0.51	0.15 0.37	0.12 0.33	0.58 0.51	0.08 0.28	0.25 0.44
69	0.47 0.83	0.69 0.86	0.20 0.52	0.20 0.58	1.17 1.03	0.16 0.55	0.47 0.84

The respondents were also asked if they related their achievements with goals (see question 35, IBM column 43 of the questionnaire at Appendix B). Of them 63% reported to have related their achievements with goals; 37% simply reported the

activities. Distribution of their cumulative group means and standard deviations can be seen against IBM column 43 of Table 25. It will be observed that the mean values fall within the range of 0.56 and 0.93. Overall population mean is 0.64.

Besides submission of progress reports regarding the achievement of determined goals, the respondents were asked whether they were consulted on policy changes of their respective agencies (question 48, IBM column 65 of the questionnaire at Appendix B). Of them 65% reported that they have not been consulted on policy changes; 17% were consulted sometimes; and 18% frequently. From the distribution of their means and standard deviations against IBM column 65 of Table 25, it will be observed that the group means fall within the range of 0.25 and 1.47 (the lowest in Group 7 and the highest in Group 1). There are significant deviations from the means which are apparently due to non-consultation. Now we have to see if there is any feedback mechanism for the reassessment of organizational goals.

Feedback and Reassessment of Organizational Goals

We have found that there is frequency in sending monthly progress reports. It was found that 63% of the respondents related their achievements with goals. In the accomplishment

of these goals, whatever the problems they are confronted with, these are reported to their supervisors. The supervisors issue necessary instructions and guide them on how to achieve these goals. In order to verify whether they received such instructions or comments from their supervisors, question 36 of the questionnaire (Appendix B) was asked of the respondents.

According to their responses, 69% of them received comments, while 31% did not receive comments. The percentage of those who received comments is considerably high. Their cumulative group means and standard deviations can be seen against IBM column 44 in Table 25. The group means fall within the range of 0.59 and 0.75. The overall population mean is 0.68.

Now we have to see whether the respondents have been informed about the final policy change decisions. The respondents were asked question 49 (IBM column 66) of the questionnaire at Appendix B. Of them 84% reported they were informed about the final decisions. Only 16% said that they were not informed or did not apply at all. From the distribution of group mean values against IBM column 66 in Table 25, it will be observed that the mean values fall within the range of 0.56 and 1.00.

Reassessment of Organizational Goals

After presenting our findings about the flow of communication and feedback, now we have to see whether the organizational goals remained the same or underwent some changes. If changes took place, then what is the direction for the execution of work? Did it undergo changes and, if so, what was the nature of change? For this purpose questions 50, 51, and 52 (see questionnaire at Appendix B) were asked.

In response to question 50, 87% of the respondents reported that the goals of their agency did not change. Only 13% reported change in the goals of their respective agencies. The distribution of group means and standard deviations can be seen against IBM column 67 of Table 25. Similarly, in response to question 51, the same percentage of respondents did not report change in the direction for the execution of their work. Thus, the percentage of those who did not witness any change either in the goals of their respective agencies, or the direction of their work is substantially large. On the contrary, the percentage of those who reported change in the goals and direction of execution of their work is considerably low. This small percentage of respondents who witnessed change in the direction of their work were further asked to indicate whether they were given detailed directions from time to time or given

general directions with the discretion of deciding the details themselves (question 52, IBM column 69 of the questionnaire at Appendix B). Eight percent of the respondents reported to have been given general directions with the discretion of working out details themselves. Only 4% of the respondents reported to have received more detailed directions. Mean and standard deviations of their cumulative group responses can be seen against IBM column 69 of Table 25. Since the distribution is skewed, the distribution of their group mean and standard deviation does not serve our purpose.

We have presented our findings in respect to each individual variable, i. e., flow of communication, feedback, reassessment of organizational goals. Now we have to find out whether there is any correlation between flow of communication and feedback (IBM column 42 and 44, 65 and 66) or change in the organizational goals and the direction for the execution of work (IBM column 67 and 68, 67 and 69, 68 and 69). The following table is designed to show correlations between these variables.

Table 26

Correlation Between Flow of Communication and Feedback,
Changes in the Organizational Goals and Direction of Work

Group No.	42 & 43	42 & 44	43 & 44	65 & 66	67 & 68	67 & 69	68 & 69	Signi- ficance Level .01
1	0.00**	0.00**	-0.19	0.49	0.59	0.21	0.57	.60
2	0.39	0.30	0.22	0.20	0.56*	0.55*	0.86*	.41
3	0.13	0.13	-0.33	0.00**	0.54*	0.81*	0.93*	.53
4	0.50*	0.50*	0.40	0.11	1.00*	0.96*	0.96*	.48
5	0.21	0.21	0.62	0.27	1.00*	1.00*	1.00*	.66
6	0.00**	0.00**	0.43	0.33	0.46	0.46	1.00*	.48
7	0.00**	0.00**	0.33	-0.29	0.92*	0.90*	0.98*	.41

N. B. *indicates significant positive correlation at .01 level.
**indicates coefficient not computed because of a zero
divisor.

From the above table, we can see that there is no significant correlation between frequency of sending progress reports (IBM column 42) and relating achievements with goals (IBM column 43). Only in Group 4 do we find significant positive correlation, which is due to the fact that most of the respondents sent monthly progress reports relating their achievements with organizational goals. In other groups we

do not find any significant correlation, which is probably due to lack of proportion in frequency of sending reports and receiving comments. Correlations in Groups 1, 6, and 7 have not been computed because of a zero divisor. Thus, there seems to be no significant correlation between frequency of sending reports and receiving comments (42 and 44).

In order to verify the relationship between such reports where the achievements have been related with goals and corresponding flow of comments from the supervisors, correlation between 43 and 44 was computed and can be seen in Table 26. It will be observed that there is either an inverse relationship (Groups 1 and 3) or insignificant positive correlation. The correlations in Groups 5 and 6, although they fall short of significance level, yet seem to be considerably high and close to the level of significance.

So far as changes in policy making and flow of information (IBM columns 65 and 66) are concerned, there seems to be insignificant positive correlation in Groups 1, 2, 4, 5, and 6. There is inverse relationship in Group 7, while the correlation in Group 3 has not been computed because of a zero divisor. We have already mentioned in the preceding pages of this chapter that a very small percentage of the population has been consulted on policy changes, while a large percentage

of the population has been informed about those policy changes. Thus, we cannot expect a significant positive correlation in each group.

As mentioned earlier, the respondents were asked if they noticed any changes in the goals of their respective agencies, and if so, whether the direction for the execution of their work has changed (see IBM columns 67 and 68). In the preceding pages of this chapter, we reported the percentage of those respondents who did not notice any change either in their organizational goals or the direction for the execution of their work (87%). Here we found significant positive correlation in five groups (Groups 2, 3, 4, 5, and 7), while in Groups 1 and 6 the correlation, while falling short of the level of significance, yet seems to be close to that level. It appears that changes in the direction for the execution of work are proportionately related to changes in the organizational goals. Similarly, we found significant correlations between changes in the organizational goals and the nature of changes in the direction of work (see correlations between 67 and 69 in Table 26). We also found significant correlations between changes in the direction of work and the nature of changes in the direction of work (see correlations between 68 and 69 in Table 26). Thus, changes in organizational goals are

proportionately related to changes in the nature of the direction of work.

Analysis

We have presented our findings in the preceding pages of this chapter. Now we have to analyze each component of the proposition in light of those findings. It will be recalled that this chapter was devoted to the empirical verification of two propositions: one with regard to dispersion of functional and financial authority and expeditious decision making; and another about the flow of communication and feedback mechanism through which the reassessment of organizational goals is made. First of all, we will take up each individual component of the first proposition with regard to dispersion of functional and financial authority.

Where the question of functional authority and autonomy is concerned, we found that there is a higher degree of functional authority and autonomy reported by the respondents at various levels in the Project Directorates. We have mentioned earlier that there is a high degree of mutual consultation in planning and organization of work at various levels of the Project Directorates. If we leave the planning to the supervisors and organization of work to the individuals within

the organization, then we can conceive some degree of functional authority and autonomy. But there seems to be lack of consistency in the responses.

Functional authority and autonomy are issues where the socio-psychological perceptions of the individuals are involved. One can seldom find respondents who will frankly say that they have no functional authority or autonomy. This is largely because of personal ego of the individuals. By frankly admitting lack of functional authority and autonomy, they probably think that they may hurt their prestige, which is usually associated with authority. Therefore, whatever responses we have reported about the functional authority and functional autonomy of the respondents might give a distorted impression to our readers. Because of this, we have to discuss the functional authority and autonomy from a psychological perspective, for which we have no empirical evidence.

Delegation of functional authority and exercise of functional autonomy depend on the quality of supervisors and the capabilities of the subordinates. Some supervisors are afraid to delegate authority, because by so doing they might lose control over their subordinates; or the subordinates may misuse their authority and become disrespectful to their superiors. This could be one reason for lack of delegation of

functional authority. Another aspect of supervisor's authority could be what McLarney describes as "control." According to him: "controlling involves the checking of performance against standards or goals to find out what people are doing and comparing it to what they should be doing. It is a type of inspection activity. A superior must know how well his subordinates are performing. He must find out whether the job is being done in the desired manner, whether men are putting out work of a satisfactory quality and in a satisfactory quantity."² Since the goals are determined by the supervisors at various levels of the Project Directorates, they have to ensure the accomplishment of those goals through personal supervision and control, whether that is functional or financial.

