



Executive
Development
Institute

Course Report

11th Executive Program

“CHANGE BUT NO CHANGE: PUBLIC SECTOR DILEMMA”

June 08-12, 2015



National School of Public Policy

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CHANGE BUT NO CHANGE: PUBLIC SECTOR DILEMMA

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RECTOR'S MESSAGE

The National School of Public Policy (NSPP), Lahore, is the premier institution for the training and continuing education of civil servants in Pakistan. The School provides mandatory, four tiered, common training courses for civil servants through their entire cycle. Policy related strategic, operational and tactical training is provided beginning with entry-level Basic Scale-17 officers up to Basic Scale-20 officers who are transitioning to the highest level of public policy making.



Since 2009, the NSPP has been a Degree Awarding Institute. While training remains central to the school, it is expanding its core functions to also include 'education' and 'research'. The School has established the National Institute of Public Policy (NIPP) as a research organisation with the goal of evolving it into a think tank for the government of Pakistan. Additionally, the NSPP has launched the Executive Development Institute (EDI) that offers short courses to senior executives of both the public and private sectors on challenging public policy issues.

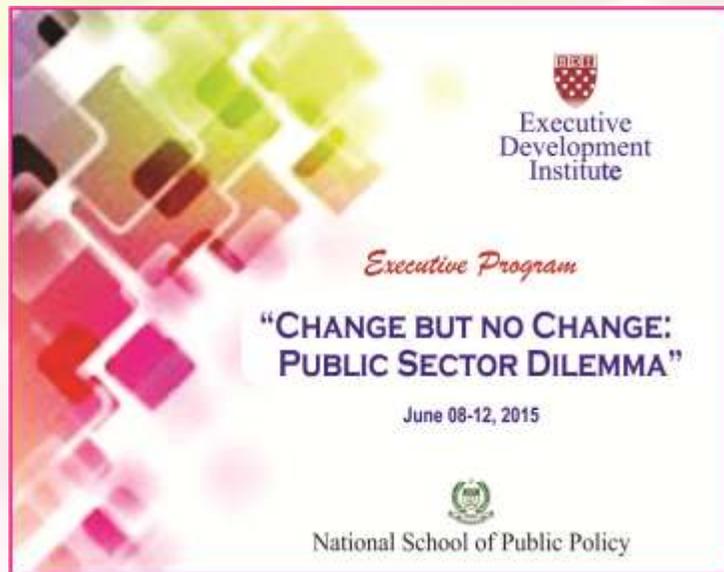
We are determined to ensure the highest standards and quality of all training, education and research programs that the School will provide. We aim to turn the NSPP into a **Center of Excellence** in public management with an emphasis on performance and the delivery of services to the people of Pakistan. In an increasingly globalized world, we continue to remain engaged with global developments through our own research and our various international partnerships.

With our motto, **“Knowledge to Serve the People”**, we will ensure that Pakistan's civil servants meet the public service delivery needs and expectations of the nation in an evolving and continuous manner.

INTRODUCTION

Rationale of the Course

The government in power has pre-dominant responsibility to build the capacity of ministries, departments and organizations in such a way that increases citizens access to good governance. The governments in the global context have been criticized and targeted related to their Size, Productivity, Accountability, Transparency



and Integrity. This necessitated a “blizzard of management oriented reforms which had swept through other countries in 1980s have changed the contours of administrative practices. Thatcherism in the U.K. (1979) and Reagonomics in the USA (1981) had pushed a series of reform drives in other countries, such as New Zealand (1984), Malaysia (1989), Canada (1989) and Australia (1989) towards optimizing manpower, reducing paper work and outsources public functions”.¹

Pakistan has not been short of efforts to reform the civil services and re-engineer administrative practices but with a very weak political support. The question is why that crucial element for change – the political support irrespective of government or political party – is either missing or not forthcoming. However this support would not be confined to the preparation of variety of documentation by the successive governments. What is required is the commitment of the ruling elite to demonstrate through resources allocation, complete implementation of meritocracy, non-partisan appointments and transfers. It must all be done in transparent way.

¹ Singh, Amita: Administrative Reforms towards Sustainable practices. New Delhi: Sage Publications 2005, p 13.

Public Sector is unable to perform satisfactorily; hence the suffering of common man has not been mitigated. The quality of service delivery is sliding which creates deeper apprehensions about the value of leadership both at government and political levels. Several efforts have been made by successive governments to reform civil services and provide continuous training to civil servants at different levels in Pakistan as well as at foreign prestigious training institutions. But the change in the service delivery in efficient manners is not happening. The gap is widening between the expectations of masses and redressal of their grievances. Why there is no change despite several efforts to perform better? Why the institutions are stagnating despite better infrastructural facilities and enhanced resources allocation and expenditure? This is an ongoing debate which seeks to identify the root cause and deep rooted malaise and its solution. We mostly talk and discuss the effects which make our direction wavered.