Where the question of financial control is concerned, finances are controlled by the heads of the respective departments at the Project Directorate and the sub-divisional officers. Those who control the finances are called "drawing and disbursing officers." Whenever the budgeted amount is sanctioned by the competent authorities of the Corporation, that amount is placed at the disposal of the respective heads

²William J. McLarney, Management Training - Cases and Principles (Illinois: Richard D. Irwin Inc., Homewood, 1964), p. 15.


of the departments with an authorization to spend within specified limits, beyond which they have to get the approval of the heads of departments, Project Director, or Project Committee. Sub-divisional officers also exercise their financial control within certain specified limits, beyond which they have to seek the approval of competent authorities.

In our proposition the first component was dispersion of functional and financial authority and the second component was expeditious decision making. Since the supervisors exercise both functional as well as financial control, every decision has to be made by the supervisor. Even in routine matters, where consultation of supervisors of other agencies is required, they have to seek the approval of their own supervisors. This of course affects the expeditious process of decision making. Perhaps, this power of decision making is restricted to the heads of departments at the Project Directorate, and the sub-divisional supervisors. A sub-divisional supervisor can consult his counterparts in other departments on the problems of mutual interest, while subordinates have to seek the help and guidance of their supervisors at the sub-divisional level.

Our findings indicate that there is both functional authority and autonomy; but as explained earlier, this is not the case. Although the findings support a component of our

proposition, yet there have been certain other factors left unexplored. Those factors, as explained earlier, are connected with certain socio-psychological aspects of the population. Where the second component of our proposition is involved, we can say that most of the decisions are made by the supervisors at the sub-divisional level or Project Directorate level. This is perhaps due to what is traditionally called as "span of control." Span of control in the Project Areas is limited to a manageable extent, and therefore, there is a limited dispersion of functional and financial authority.

After analyzing the proposition with regard to dispersion of functional and financial authority and expeditious decision making, we now have to analyze the second proposition with regard to flow of communication, feedback, and reassessment of organizational goals. According to our respondents, there seems to be a higher degree of flow of communication with regard to the accomplishment of organizational goals. This communication or flow of information is between subordinates and supervisors. Subordinates report the progress of their work to their supervisors; but feedback falls short in proportion. In fact this kind of communication is in large part formalistic, but we do not have any standards through which we can measure this degree of formalism. Statistical figures



reported by Irrigation Department about the total irrigated areas have been found quite different from those reported by Agriculture Department about the total cultivated area. This discrepancy in reporting the total irrigated area and total cultivated area is just an example to illustrate how the reports are formalistic. Such reports are considered as a routine activity rather than as a serious means for the reassessment of organizational goals. Comments received from superiors are not in proportion to the frequency of sending reports. Most of the time these reports are simply meant to inform the supervisors and are either kept in files or sent onward to the appropriate offices.

There seems to be less informal contact s and flow of information between superiors and subordinates. Citing the case of India, Dube has noticed that: "Directives are more from the higher to the lower units in the hierarchy, but the flow of information in the reverse direction is not equally well provided for. Within the bureaucracy, status structure is a strong barrier to the flow of information from the lower to the higher levels. Many officials on the upper echelons do not have sufficient tolerance for suggestions coming from

those down below."³ Since India and Pakistan have a common heritage of bureaucratic status structure, the same pattern could also be found in Pakistan. Our findings in the previous chapters partially testify to this fact. There has been less consultation with subordinates in the process of planning or organization of work. Subordinates have to look upward to their supervisors for guidance and instructions, while the supervisors count less on their subordinates for their suggestions.

The formalistic communication system in the Project Areas of Agricultural Development Corporation (as elsewhere in other public agencies) provide a feedback mechanism which in no case conforms to the real situations. The majority of our respondents reportedly have not noticed any changes either in their organizational goals or the direction for the execution of their works. This means that there have been no changes either in their organizational goals or the direction for the execution of their works. Now should we attribute this lack of change in the organizational goals or direction of work to formalistic or defective communication system? Perhaps a

³S. C. Dube, "Communication, Innovation, and Planned Change in India," in Daniel Lerner & Wilbur Schramm's (eds.), Communication and Change in the Developing Countries (Honolulu: East-West Center Press, Honolulu, 1969), p. 136.

defective communication system could be one of the reasons. There may be some other unexplored factors which could hinder the process of change or reassessment of organizational goals. We could partly attribute this lack of change to the quality of personnel, particularly those holding supervisory positions. Their background variables perhaps influence their perception for change. Since we will deal with this subject in the following chapter, we will avoid their detailed discussion here.

Conclusion

We have covered the aspects of planning and organization of work by the respondents. It was found that both planning and organization of work is done in consultation with supervisors. We conceived that the middle managers or intermediary supervisors have to play their role in planning, while the field supervisors and staff have to organize their work by themselves according to the local situations. Our findings indicated that the supervisors have not only to plan but also get their subordinates' work organized. This brought us to the issue of dispersion of functional and financial authority which is usually called delegation of authority.

In this chapter we have been dealing with the empirical

verification of various components of two propositions regarding dispersion of authority and expeditious decision making and flow of communication and reassessment of organizational goals. We have verified each individual component and reported our findings under the appropriate sections of this chapter. Dispersion of authority has been divided into two categories: (1) functional authority and autonomy; (2) financial authority or control. If we take the responses of the population simply on their face value, then we can say that there is a high degree of functional authority and autonomy. But if we take into consideration socio-psychological perspectives and consistency of responses with those of planning and organization of work, then this question of functional authority and autonomy remains an unexplored issue for further verification. Where the question of financial authority or control is concerned, the findings indicate that only the heads of various departments at the Project Directorates can exercise financial control, although to some extent the sub-divisional supervisors are delegated with financial powers.

Although the respondents reported to have enough functional authority and autonomy, yet there seems to be a lack of expeditious decision making. Minor issues are reported to the supervisors for final approval. Supervisors of other

agencies cannot be consulted directly without the approval of their own supervisors. Apparently there seems to be no relationship between functional authority and autonomy, and expeditious decision making. Perhaps the latter component nullifies the first component. There is also the possibility that the respondents may have enough functional authority, but they may not like to take the risk of making decisions which may bring down the wrath of their supervisors. Whether there is functional authority or not, the fact is decisions are still made by the supervisors, which could cause delay in the effective implementation of the programs and policies.

We have noticed that the flow of communication in terms of sending progress reports, relating achievements with goals, is considerably high; but there seems to be a lesser proportion of feedback in terms of receiving comments. If we accept the responses of our respondents about the high flow of communication, then we have to expect certain changes in the goals and direction of their work. Very few respondents reported to have noticed change either in goals or direction of their work. Either this is due to a defective communication system as reported earlier; or lack of interest on the part of those holding supervisory positions; or there may not be any need for changing the goals or direction of work.

In sum the findings partially support the components of our propositions, particularly with regard to functional authority and flow of communication; but on the other hand, other components of our propositions still remain unconfirmed. Even those components which are supported by our empirical findings cannot be accepted as such. While functional authority has to be looked from socio-psychological perspective, communication flow has to be viewed from the perspective of the social stratification and hierarchical structure of the bureaucratic set up. Since both these aspects were beyond the scope of this study, our propositions still remain unconfirmed.

CHAPTER VII
PERSONNEL MANAGEMENT

Introduction

Administrative organizations are created to transform the inputs of the administrative system into administrative outputs. This conversion of inputs into outputs not only depends on the administrative structures, but also on the human aspects of administration. Both aspects are mutually interdependent and reinforce each other in terms of accomplishing organizational goals. Organizational demands remain unfulfilled when the human aspect is not considered. Perhaps this is the reason that Pfiffner and Presthus argue for seeking an " . . . equilibrium between organizational demands and individual self realization."¹ Personnel have their personal goals and objectives which they seek to accomplish through their association with the organization.

The realization of an individual's personal goals and objectives through his association with any organization creates a sense of personal satisfaction and reinforces his productive

¹John M. Pfiffner and Robert Presthus, Public Administration (5th ed.; New York: The Ronald Press Co., 1967), p. 253.

efforts for the accomplishment of organizational goals. There are numerous factors which contribute to personal satisfaction, including advancement in salary, status, and prestige. McLarney states, "They desire the money or the status or the challenge or the achievement that comes with advancement. Advancement is one of the incentives that drives them to put out extra effort, and they expect the advancement as recognition and reward for their efforts."² Thus, the whole process of management revolves around the human element which Clapp describes, saying ". . . Management . . . begins and ends with human beings."³

The human aspect of administration has been dealt with by administration specialists under the title of personnel management or personnel administration. Personnel management has best been described by Reeves when he says, "The purpose of personnel management in any agency, governmental or private, is to secure, develop, and retain employees who are qualified to achieve standards of competence as high as available human resources will permit."⁴ This is explained to

²William J. McLarney, Management Training - Causes and Principles (Fourth ed.; Illinois: Richard D. Irwin Inc., Homewood, 1964), p. 372.

³Quoted by Robert S. Avery, Experiment in Management (Knoxville: The University of Tennessee Press, 1954), p. 2.