This situation is mostly prevalent in public sector. The focus of public sector considered being on policy making and implementation is left to a system which is underperforming and several of its facets are defocused. About 90% of its Work Force at lower level is not properly trained. But during the past several years the private sector has made strides and attracted talented and young professionals to join private enterprises and services sectors like Banks, Insurance Companies, manufacturing units, software houses etc. The focus of the private sector is on the delivery of efficient services and improved quality output. The key question is why and how the private sector brings meaningful and effective changes in some areas in the same overall national environment in which the performance of the public sector is declining. The moot point is not change because everyone, which includes the Executive, legislatures and judicial system agree with it. Then what is the debate all about? This has created a situation of strange anomaly where the meritocratic selection procedure is fast eroding as recourse of political interference and influence has become a common practice.

The debate is to find evidence based underlying causes of the plight of masses and how the government and political leadership can maximize public sector outcomes. The discussion is also as to how the widening gap between the needs and expectations of people and the policy and service delivery by public servants and politicians can be minimized? Is there a need to reinvent the public sector and how? Can the public sector learn from private sector in terms of efficient provision of services? There is another side of the coin. Why the trust gap

between the political leadership and the executive system and its managers increased? Is the support for change only a rhetoric? Is the status quo defacto reality of our polity because it is serving well both the politicians and the bureaucracy? All these questions need serious consideration in collaboration with all the major stakeholders.

Traditionally change either comes through Revolution or Evaluation. Revolution is fraught with many problems but if the stagnation continues then the pressure for change can find its own dimension and can be disruptive. Revolution has its own dynamics hence it is not brought rather it happens, whereas the change through evolution is slow but it can be only meaningful if the destination is known.

The lack of transparency and governance are the key issues along with accountability. Good governance implies a capacity to turn public income into human development outcomes but the enabling environment is either missing or not conducive to change. Political leadership has been broadly confined to few politicians, retired bureaucrats or ex-Army generals. The supply driven approach to service provision was determined not by potential beneficiaries but by ruling classes which does not fully respond quickly to the needs of the citizens. The civil military relationship remained on uneven keel and its intensity only changed like a pendulum. The improvement in this relationship is fundamental to create enabling environment for needed changes not only in the bureaucratic system but also in the overall political culture.

1.1. Having said all that we have bright spots to demonstrate but their number is few hence those are overshadowed more by unawareness of masses rather than non-performances. The National Database and Registration Authority



(NADRA) is successful case study not as a pilot but its progress are implemented and fully operative at National level. Recently in one of its projects of SIM identification it has literally brought all the SIM holders in Pakistan under the ‘thumb’.

- 1.2. The Motorway Police was introduced within the policing system little more than a decade ago. It has successfully demonstrated that the conventional concept about the dishonesty and inefficiency of the police has been proved wrong.
- 1.3. The performance of Punjab Information Technology Board (PITB) has to be reckoned with because of the success of its several projects e.g. Dengue Control Program, online Registration of students for admission in colleges etc. We need enabling environment to become a high performing nation.

The “Pakistan 2025: One Nation – one Vision”² is the latest outfit which provides not only vision but also key challenges and mitigation strategies which makes this document unique from the previous ones. The key challenges to change are i) Resistance from vested interests ii) Apathy and deep rooted cynicism about change iii) Insufficient skills and expertise in government organization iv) Financial resources constraints and v) Lack of sustained political will. The document has also identified mitigation strategies which include i) Explain the benefits of change and its management ii) Performance based incentives for public servants iii) Invest in training programs and hire services of leading experts in private sector iv) Enhancing tax to GDP ratio of 13.6% by 2018 v) Consensus among stakeholders for political will.

When all is said and done it is more said than done but the key objective of this conference would be to debate and identify specific causes and definitive actions to be implemented to overcome the challenges as mentioned in “Pakistan 2025: One Nation – one Vision”.

Objectives

- 2.1. Comprehend the reasons why public policy is not implemented as designed and how obstacles can be mitigated.
- 2.2. Explain and sensitize the participants about the strategy formulation in policy development and the role of top management in this process.
- 2.3. Can the contours of public policy implementation be changed to implement policy successfully?
- 2.4. Demonstrate through case studies that game changer can be identified.

²Government of Pakistan, Planning Commission, Ministry of Planning, Development & Reform, 2014.www.pc.gov.pk

- 2.5. What and how public sector can benefit from private sector in the context of efficiency and effectiveness?

Methodology

- 3.1. Learning is a complex phenomenon for which some unlearning is required before the new knowledge is accepted. Hence there would be combination of methods used in this course mostly activity based:
- 3.2. Reflective methods instead prescriptive would be used by resource persons. Issues would be discussed to open a debate for options.
- 3.3. Slide presentations would highlight the conceptual part of policy process and strategy formulation.
- 3.4. Case Studies would be presented and shared with participants to demonstrate the outcome of policy implementation.
- 3.5. Presentations by Resource Persons, both from public and private sector would be an important part of the course.



Evaluation

- 4.1. Course evaluation would be done by the participants on the last day of the course.



WELCOME SPEECH

By

Dean, Executive Development Institute

I welcome you all to the Executive Development Institute which is an integral unit of the National School of Public Policy. The School is the premier and one of the most prestigious institutions to provide training to the civil servants from BS-17 to BS-20. However, the Executive Development Institute offers short courses for BS-21 as well as for the corporate Executives working in private sector.



Dr. Sarfraz Khawaja

The School has been awarded the status of full-fledged university by the Higher Education Commission. It has not yet started to offer regular courses for the degrees of M.Sc., M.Phil. and Ph.D. in Public Policy and Management Sciences. But it would offer these opportunities in near future.