⁴Floyd W. Reeves, "Civil Services as Usual," Public Administration Review, IV, No. 4 (Autumn 1944), 327.

mean such things as job classification, recruitment, selection, status change, employee training, etc. Pigors and Meyers take a similar position but in a different way. According to them, "Personnel administration is a method of developing the potentialities of employees so that they will get maximum satisfaction out of their work and give their best efforts to the organization."⁵ Both these aspects can be considered as an integral part of personnel administration and cannot be dealt with separately. While Reeves emphasizes the technical aspect, Pigors and Meyers support the human aspect. Appley seems to subscribe to the integration of both human and technical aspects. According to him, "Management is personnel administration,"⁶ and, therefore, they cannot be separated from each other. The underlying purpose of this chapter is to focus on certain techniques of personnel management and certain human aspects of personnel administration in the Project Areas of the Agricultural Development Corporation.

Our inquiry in this chapter will be specifically directed toward the empirical verification of the following research propositions:

⁵Paul Pigors and Charles A. Meyers, Personnel Administration (First ed.; New York: McGraw Hill Book Company, Inc., 1947), p. 12.

⁶Quoted by Pigors and Meyers, *Ibid.*, p. 6.

1. The greater the satisfaction of organizational personnel, the more productive they will be in accomplishing organizational goals.
2. The greater the decentralization of functional and financial authority, the lesser will be tensions between specialists and generalists.
3. Deputationists from other departments tend to owe loyalties to their parent departments.

So far as the theoretical context of the first proposition is concerned, it has been briefly described earlier. It is necessary to look at the structural aspects of the proposition. It will be observed that the proposition is composed of two components, i. e., personal satisfaction and stimulation for accomplishing organizational goals. For the verification of each component, the respondents were asked a set of questions. Questions 1 to 6, 10, 11, and 13 to 16 of the questionnaire at Appendix B indicate personal satisfaction, while questions 53, 54, and 55 are indicators of stimulation to accomplish organizational goals.

The theoretical foundations of the second proposition can be found in the literature of public administration. There are numerous scholars who have dealt with tensions between

specialists and generalists.⁷ Among those whom we can specifically rely on are Pfiffner and Presthus. They identify the specific nature of this proposition when they say, ". . . specialists tend to resent their dependence upon administrators for the authorization and resources required to carry out their own work."⁸ This provided a perspective for studying the relationship between specialists and generalists in the Project Areas of Agricultural Development Corporation.

Specialists within the organization tend to demand more functional and financial authority and autonomy from, and less control by, generalists. On the other hand, generalists tend to assert their authority by exercising more and more functional and financial control. The criteria for distinguishing a specialist from a generalist used were: academic qualification, professional training, and experience. Taking into consideration those criteria, the respondents were asked questions about their academic and professional background to

⁷Among others, see Robert Presthus, "Authority in Organizations," in S. Mailick & E. Van Ness, Concepts and Issues in Public Administration (Englewood Cliffs, N. J.: Princeton Hall Inc., 1962); Robert Peabody, Organizational Authority (New York: Atherton Press, 1964); Robert Golembewski, "Authority as a Problem in Overlays," Administrative Science Quarterly (June, 1964), pp. 23-49.

⁸John M. Pfiffner and Robert Presthus, loc. cit., p. 137.

determine whether they fall in the category of specialists or generalists. Another set of questions was asked concerning their functional and financial authority and autonomy. Questions 10, 11, and 12 of the questionnaire at Appendix B were intended to ascertain their positions as specialists or generalists. Regarding their functional and financial authority and autonomy, they were asked questions 40, 41, 42, and 47 of the questionnaire at Appendix B.

We did not originally intend to consider the role of the deputationists from other government departments. During the course of our survey, it was found that most of the employees were working in their respective government departments in the Project Areas. With the declaration of Project Areas and assignment to the Agricultural Development Corporation, the services of these personnel were transferred to the Corporation. Such personnel working for government departments prior to the declaration of the Project Areas, and temporarily retained by the Corporation for the conduct of business, are called deputationists. Their parent departments kept their lien so that they could be recalled whenever their services were needed. In order to verify their loyalty to their parent departments the respondents were asked questions 7, 8, and 9 which deal with their background in other departments and their status

within the present organization. For the verification of their loyalties to parent departments, they were asked question 46, whether they would prefer a promotion in their parent department or the agency in which they are presently working.

Preference for promotion in their parent department was intended to show their loyalty to their parent organization.

Having described each proposition and its components, we will now present our findings in the following pages of this chapter.

Findings

The first two propositions regarding personal satisfaction as a stimulus for accomplishing organizational goals, and the effectiveness of the organization on the basis of harmonious relationship between specialists and generalists, could not be confirmed due to lack of data. The data which partially supports these propositions, has, however, been presented in Appendix F for the interest of our readers. So far as the third proposition is concerned, the data strongly supports the loyalty of the deputationists to their parent departments.

From a perusal of the table in Appendix F we find that 42% of the respondents were non-deputationists and 58% deputationists. A large percentage of non-deputationists belonged to the age group of 20-29. On the other hand, a large percentage

of deputationists were in the age groups of 30-39 and 40-49.

The attitude of deputationists toward their work seemed to be different from the non-deputationists. The non-deputationists reported their work as more interesting, while very few deputationists noticed any change in the direction of their work. This difference of attitude toward their work was probably due to their organizational commitments. Deputationists were committed to their parent departments and felt secure without putting any effort into the success of the Agricultural Development Corporation. In contrast, non-deputationists started their career in the Agricultural Development Corporation and felt committed to the success of the organization where their future prospects were involved.

So far as loyalty of deputationists to their parent departments is concerned, out of 58% deputationists, 47% preferred to be promoted in their parent departments. This indicates that a large percentage of deputationists owed loyalty to their parent departments rather than to the Agricultural Development Corporation. Similarly, out of 42% non-deputationists, 35% preferred to be promoted within the Agricultural Development Corporation, which is a clear indication of their loyalty to that organization. A small percentage of both deputationists as well as non-deputationists preferred to be promoted in some other

organization where they either have better conditions for professional work or they believe more in their goals. Since a larger percentage of the deputationists preferred to be promoted within their parent departments, our proposition seems to have been confirmed.

Analysis

Our findings show that a large percentage of respondents have received education, undergone professional training, and have gained experience, which qualifies them for the performance of their duties. They are provided with official accommodations at places where they perform their duties. Transport facilities (according to the standards of the developed countries) are limited, but there are other means of public as well as private transportation available. Those who travel for the performance of their official duties are paid a traveling allowance in the prescribed rates fixed by the Government.

The next question concerns rewards, either by promotion or increase in salaries. We did not make any provision for promotion in our survey. In fact we provided questions in our questionnaire to ascertain the salary scale of the incumbents both at the time of joining service as well as their salary at the time of interviews. We noticed that 65% of the respondents

remained in the salary scale ranging between 100 and 400. Only 35% have been receiving their salaries within the range of 500 and 1000 rupees. Although 35% have been receiving higher salaries, yet we are not sure whether they are satisfied or not. Similarly, we cannot say those who receive lower salaries are dissatisfied.

There could be other factors which contribute toward satisfaction besides increase in salaries and promotions. These could be the interpersonal relationship between superiors and subordinates where both superiors and subordinates work together in a team and the place where the individuals are stationed. Sometimes officials are transferred to other locations without their consent, which causes dislocation of their families. Sometimes individuals may accept temporary appointment in an organization simply as a stepping stone to another.

Bernard defines the limitations of an individual as the things that keep him from doing what he wants to do. According to him limitations fall into two groups. They are established by either (1) the biological capacities of the individual or (2) the physical factors. These limitations are directly related to one another.⁹ Perhaps this could be the reason that very few

⁹Chester Bernard, The Functions of the Executive (Harvard University Press, Cambridge, Mass., 1938 & 1956), pp. 23-37.

respondents seem to have reported their work as more interesting and efficient. Either it could be due to their biological capacity or the physical factors. Here the physical factors could be receiving supplies at the proper time, or getting funds on time, and so on. Therefore, personal satisfaction associated with stimulus to do certain things may not be the only factor leading toward the accomplishment of organizational goals. However, personal satisfaction and stimulus do have an effect on the working capacity of individuals and do stimulate their efforts for the accomplishment of determined goals.

The traditional theory subscribing toward a specialist and generalist relationship within organizations based on the delegation of functional and financial authority seems to have no empirical foundation as witnessed in the Project Areas. So far as delegation of functional authority and exercise of autonomy by the individuals is concerned, there seems to be enough authority and autonomy exercised by them. Financial control is of course limited to a few. But those who are specialists holding supervisory positions in their respective departments do have enough financial control, which does not constitute a basis of friction between specialists and generalists. But should we say the specialists accept the generalists' authority? We do not have any empirical evidence. In fact, a few specialists

resented the authority and control exercised by the generalist. This was revealed in private party meetings rather than in formal conversation.

We noticed that deputationists do have loyalty to their respective parent departments. This loyalty could have been transformed by the Agricultural Development Corporation, had they been given a deputation allowance which is usually given to the deputationists from one government department to another. Denial of a deputation allowance, combined with a limited span of control with the Project Director at the top, seems to be the main cause of their dislike for the organization.

Conclusion

The Agricultural Development Corporation, as stated in the earlier chapters, was created as a semi-government organization with the flexibility of hiring and firing its organizational personnel. Semi-government organizations usually offer better salaries and working conditions through which they attract young qualified people to develop their careers. The Agricultural Development Corporation, instead of following the traditions of other semi-government organizations, resorted to the prevalent norms of the government departments. The rules and regulations framed for the conduct of business of the

departments of the Provincial Government were extended to the Corporation. This perhaps became one of the important factors which hindered the recruitment of qualified and aggressive young men to join the organization.