This course on “Change but No Change: A Public Sector Dilemma” would be a five days interactive effort to exchange views and share experiences in both public and private sector.

During last few years the performance of public sector has declined considerably and it has lost the confidence of people on government. The obvious reason for this trust deficit is the lack of or inefficient service delivery which negatively affects the majority of population. There have been constant efforts being made by the respective governments to re-engineer and modernize the civil services so that it would visibly improve the quality of life of the citizens of this country.

Changes in the shape of civil services reforms and improved quality training have been planned but the change does not happen to the extent that it reflects visible impact on the quality of life. Despite the use of modern technology and new learning methodologies for

training, the confidence between the government and people has not improved. This is the dilemma as how to restore the confidence of people and how to improve the service delivery?

The efforts on the part of respective governments have been lacking to improve the service delivery. The changes in the policies and proper implementation are not necessary but imminent so that the common man could feel and benefit from the change. Whereas the services must provide food, security, jobs, Primary Health and Basic Education to everyone without discrimination.

People at large identify the problems of truncated system and rank order different Departments and Ministries to highlight the inefficiencies and deficiencies. Same rhetoric and approach is being followed by the politicians and all other administrative arms of the government including the Bureaucracy, Defence Elite, Executive and Judiciary. We are all beating the same drum according to our level and capacity. We do not yet know the starting point. It is not because the lack of it rather has spread on vast compass that we have not been able to locate it.

If history has any lesson to teach we need to reconcile with this reality that we have lost two generations in this quagmire. We have to realize that our efforts and planning should focus mostly on the youth and more for the children to be born tomorrow. We have to change our education system and start with training instead of education during the first seven years of a child. We need to train them in life skills which include all those elements which would make them better human beings and responsible citizens. At the same time we need to bring systematic changes in our polity, administrative structure and above all our social behaviour which comes through mainly from training and partially from education.

But if we flip the coin we see and observe that private sector has performed well despite all the eventualities and limitations. If that is so then what needs to be learned by public sector from the private sector?

This five-day workshop would only open a debate not only as an intellectual discourse but also provide guidance to the public sector and identify key steps and not the shortcomings which would benefit us from experiences of private sector.

I welcome you again to the Executive Development Institute so that we can share experiences, learn from each other and open a debate which leads to identify the starting point to bring systematic changes in the policy development and government decision making.

It would be our endeavour to make the service providers as Public Servants in the real sense.

Thank you!



Sitting (L to R): Ms. Ammara Farooq Malik,, Mr. Nadeem Zia Pirzada, Dr. Sarfraz Khawaja, Mr. Sami Ullah, Ms. Sameera Yasin
 Standing (1st Row): Mr. Muhammad Saleem Bhatti, Mr. Salim Raza Asif, Mr. Sohain Awan, Ms. Zahra Awais Wyne, Dr. Ijaz Munir, Mr. Omer Kausar Malik
 Standing (2nd Row): Mr. M. Rashid Pervaiz, Mr. Jahanzeb Waheed, Ms. Ayesha Akbar, Ms. Misbah Shamaz, Mr. Aamar Kamal, Mr. Zulfiqar Ali

COURSE SESSIONS

Topic:	Institutional Decline in Public Sector: Myth or Reality?
Speaker:	Dr. Belal A. Khan, Former Chancellor, Islamia University of Bahawalpur
Date:	8 June, 2015
Day-Session:	1-1

Objectives

1. What is the historical overview and reasons for institutional decay in Pakistan?
2. What lessons can be learned from two case studies on managing institutions of higher education?

Dr. Khan presented an overview of the historical decline in public institutions along with two case studies and a framework for governance. Following are the main points presented in the session:



Dr. Belal A. Khan

- Decline has occurred in Pakistan in the context of Governance and Management from the 1960s.
- There was a drastic administrative decline after Dhaka downfall in 1971 and administrative reforms of 1973.
- Political adventurism led to institutional decay.
- Uncertain and unstable situations made the decline into a quagmire of misfortunes.
- Interest groups put pressure on government to manage governance effectively. In both, rural and urban setting they have influence on decision making which result in good or bad governance.
- Factors of good governance are that it should be participatory, consensus driven, accountable, transparent, responsive, equitable, efficient/effective and follows rule of law.

- Within the context of these Pakistan has had the opposite effect whereby, there was massive meddling in administrative functions, low salaries, discretion of powers, red-tapeism which led to the declining in governance system in Pakistan.
- The societal values have eroded.

It was demonstrated by two case studies that institutions of higher learning could be improved remarkably where there was support of top management and leverage to do work, and not much can be done where there are manoeuvring constraints. The case studies are presented below:

1. Islamia University, Bahawalpur

The University was on the brink of collapse with few qualified teachers, least management experience of teachers, no research, physical facilities were deplorable and animosity among faculty members. The government gave powers and mandate to Dr. Khan to fix this situation which resulted in change and the university progressed academically and from governance perspective. A total of 40 MBAs were recruited for management positions in the University. A Comparison of 2005 and 2010 shows that the number of departments increased from 10 to 40, courses from 44 to 77, teachers from 140 to 530, campuses from 1 to 2 and constituent units from 2 to 6. By 2010, there were 18 hostels for students. Academic accountability was proposed through teacher evaluations as well as tenure track system of the Higher Education Commission (HEC). Infrastructure had a total of 116 projects, planned, funded and completed through Punjab Government, HEC or funds generated by university. In addition, by 2010 there was a total of 130 vehicles, FM Radio was launched, development of career development centre and financial aid packages for students and staff also. Application rate also increased from 4000 to 18000 for 6000 allotted seats. The VC had full authority is making decisions and mandate from government. It was concluded that VC should be appointed from government, military or corporate sector with management experience as 80% of the work of a university VC is managerial, operational, financial or administrative. The results were achieved because of non-interference from government, chancellor or the Chief Minister.