The ordinance which gave birth to the Agricultural Development Corporation also specifically provided that the personnel working prior to the declaration of Project Areas for their respective government departments would not be dislocated, but rather would be absorbed in the organization. Such people we have referred to before as deputationists. Despite their qualifications, training, and experience, they did not seem to have proven their worth for this organization. In fact they brought the old values with them which were in no way development oriented. They took their work as a matter of routine rather than as a challenge. Most probably this was the reason that they did not report any change in direction for the execution of their work. Deputationists could have been replaced by the non-deputationists, but it would have created a problem for the Provincial Government to absorb such surplus people.

The problem of the relationship of specialists and generalists with regard to functional and financial control seems to have been resolved in the Project Areas. The Project Directors are generalists from the CSP cadre, whose major responsibility is

to coordinate the activities of various departments under the control of specialists and to resolve disputes which are of a political nature. Granted that specialists could be placed in the capacity of Project Directors, it would nevertheless create another set of problems. The authority and control of an agricultural specialist will be resented by an irrigation specialist, or those in other fields. For the sake of maintaining contacts with the public and satisfying their demands, as well as coordinating the activities of various specialists, leadership of a Project Area by a generalist is a sound decision.

CHAPTER VIII

CONCLUSION

Agricultural administration in Pakistan has been studied as an aspect of public administration concerned with promoting the country's socio-economic and political development. This study has reviewed agricultural programs and policies of the Government of Pakistan, appraised the special administrative structures set up to carry them out and evaluated the competence of personnel responsible for their execution.

In Pakistan, agricultural programs and policies could not be properly executed through the traditional administrative structures. Prompted by their failures to cope with the process of agricultural development, the military regime of Mohammad Ayooob Khan appointed a Food and Agriculture Commission in 1959 for a comprehensive study of the agricultural administration. The Commission submitted a detailed report to the President of Pakistan, which concluded that there was need for a corporate type of administrative structure, free from bureaucratic control and having flexibility and freedom in implementing agricultural programs and policies.

Precedent for this type of structure is found in several developed countries where public corporations were created,

in order to free administration from the rigid rules and regulations, and strict scrutiny by elected bodies, that plagued regular public agencies. Most pertinent to Pakistan was the model of the Tennessee Valley Authority in the United States. Just as TVA had to grapple with the socio-economic and political problems of a particular region, the West Pakistan Agricultural Development Corporation had to face a similar challenge in the development of its project areas. Unlike TVA, however, it was created exclusively by executive order (ordinance), without the approval of the elected assembly (TVA was established by Act of Congress, signed by the President in regular legislative procedure). At the time the West Pakistan Agricultural Development Corporation was created, there had been no elected assemblies and the country was ruled through ordinances promulgated either by the Provincial governors or the President of Pakistan. The members of the TVA Board of Directors were appointed by the U.S. President, subject to their confirmation by the American Senate. In the case of the West Pakistan Agricultural Development Corporation the executive had a free hand in appointing the chairmen and other member directors.

Actually it is difficult to see the justification for creating such an organization in Pakistan, since the executive already had full grip of the administrative machinery without any

constraints from elected assemblies. The existing administrative organizations could have been given more freedom and flexibility in coping with the agricultural problems simply by executive fiat. As it was, the existing administrative departments understandably felt rather alienated by the creation of the Agricultural Development Corporation. Even more strange was the fact that the Corporation, although created as a rival agency to the Provincial department of agriculture, was placed under the administrative control of that department. The management of the West Pakistan Agricultural Development Corporation had to refer policy matters to the government through the department of agriculture. Thus the Corporation lost autonomy, which was presumably one of the reasons for setting it up in the first place.

The Food and Agriculture Commission had recommended that the management of the Agricultural Development Corporation should be vested in a board of directors, and one of the directors with outstanding personality, prestige and authority, appointed as chief executive of the Corporation. By outstanding personality the Commission evidently referred to the person's professional calibre rather than his social and political standing. However, under the military regime military generals enjoyed higher status and prestige, and therefore, retired military

generals were successively appointed as chairmen. This turned the Corporation virtually into an employment agency for retired military officers. All the supervisory staff of the Supply Wing (district and divisional supply managers) were retired military officers, mainly persons with close links to the military generals in power.

In the declaration of Ghulam Mohammad and Guddu Barage as project areas of the Corporation, the decision of the Corporation was motivated by political considerations. The management of the Corporation had to please their military bosses in power. Large tracts of government lands in those areas were allotted to the military generals and other officers both from the military and civilian bureaucracy. Other people who got lands in these areas also seem to have been closely associated with the military or civilian bureaucracy. For the rapid development of these lands, the Corporation declared them as project areas. There had been some feelings of alienation among the local people who considered the allotment of lands to outside settlers a usurpation of their right. During the course of the author's visits to these areas, it was found that the local people had been protesting against such allotments and demanded their distribution among the local peasants.

This study has concentrated on two levels of the

Corporation's operations: the Board of Directors and the administration of two project areas, Ghulam Mohammad and Guddu Barrages. In the first level of analysis, our basic aim was to assess the competence, autonomy and control of the Board of Directors. In the second level of analysis we tried to test certain propositions with regard to structural differentiation and coordination, participatory planning and organization of work, interdepartmental cooperation, communication between the superiors and the subordinates, functional and financial control (which implies delegation of functional and financial authority to the subordinates), and the quality of personnel working in these areas.

It was found that the Board of Directors was a management body responsible for the execution of programs and policies already determined either by the provincial or central government. This was done in line with the centralized planning adopted by the government of Pakistan. All the development projects were sent to the provincial government and Planning Commission. After their approval and allocation of funds, the development schemes were put into implementation. Thus there seems to have been no such functional or financial autonomy as conceived by the Food and Agriculture Commission. This practice negated the underlying principles

of the corporate organization which required flexibility and freedom rather than rigid control exercised by the government. Our first proposition: "The greater the specialization and experience of members of the Board of Directors, the greater will be its autonomy from the Provincial government in terms of the formulation and execution of its plans and policies, and in terms of accomplishing organizational goals," remains unconfirmed.

In implementing policies and programs, there was a structural differentiation within the Ghulam Mohammad Barrage and Guddu Barrage Project Areas. Each administrative structure was assigned certain specific functions distinct from other departments or administrative structures. Activities were coordinated by a project director and wherever certain things were beyond his control, the Project Committee served as a coordinating committee and resolved such problems. Conflicts did arise at the sub-divisional and field level, but those conflicts were resolved at the project level. The findings tend to support our second research proposition: "The greater the structural differentiation within Project Areas, the greater the need for coordination." In those areas which were not included in the project areas of the Agricultural Development Corporation, there was virtually no coordination at the district level.

This experience suggests that a future administrative set up should have some sort of mechanism at the district level by which the activities of various administrative structures are coordinated and integrated.

To be effective, an administrative structure must be able to clearly communicate the organization's goals to its personnel. This requires that the personnel share in the process of planning and organization of work. In the project areas we noticed that a large number of the respondents reported they did have knowledge of the goals determined by their supervisors. They also reported that planning and organization of work was done in consultation with supervisors. They reported hindrances in the accomplishment of goals, but those were attributed to lack of material resources rather than lack of knowledge of organizational goals and their participation in planning and organization of work. There was a high degree of mutual interdepartmental consultation and cooperation which still seems to be a major shortcoming in the traditional administrative structures.

So far as the issue of delegation of functional and financial authority is concerned, a large percentage of the respondents reported they had enough functional authority. Financial authority on the other hand was restricted to those supervisors who were heads of the administrative departments at the project

director level. Although the respondents reported they had enough functional authority, we cannot simply rely on their responses. There could be some other psychological aspects which revolve around the personal ego of the individuals and can hardly be ascertained in a Pakistani social setting. The data tend to support our third and fourth research propositions enumerated in the first chapter.

There was a fairly high degree of formal communication between the superiors and the subordinates, but still there was need for the development of informal communication. This formalism in communication reflects the consciousness of rank and social standing of a person. Lower rank people could hardly interact with the higher rank people because of the social setting. This social distance between superiors and subordinates seems to be one of the heritages of the traditional societies. Despite the high degree of formal communication, there seemed to be no proportionate feedback from the superiors to the subordinates. Superiors should constantly guide and advise their subordinates rather than simply dumping their reports in the files. The data tends to support partially our fifth research proposition regarding communication and feedback mechanism.

Usually the employees of private organizations and semi-government agencies receive higher salaries than their

counterparts in public agencies. This is one of the incentives which attract young talent, but the Agricultural Development Corporation was barred from adopting such practices. It adopted the same salary scale for its employees as were prevalent in other public agencies. Discrimination in terms of facilities was also noticed in the project areas of the Corporation. Supervisory staff of Irrigation department enjoyed the facilities of well furnished accommodation while those of Agriculture, Cooperatives, Animal Husbandry, etc., could not even get accommodation, and even if they could succeed in getting it, that was found to be of inferior type. Official accommodation provided for the agricultural assistants who were holding bachelor and master's degrees was found deplorable.

Of those people who had been working in the project areas, a large percentage were deputationists from other departments. Such personnel who came from other departments brought with them old values and practices which were not in tune with the process of development. The management of the Corporation had no discretion in hiring such people, but under instructions from the government, they had to engage such people who owed their loyalties to parent departments rather than the Agricultural Development Corporation. Had the Corporation followed

a policy of gradual withdrawal and their substitution by young energetic employees, it would have overcome the old value pattern of the deputationist employees. Propositions six and seven regarding the stimulus for organizational personnel and the delegation of functional and financial authority could not be confirmed due to lack of data. The last proposition with regard to loyalty of deputationists to their parent organizations has been confirmed.

The accomplishments of the West Pakistan Agricultural Development Corporation must not be overshadowed by its drawbacks and weaknesses. It certainly accomplished a goal of establishing an effective supply line of fertilizers and seeds not only through its sale depots, but also bringing in private enterprise in this venture. Besides, it also succeeded in the development of those lands which were lying waste for a long time. Its Agricultural Machinery Organization effectively tackled the problem of mechanized farming, and the leveling of lands through bulldozers and tractors. Had it concentrated its efforts in some other areas of Pakistan, besides Ghulam Mohammad Barrage and Guddu Barrage which are affected by salinity, its efforts would have been rewarded with shining success.

We have stated earlier that the West Pakistan Agricultural Development Corporation was created through an ordinance

of the Provincial government without the approval of the provincial assembly. Therefore, its abolition also did not take any time. The secession of East Pakistan and its emergence as a separate country of Bangla Desh in 1971 had its repercussions in West Pakistan. The constituent provinces of NWFP, Punjab, Sind, and Baluchistan were given autonomy within the federation of Pakistan. The West Pakistan Agricultural Development Corporation which was created on an all Pakistan basis was abolished by the new regime under the presidency of Mr. Zulfikar Ali Bhutto. The abolition of the West Pakistan Agricultural Development Corporation was the result, not of assessing its effectiveness or ineffectiveness, but of political considerations in meeting demands for provincial autonomy.

APPENDICES

APPENDIX A

PRE-TEST QUESTIONNAIRE

I. Background

1. Age
- 1) 20-29
 - 2) 30-39
 - 3) 40-49
 - 4) 50-59
 - 5) 60-69
 - 6) 70 or over
 - 7) N. A.
2. Are you single, married, divorced or widowed?
- 1) Single
 - 2) Married
 - 3) Divorced
 - 4) Widowed
 - 5) Married (separated)
 - 6) N. A.
3. How many children do you have?
- 1) None
 - 2) 1-2
 - 3) 3-4
 - 4) 5-6
 - 5) 7 or more
 - 6) N. A.
4. Occupational career: (full time job or paid position you have held)

	<u>Position title</u>	<u>Organization/ employer</u>	<u>Year</u>	<u>Salary P. M.</u>
1.	_____	_____	_____	_____
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____

5. What kind of training course or program have you participated in?

	<u>Course/ Program</u>	<u>Training Organization</u>	<u>Length of training</u>	<u>Year</u>
1.	_____	_____	_____	_____
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____

6. Education: (indicate your highest degree and which university (ies) did you attend)

- | | |
|----------------------|--------------------------|
| 1. B.S. /B. A. _____ | 2. M.S. /M. A. _____ |
| 3. Ph. D. _____ | 4. Other (specify) _____ |

7. Area of specialization _____

8. Do you own or rent the house in which you are residing?

- | | |
|--------------------------|-----------------------|
| 1. Own the house | 2. Rent the house |
| 3. Live with parents | 4. Official residence |
| 5. Other (specify) _____ | |

9. Do you own a car? 1. Yes 2. No

10. Is there any official car assigned to you? 1. Yes 2. No

11. If yes, is (1) the car assigned to you exclusively or
 (2) shared with other officials

12. Have you been abroad? 1. Yes 2. No

13. If yes purpose of trip abroad:

1. Academic study
2. Training and observation
3. Official international meeting/or conference
4. Consultant in foreign country or international organization
5. Negotiator for Pakistan government
6. Others specify

II. Members of the Board, Regional/Project Directors

14. What would you say are the major emphases or the priorities in agricultural production laid down by the Agricultural Development Corporation?

15. What part did you or your office play in deciding on these emphases and priorities?

16. How have the emphases and priorities in agricultural production affected you and your office in terms of your relationship with top leaders?

17. How have the emphases and priorities in agricultural production affected you and your agency in terms of any changes in your organization?
 - a) Structure
 - b) Funding
 - c) Personnel
 - d) Workload
 - e) Relationship with other agencies
18. What part did you or your office play in initiating these changes?
19. What steps have you taken to carry out (implement) the changes you have mentioned?
20. What would you say 3 or 4 major administrative problems obstructing programs of agricultural development?

21. What would you suggest are the possible solutions to the administrative problems?

22. Who are the people/groups/or institutions in the best position to implement the solutions you gave?

III. Planning (for field staff)

23. Was there a work plan prepared for your activities?

(1) Yes

(2) No

24. Did you receive priority instructions concerning the subjects, crops, or problems you should attend?

(1) Yes

(2) No

25. How did you decide to plan your work? (check only the most frequent one).

1. In conference with your supervisor.

2. Received detailed instructions from the superior offices.

3. Organized the work weekly according to the problems and needs of each moment.

4. Other (specify) _____

5. Don't know.

31. If you did not consult with any or only some of the groups indicated in question 30, why not?

Groups

Farmers	Personnel of other agencies	Personnel superior own agency	Others
---------	-----------------------------	-------------------------------	--------

1. Plan did not interest the group
2. You prefer to plan alone
3. Hard to consult
4. Too much work
5. Your superior or agency regulations did not allow it
6. Received the plan in final form and could not change it
7. Useless
8. Other (specify)

32. Which agencies did you consult in relation to which program or activity?

Agencies _____

Program or activities _____

33. Did your work have any relation with the goals or work plans of other agencies?

(1) Yes

(2) No

A. With which agencies and what type of relations?

Agency

1. Have relation but you can work independently.

Agency

2. To organize your work you need to know the plan of the other agency. _____
3. You agreed to plan jointly. _____
4. Those agencies and your own work within a common place. _____
5. Don't know. _____
6. Other(s) (specify) _____
34. Were you consulted by personnel of other agencies on the preparation of their work plans?
- (1) Yes (2) No
35. Which agencies consulted you? _____
36. Who determined the goals you must attain? (Check the two most important.)
1. Yourself.
2. Director of the program on which you work.
3. Supervisor of your agency.
4. Supervisor of the region.
5. No goals were determined.
6. Other(s) (specify)

IV. Organization and Execution

37. Do you have difficulty in knowing the objectives or goals that your supervisors wish you to attain?
38. Which of the following alternatives represents better your knowledge of those objectives?
1. I know them completely 4. I know them very little
2. I know them in large part 5. I don't know
3. I know them moderately

39. Are you completely responsible for the organization of your work in your area; must you do it with your supervisor or are there established rules in how to do it?

1. You are the only one responsible.
2. You organize the work with your supervisor.
3. You follow established rules.

40. Do you think that some of the agricultural agencies have done the same work that your agency has been doing in your area?

- (1) Yes (2) No

(If "Yes," indicate which):

Agency _____

Activities _____

41. Do you think that some of the agricultural agencies engaged in activities that should have been done by your agency?

- (1) Yes (2) No

(If "Yes," indicate which):

Agency _____

Activities _____

42. Is there any committee that helps you with your work?

- (1) Yes (2) No

(If "Yes," indicate which):

Agency _____

Committee _____

43. Was there any report of the work of this (these) committee(s) prepared?

- (1) Yes (2) No

44. Does this (these) committee (s) participate in the work of other agencies?

- (1) Yes (2) No

(If "Yes," indicate which):

Agency _____

Committee _____

45. Was the cooperation of personnel of other agencies in the execution of any activity you carried out needed?

- (1) Yes (2) No

(If "Yes," answer question 45-A)

45-A. Did you obtain satisfactory cooperation? From which agencies? In which activities?

Agencies	Activities	Cooperation		
		Not satisfactory	Partially satisfactory	Satisfactory

V. Reports

46. Did you prepare progress reports about your work?

- (1) Yes (2) No

(If "Yes," follow to question 47; if "No," pass to question 50.)

47. Which type of reports? (check one)

- (1) Written (2) Verbal (3) Both

48. With which frequency did you prepare them? (check one)
1. Weekly
 2. Monthly
 3. Quarterly
 4. Bi-annually
 5. Annually
 6. Other (specify)
49. To whom did you send these reports? (check one or more)
1. Did not send
 2. Central office
 3. Supervisor
 4. Regional office
 5. Other(s) (specify)
50. Did you relate in your reports the work accomplished with the goals accomplished or simply reported the activities accomplished by you? (check one)
1. Did send the report
 2. Related achievement with goals
 3. Simply reported the activities
51. Did you receive written or verbal comments on the submitted reports? (check one)
1. Does not apply (did not send reports)
 2. Did not receive comments
 3. Received comments

VI. Evaluation of the Situation (by the respondent)

52. Which programs or activities under your charge had a less satisfactory development?

Program or activity _____

Why _____

53. Which limitations or which problems did you have in the developments of your programs or activity (ies)?
(check the two most important)
1. Lack of information
 2. Lack of personnel
 3. Lack of resources
 4. Lack of expert help
 5. Lack of superior's help
 6. Too much work
 7. Other priorities
 8. Other(s) (specify)
54. To whom do you have to answer for your work?
1. To your supervisor
 2. To the Project Director
 3. To the regional office
 4. Other(s) (specify)
55. Do you feel certain about the duties of your job? (check one)
1. Absolutely certain
 2. Certain enough
 3. Moderately certain
 4. Uncertain
 5. Absolutely uncertain
56. Do you consider that you have enough authority to carry on the assigned responsibilities? (check one)
- | | |
|-------------------------|----------------------|
| 1. Always enough | 2. In general enough |
| 3. Sometimes not enough | 4. Rarely enough |
| 5. Never enough | |
57. Do you consider you have enough control over the finances of the organization to carry on your responsibilities?
- | | |
|-------------------------|----------------------|
| 1. Always enough | 2. In general enough |
| 3. Sometimes not enough | 4. Rarely enough |
| 5. Never enough | |