2. Foundation University, Islamabad (Fauji Foundation)

There was lack of trust at lower levels. Major decision making was done by staff officers. The board comprised of 14 Generals and 2-3 Civilians. Whereas the charter calls for hiring academician as Rector, the board immediately hired a General as a Rector on the recommendation of the existing VC – a civilian and who was facing hurdles in managing the affairs of the university. Like others the existing Rector left before his term was completed.

It was concluded that the existing set-up was in favour of who runs the institutions instead of how it is run. In this case, the army setup was more inclined to hiring an Army General as VC. The proposed amendments by a civilian VC were disliked. Army is not used to accept authority from a civilian executive.

In an analysis of the two case studies, it was deduced that the environment was conducive to work in one institute and not in the other. It was the people who interfered in the running of the system which made matters worse. Developing institutions require non-interference. However, the contrasting case studies lead to the question whether change in institutions by an individual can bring about a sustained change in the system? The first case depicts a positive change, but the extent to which the change sustained in the long-run was mixed. Some aspects of the system remained in this case while others had no momentum to be sustained. Some remedial steps to effect this change were necessary. Recruitment of VC based on academic and substantial management experience (10-15 years), minimal political pressures, sufficient tenure track period, formal training of VCs for management and on-the-job management training of faculty who want to pursue administrative and management positions in universities.



Topic:	Public Private Partnership
Speaker:	Dr. Rasul Baksh Rais, Former Director General, Institute of Strategic Studies, Islamabad
Date:	9 June, 2015
Day-Session:	2-1

Objectives

- How the public-private partnership can be formed in Pakistan?
- How the state can help to formulate models to foster public-private partnership as well as the provision of safety nets in terms of legal frameworks and developing roadmaps?



Dr. Rasul Baksh Rais

Format and Methodology

The session began with narration of brief history of public-private partnership, which started in 2001, through Non-governmental Organizations (NGOs) particularly working in education and technology. Three ideas basically generated to have focus on Education for all, Access to school and Assurance of quality and equity, based on justice. In 2009, new modified idea of participatory approach was developed, and the policy was developed for public-private partnership with the central authority to regulate systems.

Punjab Chief Minister, Shahbaz Sharif, adopted the methodology of Public-Private partnership. Punjab education foundation was responsible to ensure the implementation of this partnership. There are basically two institutions which are active to ensure the implementation i) Care Foundation ii) Idara-e-Taleem-o-Agahi. They provide missing facilities, training for teachers, monitoring and provision of support.

A school established by an NGO should be monitored by the Punjab Education Foundation. The idea is that Punjab education should provide subsidy of Rs.300 per student, and the distance from the school should be of 2 kilo meters to make the access easy. Another idea is,

the private investor can invest in government schools and use the government infrastructure in the evening, but ensure cleanliness, water and building maintenance. This approach can stimulate the business oriented school.

Problem Solving Approach

The outline of education policy with public-private partnership approach should focus on the access, that how much the policy has developed the access to challenges. Though, Punjab has improved much in education then other provinces. But still, schools are suffering from the problem of inefficiency, greed, lack of transparency and accountability and lack of discipline. These issues characterized the problems in public institutions which needs to be addressed through policy.

No policy is a good policy unless it is thoroughly analysed in terms of regulations, with specific defined jobs either modified or completely changed. The objective should be restricted to public-private partnership with having a rationalized framework. For this two cases of school which are being subsidized by Punjab education foundation should be picked up and thoroughly analysed to see the effect.

The cultural analysis is also important. Gender disparity has been decreased, which is evident from the University of Gujrat and Sargodha. There were 60 per cent girls in University of Gujrat that shows Cultural Revolution. The girls from rural side are largely exposed to the prospects of new world.

The problem is a single university submits its charter to many campuses in different cities. At the point, provincial wise education system has been developed which leads to challenge of unprofessionalism, and low quality of education. Teachers' recruitment, student enrolment and curriculum should be supervised by higher authority if the partnership needs to be developed.

Universities are to provide education through standardized and quality curriculum which should be followed by all universities. Lahore University of Management Sciences (LUMS) and (National University of Modern Languages) NUML are two institutes which are following standards. The university education should neither be taken as philanthropy nor as

a business. The parliamentarians, higher education institutes, and all stakeholders should develop public-private partnership under the legal framework and regulations.