58. Do you consider you have enough funds to carry on your activities?
1. Always enough
 2. In general enough
 3. Sometimes not enough
 4. Rarely enough
 5. Never enough
59. Do you consider that you have enough autonomy to facilitate the fulfillment of your duties?
1. Always enough
 2. In general enough
 3. Sometimes not enough
 4. Rarely enough
 5. Never enough
60. Do you consider that there are conflicting goals or opposed pressures in your work? (check one)
1. Very frequently
 2. Frequently
 3. Sometimes
 4. Rarely
 5. Never
- (If the answer is positive in one of the first four items, please answer question 61.)
61. What are the sources of these conflicts or opposed pressures? (check one or more)
1. Superior personnel of your agency
 2. Personnel of other agencies
 3. Farmers
 4. Other(s) (specify)
62. In general, when you have any difficulty in your work to whom do you go in the first place? (check one)
1. Your supervisor
 2. A colleague
 3. Head of your agency
 4. Personnel of the region
 5. Your area's authority
 6. Personnel of other agencies
 7. Your agency's specialists
 8. Specialists of other agencies
 9. Other(s) (specify)

63. Any time that you think it necessary can you consult or ask help directly to a specialist or any of your supervisors (other than your supervisor) or must you do it through your supervisor or with his permission? (check one)
1. Directly
 2. Through your supervisor
 3. Other(s) (specify)
64. In relation to your promotion, what would you prefer? (check one)
1. Be promoted within the agency where you presently work
 2. A superior position in parent agency
 3. A position in another agency with better conditions for professional work
 4. A position in another agency with goals in which you believe more
65. Imagine that you could choose between being promoted to supervisor or to specialist, which one would you choose?
- (1) Supervisor (2) Specialist
66. Are you consulted on policy changes of your agency? (check one)
- | | |
|--------------|-----------------------------------|
| 1. Always | 2. Frequently |
| 3. Sometimes | 4. Rarely |
| 5. Never | 6. Does not apply
(no changes) |
67. Were you informed about the final decision on these changes?
- (1) Yes (2) No
68. Are you consulted about new programs to be adopted by your agency? (check one)
- | | |
|--------------|---------------|
| 1. Always | 2. Frequently |
| 3. Sometimes | 4. Rarely |
| 5. Never | |

69. Were you informed about the final decision of these programs?

(1) Yes

(2) No

(If you have worked with ADC five years or more, answer questions 70, 71 and 72.)

70. Did you notice if the goals of your agency have changed? (check one)

1. More clear and detailed definition of the same objectives
2. More vague definition of goals and more similar to the definition of goals of other agencies
3. New goals adopted
4. No changes
5. Other(s) change(s) (specify)

71. Have the directions for the execution of your work been changed? (check one)

1. You are given more general directions and decide on the details
2. You are given more detailed directions
3. No changes
4. Other(s) change(s) (specify)

72. Do you consider that your work has become (check one in each group)

1. Easier
2. Harder
3. The same
4. Don't know

1. More interesting
2. Less interesting
3. The same
4. Don't know

1. More efficient
2. Less efficient
3. The same
4. Don't know

APPENDIX B

POST-TEST QUESTIONNAIRE USED FOR SURVEY
WITH NEW AND REVISED CATEGORIES

<u>Background</u>		<u>IBM Col. No.</u>
1. Age:	1. 20-29 2. 30-39 3. 40-49 4. 50 & above	1
2. Marital status:	0. Unmarried 1. Married	2
3. Number of children:	1. None 2. 1-4 3. 5 & above	3
4. Length of service:	1. 1-5 years 2. 6-10 3. 11-15 4. 16 & above	4
5. Range of starting salary:	1. up to 99 (rupees) 2. 100-199 3. 200-299 4. 300-399 5. 400 & above	5
6. Range of present salary:	1. up to 99 (rupees) 2. 100-199 3. 200-299 4. 300-399 5. 400-499 6. 500-599 7. 600-699 8. 700-799	6 & 7

- 9. 800-899
 - 10. 900-1000
 - 11. 1000 & above
-
- 7. Service in other government departments. 8
 - 0) No
 - 1) Yes

 - 8. Nature of departments: 9
 - 1) Non-Agricultural Group
(Forestry, Fisheries, Animal Husbandry
and General Administration)
 - 2) Agricultural Group
(Agriculture, Irrigation, Cooperative,
and Village AID)

 - 9. Relationship with parent departments: 10
 - 0) Non-deputationist
 - 1) Deputationist

 - 10. Education: 11
 - 1) High School
 - 2) BA/BS
 - 3) MA/MS

 - 11. Level of professional training: 12
 - 0) No training
 - 1) Diploma in professional training
 - 2) Degree in professional training

 - 12. Specialization: 13
 - 0) Non-specialist
 - 1) Specialist

 - 13. Residential house: 14
 - 0) Don't own the house
 - 1) Own the house

14. Nature of rented house: 15
- 1) Privately rented
 - 2) Officially rented

15. Ownership of car: 16
- 0) No
 - 1) Yes

16. Official car: 17
- 0) No
 - 1) Yes

Part II of the original questionnaire was meant for the members of the Board of Directors who are few in number and their responses cannot be quantitatively analyzed.

17. How did you decide to plan your work? Did you plan your work in conference with your subordinates?
- 0) No
 - 1) Yes
- 18

18. Did you plan your work in conference with your supervisor?
- 0) No
 - 1) Yes
- 19

19. If none of the above were consulted, then how was the work planned?

- 1) Organized the work according to the problem and need of each moment.
- 0) No
 - 1) Yes
- 20

- 2) Received detailed instructions from the superior offices.
- 0) No
 - 1) Yes
- 21

20. Besides these, did you consult other groups?
- 1) Non-clientele (other departments)
- 0) No
 - 1) Yes
- 22

- 2) Clientele (farmers)
- 0) No 1) Yes 23
21. Inter-departmental consultation?
- 0) No consultation 24
- 1) Consulted other departments
22. If consulted other departments, indicate frequently and non-frequently consulted departments.
- 1) Consulted non-frequently consulted departments (Cooperative, Forestry, Fisheries, Buildings & Roads, Drainage, Agricultural Machinery Organization, Agricultural Supplies)
- 0) No 1) Yes 25
- 2) Consulted frequently consulted departments (Agriculture, Irrigation, Colonization & Revenue)
- 0) No 1) Yes 26
23. Relationship with goals or work plans of other agencies?
- 0) No 1) Yes 27
24. If there is relationship, with which group of departments?
- 1) Non-frequently consulted group.
- 0) No 1) Yes 28
- 2) Frequently consulted group.
- 0) No 1) Yes 29
25. Were you consulted by personnel of other agencies?
- 0) No 1) Yes 30

26. Which group personnel?
- 1) Non-frequently consulted group.
 - 0) No 1) Yes 31
 - 2) Frequently consulted group.
 - 0) No 1) Yes 32
27. Determination of goals?
- 0) No goals determined 33
 - 1) Goals determined
28. Who determined the goals?
- 1) Yourself 34
 - 2) Supervisor
29. Responsibility for the organization of work?
- 1) You are the only one responsible?
 - 0) No 1) Yes 35
 - 2) You organize the work with your supervisor.
 - 0) No 1) Yes 36
 - 3) You follow established rules?
 - 0) No 1) Yes 37
30. The work done by other agencies should be done by our agency.
- 0) No 1) Yes 38
31. Is there any committee helping you in your work?
- 0) No 1) Yes 39
32. If yes, what are those committees?
- 1) Non-Project Committees 40
 - 2) Project Committees

33. How would you describe the cooperation received from other agencies?
- | | |
|----------------------------|----|
| 0) No cooperation received | 41 |
| 1) Not satisfactory | |
| 2) Partially satisfactory | |
| 3) Satisfactory | |
34. If you have submitted reports of your work, describe the frequency of those reports.
- | | |
|--------------------|----|
| 0) No reports sent | 42 |
| 1) Weekly | |
| 2) Monthly | |
| 3) Quarterly | |
| 4) Annual | |
35. Did you relate in your reports the work accomplished with the goal accomplishment or simply reported the activities?
- | | |
|------------------------------------------|----|
| 0) Did not relate achievement with goals | 43 |
| 1) Related achievement with goals | |
36. Did you receive comments?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 44 |
|-------|--------|----|
37. Did you encounter any problems in the development of your program?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 45 |
|-------|--------|----|
38. What are the problem areas?
- | | | | |
|-------------------------|-------|--------|----|
| 1) Development of lands | 0) No | 1) Yes | 46 |
| 2) Supply of water | 0) No | 1) Yes | 47 |
| 3) Plantation | 0) No | 1) Yes | 48 |
| 4) Other | 0) No | 1) Yes | 49 |
39. Reasons for the lack of development?
- | | | | |
|-------------------------------|-------|--------|----|
| 1) Lack of material resources | 0) No | 1) Yes | 50 |
| 2) Lack of human resources | 0) No | 1) Yes | 51 |

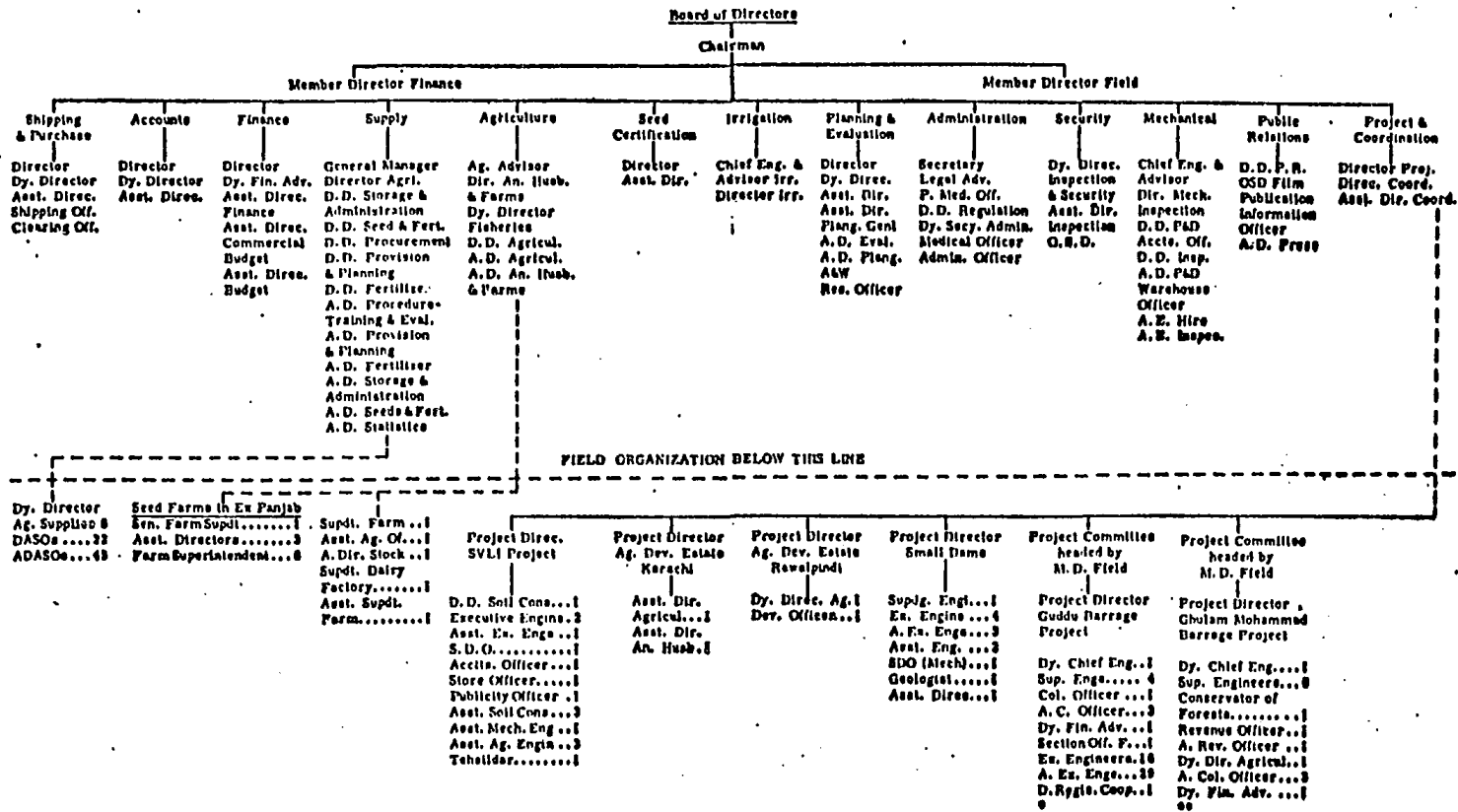
40. Do you consider you have enough authority to carry on your assigned responsibilities?
- 0) No authority 52
 - 1) Never enough
 - 2) Sometimes not enough
 - 3) Enough
41. Do you consider you have enough control over the finances of the organization to carry on your responsibilities?
- 0) No control 53
 - 1) Never enough
 - 2) Sometimes not enough
 - 3) Enough
42. Do you consider you have enough autonomy to facilitate the fulfillment of your duties?
- 0) No autonomy 54
 - 1) Never enough
 - 2) Sometimes not enough
 - 3) Enough
43. Do you consider there are conflicting goals or opposed pressures in your work?
- 0) Never 55
 - 1) Sometimes
 - 2) Frequently
44. What are the sources of conflicts or opposed pressures?
- 1) Superior personnel of your agency?
 - 0) No 1) Yes 56
 - 2) Personnel of other agencies?
 - 0) No 1) Yes 57
 - 3) Farmers
 - 0) No 1) Yes 58

45. Can you ask for help directly from a supervisor other than of your own agency?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 59 |
|-------|--------|----|
46. In relation to your promotion what would you prefer?
- 1) Promotion within the present agency?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 60 |
|-------|--------|----|
- 2) Promotion in parent agency?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 61 |
|-------|--------|----|
- 3) Better position in other agencies?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 62 |
|-------|--------|----|
47. If you are given the choice between the following, what would you prefer?
- | | | | |
|------------------|-------|--------|----|
| 1) Administrator | 0) No | 1) Yes | 63 |
| 2) Specialist | 0) No | 1) Yes | 64 |
48. Are you consulted on policy changes of your agency?
- | | |
|---------------|----|
| 0) Never | 65 |
| 1) Sometimes | |
| 2) Frequently | |
49. Were you informed about the final decision?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 66 |
|-------|--------|----|
50. Did you notice if the goals of your agency have changed?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 67 |
|-------|--------|----|
51. Have the direction for the execution of your work been changed?
- | | | |
|-------|--------|----|
| 0) No | 1) Yes | 68 |
|-------|--------|----|

52. If changed, indicate the following? 69
- 1) Given more detailed directions
 - 2) Given more general directions and decide on the details
53. Do you consider that your work has become: 70
- 0) The same
 - 1) Easier
 - 2) Harder
54. Do you think your work has become: 71
- 0) The same
 - 1) Less interesting
 - 2) More interesting
55. Do you consider your work has become: 72
- 0) The same
 - 1) Less efficient
 - 2) More efficient