Recommendations

- Policies should be developed for public-private partnership
- National School of Public Policy should teach modules of legal frameworks with respect to public-private partnership
- Fake PhD programs offered by street universities should be controlled and subject to investigations
- In education only merit should be followed, nepotism and political patronage should be avoided
- Reforms in Public universities are important to promote quality education; recruitment of teachers should be from faculty members of higher education to build the standards.
- Give monitoring and evaluation responsibility to local government. A board of governance should be formed where you have experts, and de-linked them from Punjab education survey. They should focus on recruitments, promotion, and curriculum.
- Rule of law regime is needed, bring back the public sector; we have layers and layers of bureaucracies which are not producing results.
- Parliamentarians should also be trained like civil servants for formulation of policies as most of the times bureaucrats are not at fault. Political interference resists their performance. Bureaucrats should be provided the freedom of decision-making
- Bring all the stakeholders on board i.e. District Development Boards, Member of National Assembly (MNAs). Bureaucrats and some civil society can work together, to develop a consensus on building a college, or a road. Larger and a broader role, more transparency of powers is required.



Topic:	Higher Education as a Case Study
Speaker:	Professor Dr. Mukhtar Ahmed, Chairman, Higher Education Commission
Date:	9 June, 2015
Day-Session	2-2

Objectives

- What is the Role of Higher Education Commission (HEC) in maintaining standards in education by the provision of standardized structures, recognition status and legal framework?
- How the HEC is being active in assuring monitoring and evaluation of universities, faculties, and their charters to promote quality education?



**Prof. Dr. Mukhtar Ahmed,
Chairman Higher Education Commission**

Management Structure of HEC

Prime Minister of Pakistan is the controlling authority, and Chairman of the commission is a head, its members are Federal Secretary of Education, Secretary Sub National Governance (SNG), and provincial secretaries. The HEC has committees for monitoring of universes and preparation of documentations in terms of policies and regulations. The job of all these stakeholders to make a policy which they forward to the Federal Ministry of Education and then it gets implemented if the ministry approved it. The mission of the commission is to facilitate learning in higher education to promote social economic progress in Pakistan.



Functioning of HEC

The HEC is responsible for policy formulation, submitting budget, prescribing conditions for opening up new universities in Pakistan, facilitating coordination and approaching foreign universities for research and development. The HEC started functioning in 2002 with the task of increasing the access to education, improvement in the quality of education, and addressing the dilemmas of education by assuring its relevance to the regionals and national level.

Problem Area

When HEC started its work, there were a total 59 universities, out of which 7 were public and 42 were private, and the tertiary education access rate was only 42.6 per cent. And the enrolment rate of generally considered age group (17-23, years) for higher education was only 3 per cent. Now, that is 8.3 per cent which is still lowest in the region. The problem is after having so much investment in tertiary education, we are still off track. Another problem is education has become an industry; a lot of private sector is jumping into this sector without having quality standards. The private sector should integrate with the public sector with quality education instead of creating unprofessional environment. Even, some public sector institutions are lacking capacity and producing less competent students because of the thirst of making money by expanding their campuses all over the country instead of assuring quality education. The private sector is jumping into the education business but still the enrolment concentration is more in the public sector. And the public sector is promoting

different disciplines which are in demand in the market such as Information Technology, Engineering and Social Sciences.

Accomplishments of HEC

Now, total public and private universities are 169, out of which 97 are public, and 72 are private. The enrolment in private universities is 38 per cent, which indicates that a large concentration is still in public sector. In the due course of time, HEC accomplished good targets; it has shrunk the gender disparity now 44 per cent girls are in higher education, and joining professional industries. The strategized structure of administration is also targeting cash inflow issues. More graduation and Masters Programs has been introduced, and the standard has set to 14 years of education for a bachelor program. 200 plus bachelors academic disciplines are being introduced under the set standards of track system. The HEC has established a number of accreditation party systems as well as established 5 to 6 councils for quality assurance; recently a technology council has also been established. Every country has a standardized National Qualification Framework, and now Pakistan is following the same roadmap under the ambit of HEC.

Where the Problem Lie?

After having been implemented many interventions, it still is a question why Pakistani universities are not in top 500 international universities? There are flaws in the systems, for instance private sector neglects quality assurance and expand their infrastructure, less investment because of socio-economic constraints and mushrooming of fake degree colleges. After, 18th amendment, a myth has evolved of getting separation from HEC, for instance, Punjab and Sind tried to form commissions where Punjab eventually formed the Punjab Education Commission. This disrupted the functions of HEC and sense of collectiveness. How a foreign institute would rely on the provincial authentication for attestation of degrees. Therefore, the problem lies on the both National and International ends for the authentication of degrees of highly skilled professionals.

Problem Solving Processes

Among other reforms, investment and technology driven initiatives are so much important. HEC should be the central authority for giving the recognition status and the screening the

curriculum of universities being offered to the students. Every university requires having a certain framework for recruiting the faculty, developing curriculum and student enrolment. For maintaining the good standards, particularly for Ph.D., faculty should be hired with Ph.D. from authentic institute and with sound academic background. Number of researches/papers published in the impact factor journal should also be considered as an important criterion.

To deal with the variety of concerns, HEC started program to improve the quality and standards. With the collaboration of Pakistan Education & Research Network (PERN), it has developed a monitoring and evaluation mechanism by connecting all the institutions by a web-portal. All the information of universities regarding its charter, faculties, and students would be available on web as well as the access on impact factor journals and publications. Despite this, HEC is introducing smart class rooms with the installation of Wi-Fi and provision of iPad, all the recorded information will be made available on web. HEC is now more focusing on creating knowledge, integrating knowledge, merger of institutes, promotion of entrepreneurship ideas, increasing research facilities with the provision of funds, and assurance of job in esteemed universities. HEC is developing pillars of National Development by recurring and development grants outlay, district wise coverage is also in place through higher education department. After, 18th amendment, HEC putting hard effort to sustain its central authority by seeking legal and constitutional advice to save the sovereignty of its institutes under the one recognized body.

Recommendations

- A consensus should be developed between federal and provincial units to maintain the recognition of HEC according to the international standards. Communication gap between federal and provincial governments should be diminished.
- Imaam and Teachers should be trained for the innovations and technological advancement instead of promoting fake notions.
- All public and private institutions have to follow basic standardized criteria for the recruitment of teachers, students and curriculum as well as legal and constitutional framework should also be ensured.
- Focus should be on developing professional institutes and professional individuals, with the focus of invoking research and technology based initiatives instead of making money.

- Governance in education is so important, autonomy should not be compromised but accountability should be there
- Policy formulation should be the subject of Federal Government, but provincial government should be accountable for implementation. Not a single institute can be established without receiving No Objection Certificate (NOC).
- Strategies in public institutes should be adopted for generating more resources, for instance if the private sector can generate more resources out of meagre amount, why government sector lags behind?
- A sense of harmony should be developed among provinces to adopt same standards and following established' legal and constitutional frameworks.



Topic:	Successful Case, Punjab Information Technology Board (PITB)
Speaker:	Mr. WaqarNaeem Qureshi, Director General (IT Solutions), PITB Ms. SaimaR. Shaikh, Joint Director (e-Government and Industry), PITB Mr. Fasieh Mehta, Joint Director (e-Government Services), PITB
Date:	10 June, 2015
Day-Session	3-1

Objectives

1. What are the governance structures of PITB?
2. What are specific case studies which depict PITB as a successful case?



An overview of the management and operations of the PITB was given including its establishment, governance, workforce and projects. One project was discussed in detail depicted the kind of work that PITB is doing. Details are as follows:

- establishment in 1999, as an autonomous body,
- governed by a 10 member board, headed by CM Punjab,
- 500+ employees – predominantly private sector background,
- 170 active and in maintenance projects,
- Senior management is accomplished government/private sector professionals.

The types of projects include:

- Government automation
- Smart-monitoring
- e-Citizen services
- Industry and academia support

A detailed case of school reform project was given. This project monitored all 56000 schools in Punjab in collaboration of Punjab Education Foundation, Pakistan Education Foundation, Directorate of Staff Development, Punjab Text Book Board and Planning Monitoring and Implementation Unit (PMIU). In this process the PMIU is supported by the PITB in implementation of the school reform project. The initial phase of the project emphasised improving enrolments of students and attendance of teachers in schools. The next step is to improve on cleanliness, results of students and availability of facilities in schools.

In the paper based system, the District Monitoring Officer used to receive the paper forms, which used to be filled in excel files for district level officers (EDOs and DCOs) for all 36 districts. PMIU would analyse it and generate reports based on the data received from field. The identified gap was whether the staff filling the forms actually went to monitor the schools. PITB was given this task to find a solution. Tablets were made available to 894 field officers to monitor schools in which the paper based form was digitised. The data gathered includes filled digitised forms by each field officer and gives analyses of macro level school enrolments in all districts. The tablets also provide when, where and by whom the data was entered as the geo-tagged information is sent to the main server. By 2015, PMIU had stopped using paper based system in favour of generating reports from real time data. In the process, District Review Committee Meeting came into effect to review enrolment trends and also customised reports generated from demands by DCOs.



Ms. Saima R. Shaikh



Mr. Fasieh Mehta

A brief of the Citizen Feedback Model (CFM) was also presented which alluded to how PITB could provide citizen feedback to government after the citizens had availed a public service. This system was envisaged to curb petty corruption at large level in Punjab.



Topic:	Why policy not implemented as designed?
Speaker:	Dr. Hasan Askari Rizvi, Former Visiting Professor, South Asia Program of School of Advanced International Studies (SAIS), John Hopkins University.
Date:	10 June, 2015
Day-Session:	3-2

Objectives

1. What are the various factors for understanding policy implementation and design?
2. How do those factors affect policy design and implementation in Pakistan?

The presentation focused on the multidimensionality of policy design and implementation and factors which affect them. Those factors were then applied to the case of Pakistan. In particular, the multidimensional phenomenon was distributed into various categories, which are:

- Policy is good but there was no implementation,
- Policy is good and so was the implementation,
- Good implementation was done on a bad policy, and
- Policy was bad so was the implementation.



Implementation and policy have the following variables:

- Institutions and processes - The problem lies not at the normative level, but with how designing takes place. A stable and sustained political system demands political continuity and mid-course corrections;
- Leadership - why certain types of decisions are made? Focus on the background of leadership and what is the support base;
- Bureaucracy - what are the interests of the powerful/elite society and how are those leaders recruited? What is the orientation and agenda of the leadership? Preference is for a loyal person, rather than a professional one.

- Environmental factors - conflict factors in society such as ethnic, ideological, religion, terrorism and violence. Such factors have been embedded in society.