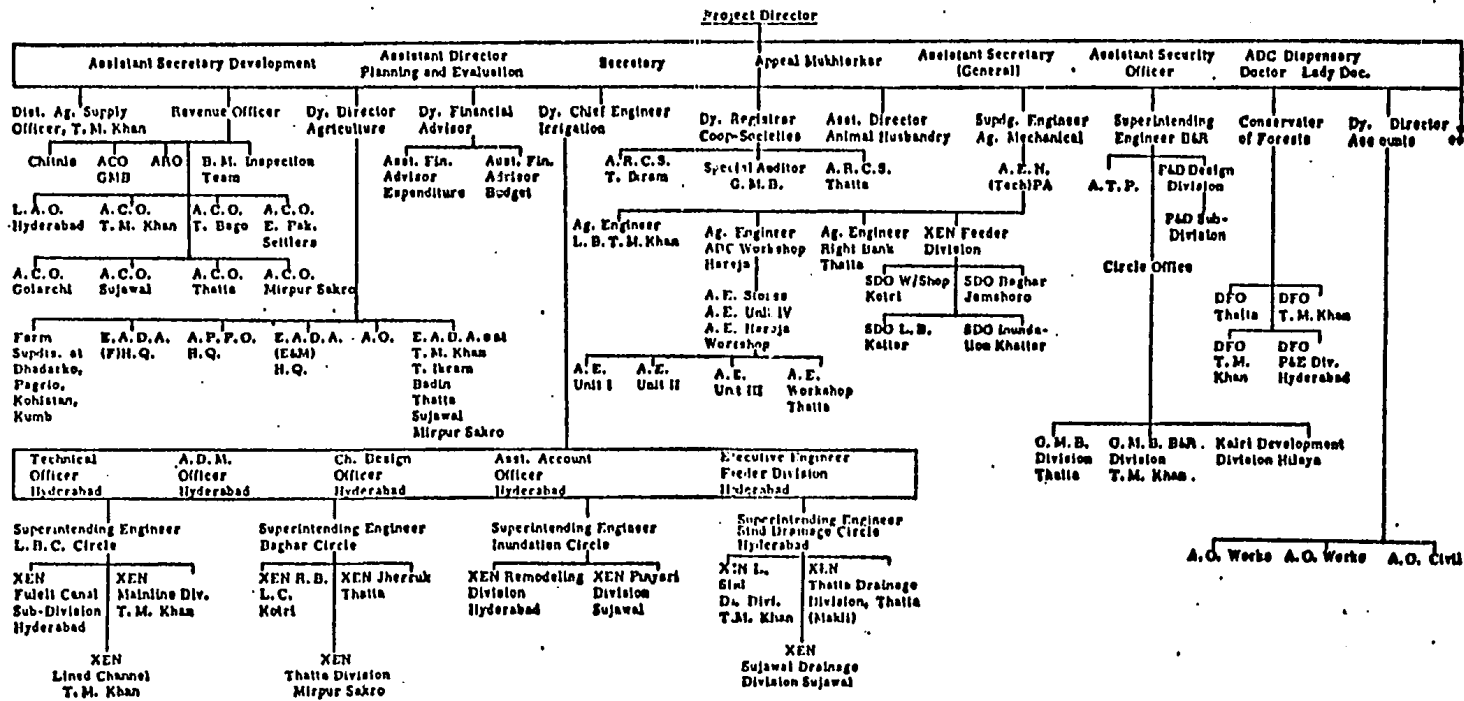
APPEN DIX C

ORGANIZATION CHART OF THE WEST PAKISTAN AGRICULTURAL DEVELOPMENT CORPORATION



APPENDIX D

ORGANIZATION CHART OF GHULAM MOHAMMAD BARRAGE PROJECT (W.P.A.D.C.) HYDERABAD

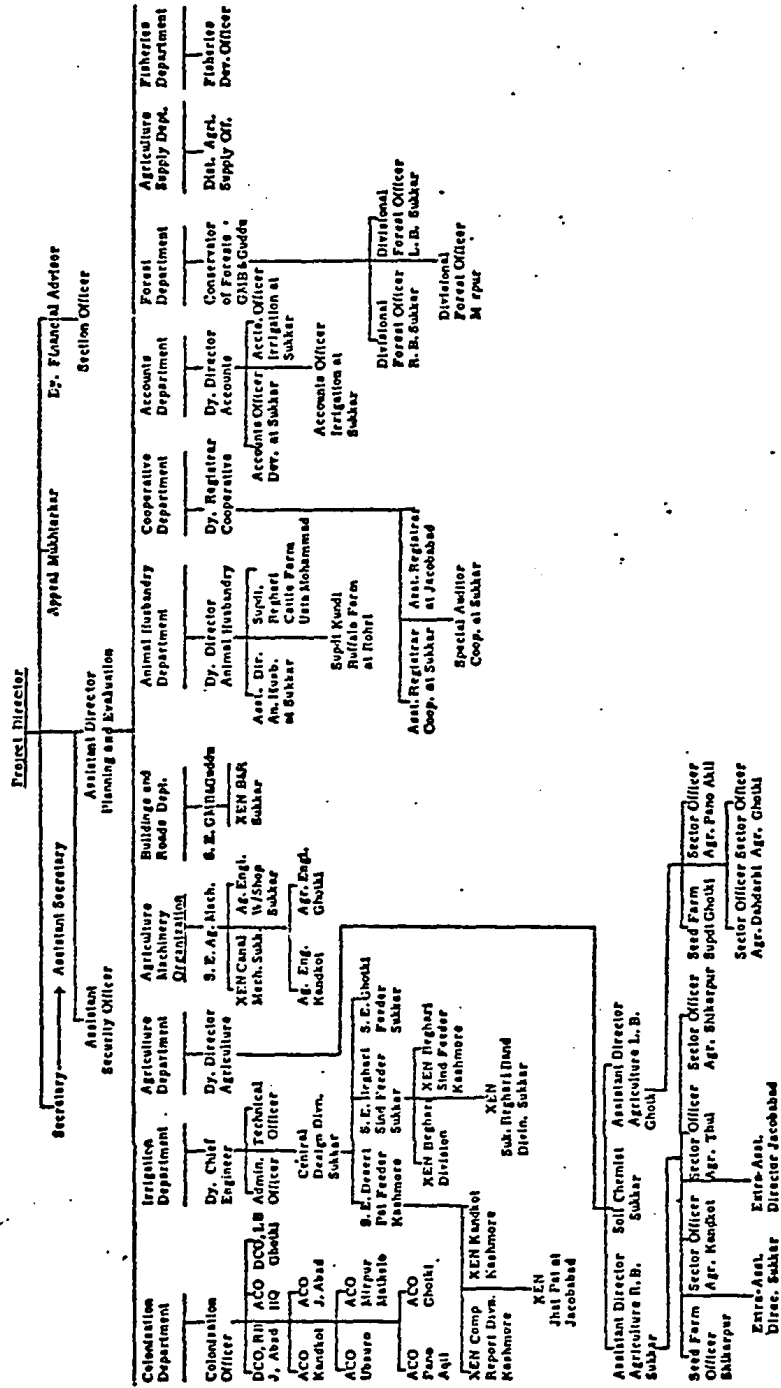


**There is Fisheries Development Officer under the Project Director.

Abbreviations: Assistant Revenue Officer (ARO); Assistant Colonization Officer (ACO); Barrage Mukhtarkar Inspection Team (B.M. Inspection Team); Land Acquisition Officer (LAO); Extra Assistant Director Agriculture (EADA); Assistant Plant Protection Officer (APPO); Assistant Registrar Cooperative Societies (ARCS); Executive Engineer (XEN); Sub-Divisional Officer (SDO); Divisional Forest Officer (DFO); Accounts Officer (AO); Planning & Design Division (P&D).

APPENDIX E

ORGANIZATION CHART OF OUD DU PARADE PROJECT (W. P. A. D. C.) SUKMAR



APPENDIX F

FREQUENCY DISTRIBUTION OF RESPONSES RELATED TO
PERSONAL SATISFACTION, STIMULATION FOR THE
ACCOMPLISHMENT OF ORGANIZATIONAL GOALS,
RELATIONSHIP BETWEEN SPECIALISTS AND
GENERALISTS, AND LOYALTY OF THE
DEPUTATIONISTS TOWARD THE
ORGANIZATION

Ques. No.	Category of Response	Frequency distribution according to the age group of the respondents					
		20- 29	30- 39	40- 49	50 & above	Total	% of total popula:
		1	2	3	4		
1	-	58	55	37	11	161	-
2	0) Unmarried	32	5	-	-	37	23
	1) Married	26	50	37	11	124	77
3	1) None	12	6	2	-	20	16
	2) 1-4	14	29	11	4	58	47
	3) 5 & above	-	15	24	7	46	37
4	1) 1-5 years	21	5	-	-	26	16
	2) 6-10	34	24	1	1	60	37
	3) 11-15	3	20	-	-	23	14
	4) 16 & above	-	6	36	10	52	33
5	1) Up to 99/-PM	2	8	7	3	20	12
	2) 100-199	32	23	14	5	74	46
	3) 200-299	17	20	11	2	50	31
	4) 300-399	4	3	2	1	10	8
	5) 400 & above	3	1	3	-	7	4
6	1) Up to 99/-PM	1	-	1	-	2	1
	2) 100-199	27	11	-	1	39	24
	3) 200-299	8	6	3	-	17	11
	4) 300-399	18	14	4	1	37	23
	5) 400-499	2	6	-	-	8	5
	6) 500-599	-	7	5	-	12	7
	7) 600-699	-	3	5	-	8	5

Ques. No.	Category of Response	Frequency distribution according to the age group of the respondents					
		20- 29	30- 39	40- 49	50 & above	Total	% of total popula:
		1	2	3	4		
	8) 700-799	2	5	2	2	11	7
	9) 800-899	-	1	1	2	4	2
	10) 900-999	-	-	2	1	3	2
	11) 1000 & above	-	2	14	4	20	12
7	0) No service	37	7	-	-	44	27
	1) Served in other departments	21	48	37	11	117	73
8	1) Non-Agr. Group	5	11	11	7	34	21
	2) Agr. Group	16	37	26	4	83	79
9	0) Non-deputationists	43	18	2	4	67	42
	1) Deputationists	15	37	35	7	94	58
10	1) High School	33	32	6	3	74	46
	2) Bachelor	20	20	28	7	75	47
	3) Master	4	2	1	0	7	4
11	0) No training	3	6	3	5	17	11
	1) Diploma	34	34	9	3	80	50
	2) Degree	21	15	25	3	64	39
12	0) Non-specialist	51	42	13	7	113	70
	1) Specialist	7	13	24	4	48	30
13	0) Don't own house	54	49	30	10	143	89
	1) Own the house	4	6	7	1	18	11
14	1) Privately rented	27	15	5	3	50	31
	2) Officially rented	27	34	25	7	93	69
15	0) Don't own a car	58	48	24	9	139	86
	1) Own a car	-	7	13	2	22	14
16	0) No official car	52	44	20	4	120	75
	1) Official car provided	6	11	17	7	41	25

Ques. No.	Category of Response	Frequency distribution according to the age group of the respondents					
		20- 29	30- 39	40- 49	50 & above	Total	% of total popula:
		1	2	3	4		
40	0) No authority	2	1	0	0	3	2
	1) Never enough	5	2	1	1	9	6
	2) Sometimes not enough	4	9	10	0	23	14
	3) Enough	47	43	26	10	126	76
41	0) No authority	53	46	11	2	112	70
	1) Never enough	0	2	1	1	4	2
	2) Sometimes not enough	1	3	5	1	10	6
	3) Enough	4	4	20	7	35	22
42	0) No autonomy	0	3	1	0	4	2
	1) Never enough	2	5	1	0	8	5
	2) Sometimes not enough	5	3	7	2	17	11
	3) Enough	51	44	28	9	132	82
46	1) 0) No	24	39	34	7	104	65
	1) Yes	34	16	3	4	57	35
	2) 0) No	49	25	9	3	86	53
	1) Yes	9	30	28	8	75	47
	3) 0) No	43	46	31	0	120	75
	1) Yes	15	9	6	0	30	25
47	1) 0) No	52	47	25	7	131	81
	1) Yes	6	8	12	4	30	19
	2) 0) No	52	44	14	7	117	73
	1) Yes	6	11	23	4	44	27
53	0) The same	1	2	1	0	4	2
	1) Easier	8	8	5	2	23	14
	2) Harder	6	10	6	1	23	14

Ques. No.	Category of Response	Frequency distribution according to the age group of the respondents					
		20- 29	30- 39	40- 49	50 & above	Total	% of total popula:
		1	2	3	4		
54	0) The same	2	0	2	0	4	2
	1) Less interesting	1	4	2	0	7	4
	2) More interesting	12	16	8	3	39	24
55	0) The same	0	0	0	0	0	0
	1) Less efficient	1	5	2	-	88	5
	2) More efficient	14	15	10	3	42	26

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