Dr. Hasan Askari Rizvi

In Pakistan, policy design and implementation is based on the Traditional Sultan Model where it benefits the dominant elite. Power and decision making is individualised instead of institutionalised and reward is for loyalty, instead of professionalism. Lack of political continuity has added to this phenomenon. Secondly, there is a lack of capacity of conflict-resolution, which means conflicting situation (civil-military relations) arising from different interests keep the state from resolving issues. Thirdly, the relationship between religion and state is confusing. It is not clear whether we want a modern democratic Islamic state or some other arrangement.

On the one hand the state apparatus is present to address issues of national concern. But on the other, decisions are not made using those apparatus. For example, National Security Council, Defence Committee on Cabinet and Council of Common Interests have met few times where they are supposed to meet more times. However, resource constraints for certain issues show that they do not allow the state to address them. It does not matter who makes the decision. Implementation will not happen until constraints are relieved. An example is the growing number of non-state violent actors within the state which have the capacity to destabilise the state.

Environment factors can make negotiations where domestic and international factors interplay with each other to bring about change – EU pressure against capital punishment with the background of giving GSP Plus status to Pakistan. They can also be changed through policies to bring economy on front and create political harmony. Things can change

depending on the level of effort over long period of time dealing with both domestic and international political institutions.

Societal and operational consequences need to be considered before making decisions lest they are reversed. The motorcycle helmet wearing policy was changed from all people wearing helmets while riding on motorcycle. It was found that it is societally unfeasible for women wearing helmets. It is also important to education people at the societal level where children are taught at schools basic laws.

On the question of political leader making better decisions because they are more in tuned with ground realities, there should be a balance between the political and bureaucratic decision making and policies. Practically, policies do not get implemented as they need to be more realistic and design with constraints and ground realities. At other times political priorities change over time and at others decisions made were not meant to be implemented. Still on other occasions there is a problem of follow-up. Also, Implementers of policies do not know about the policies and there is lack of coordination. There is also a lack of coordination which hinders policy implementation.

The prevailing state of affairs in Pakistan shows an interest of dominant elite in policy making and implementation and the probability of decision being made and implemented is high if the interests of dominant elite coincide with the policy designed. At the same time Pakistan has quality of financial and man power resources and institutions showing the potential to improve. To address issues a comprehensive approach is required and understanding of the dynamics of policy processes. A stable and mature political system is required to address decision and policy making, one which is legitimate. Democracy should be taken as a process instead of a goal itself – there should be political continuity. People need to be made aware of the differences between what politicians pronounce in rallies and actual policy making. State Institutions must show restraint and respect each other.



Topic:	Changing the Contours of Policy Implementation: Public vs Private
Speaker:	Mr. Abu Zar, CEO, Worldcall Services Limited
Date:	11 June, 2015
Day-Session:	4-1

Objectives

1. What are the processes of policy formulation and implementation?
2. What are success and failure factors of policy implementation in public and private sector?

In particular, following are the points from the session:

- All managers (public or private sector) want to press the “Management” for changing policy and get it implemented.
- Policy formulation is the easiest step, but implementation is the tough.
- The policy should be well communicated by involving all the members of organizations, and should ensure the needs first, whether tangible or intangible.
- Policy should be communicated effectively with the clear road map, have team unity for external/internal contingencies, commitment from top, be well addressed by identifying milestones, obstacles, ensuring clarity, removing confusions and have data collection mechanisms.
- Policy in government sector depends on external factors – political and media management, legal issues and environmental issues.
- Resource estimation is also important to take into consideration policy processes. These that comprise of:



Mr. Abu Zar

- Financial Resources
 - Human Resource
 - Right Person for right job
 - Financing multiple organizational changes through one allocation
 - Managing Trade-offs (winners and losers)
- Behavioural patterns are important for motivation through incentives and mitigating future political U-Turns.
 - Comprehensive policy involves clear understanding of structure, effects on other sub-system, proactive approach to handle spillovers and “Islands” of change. Reviewing policy to fit with complexity, be realistic, have built-in warning/alert mechanism, aligned with existing information systems and have clear responsibility definitions to analyse alerts are also important.

Cases

A total of four cases were taken which reflected successful and failed cases from both government and private sector. Same parameters were highlighted for each case to demonstrate the factors involved for success and failure. These parameters were, Ensure the Need, Provide a Clear Roadmap, Building internal support, Top Management Commitment, External Support, Proper Resource Provision, Institutionalize Change, Comprehensive Implementation and Review and Feedback. For the public sector it showed that the most important factors for success are ensure the need, provide clear vision, top management commitment and proper resource utilization, whereas, there was a total failure to build internal support, have top management commitment, proper resource utilization, institutional change and comprehensive implementation. On the other hand, private sector success story had high achievement level for all parameters except building internal support and external support. Failure was most predominantly due to ensure the need, building internal support, institutional change, comprehensive implementation and review and feedback.

Results and impact after implementation require time. However, the cases shows common and predominant factors for success are to ensure the need, provide clear vision, top management commitment and proper resource utilisation. Another factor is developing a

consensus, which requires feedback from all the stakeholders. In the public sector, receiving feedback on any policy at best is taken during policy formulation. Like in the private sector, there is usually no feedback during the implementation process. But even in the private sector and consensus is not taken all the times, lest there be panic and disruption of implementation process.

- Top management should be dynamic and well-acquainted with innovative ideas, and technology.
- A sense of collectiveness should be developed in public and private sectors to produce better results. Everybody should feel the collective ownership.
- Processes in government sector should be revised, and time accountability should also be done to quantify performance during a specific time frame.
- Processes in public sector should be made simple. They are robust, but too complex and time consuming.
- There are many, at times cumbersome, laws catering to implementation and accountability. However, legal framework should remain to strengthen the public-private partnership and successful implementation of policy.



Topic:	Policy Development – I, Strategy Formulation
Speaker:	Dr.Musadik Malik, Special Assistant to Prime Minister
Date:	12 June, 2015
Day-Session:	5-1

Objectives

1. What are the principles and assumptions of strategy formulation?
2. What are the kinds and approach to sound strategy formulation?

Following points were the centre of discussion in the session:

- Strategy will tell you how to get there, but not the destination or goals.
- Goals need to be well thought out.
- Strategies which are made in a vacuum are like mail without postal address.
- Devolution is a framework which does not tell about the overall objective of why there should be devolution
- Three cardinal principles in making a strategy are:
 1. Goals should be clearly stated;
 2. Fundamental questions should be clearly defined – “end-game”;and
 3. Strategy should be based on a value – USA values freedom, Sweden values, taxes and France values the state. What values do Pakistanis portray?
- A number of examples were given to illustrate the cardinal principles. The unsuccessful case of Kalabagh dam had two alternatives (water utilisation and storage). Lack of clean drinking tap water, the present security situation in cities and education (30% of budget and illiteracy not eradicating in 70 years) outcomes in the country all lack a clear vision and fundamental questions based on which needs could be addressed.



Dr. Musadik Malik

- The unique value proposition of public education as compared to private education is that it provides universal, free and uniform education.
- Civil servants' promotions are based on Annual Confidential Reports and not on performance.

Following points are the key assumptions while making strategy:

- Civil service officials, political leadership and beneficiaries all have their own interests. It is difficult to make strategy in such a condition; people who come at the top have a combination of competence and self-interest – a dangerous mix.
- Top-officials are not committed to the strategy and turf and political intrigues supersedes all national interest – for example 30% of budget in Punjabon education and zero outcome
- If you analyse enough data, you don't necessary get clear answers – data does not always identify/solve a social sector problem
- Strategy implementation almost always starts prior to its creation; there should be buy-in of people who implement the strategy; it is difficult to implement the strategy if it is made in a vacuum.

Recommendation for building the civil service:

- self-interest should be subservient to national outcomes;
- civil services should be made competitive – civil servants should compete with all sectors (corporate, civil society, etc.) for promotion or entry into civil service based on performance in their respective fields.

NGO sector has the following limitations:

- resource allocation per outcome is wasteful;
- there is substantial number fudging to show outcomes; and
- their scale is limited – there is depth, but lack of width

The participants were engaged in a thought provoking discussion where some differed with the presenter. It was disagreed that the state of Pakistan is as bad as the social sector outcomes showed during the past 70 years and that Pakistan has gradually done better as

compared to several decades ago. However, the disagreement was based on anecdotal successes rather than overall outcomes. The argument presented was that if overall indicators of social services and sectors show poor results then there must be something wrong in the approach towards strategy formulation, goals, fundamental questions and value.



Topic:	Policy Development – II, Strategy Formulation
Speaker:	Dr.Musadik Malik
Date:	12 June, 2015
Day-Session:	5-2

The second session dealt with an explanation of the kinds of strategy formulation, their importance in each case and approach of making a sound strategy. Questions and answers were exchanged during the course of the interactive session.



Strategy formulation is of two kinds:

- Condition driven strategy – short-medium term where current situation is analysed to address immediate problems
- Ambition driven strategy–long-term strategy formulation where the strategy is based on a vision and goal to address future concerns

Ambition driven strategy is used for nation building and asking the questions what will it take to reach the goal? What are the building blocks? Following are the steps for it:

1. Set future ambition
2. Analyse the current situation
3. Select strategy
4. Realise strategy

Ambition driven strategy gives alignment to the group for a goal – clearer the goal, better the strategy. In the case of Pakistan, the national interest is not clearly defined and in the wake of personal interest it is easily toppled over.

The approach to strategy was analogised with that of a rubber band where there is a need to establish creative tension. This creative tension is between a vision where asking the right questions applies (Who we are? What do we want to create?) and current reality (where we are today?). This establishment plays its part in resolving creative tension – translating high leverage actions (what key things must we do to reach our vision?) into accountabilities and measures (who will be responsible for ensuring we make progress in our actions?). Therefore, strategy is about making choices in not doing certain things and conveying this to stakeholders. This process is the head of the strategy formulation. In the scheme of things, the hand implements and establishes strategic control, where the heart obtains buy-in, train and manages momentum.

Ensuring that influence of external factors does not affect on ambition driven strategy requires uncertain situations should be kept in perspective for enabling a dynamic strategy, (as opposed to linearity). Linearity does not ensure a safe strategy for nation building. This was seen in the transition of narratives in history, when distant, autocratic attitude of rulers up until 1960s was changed in the 1970s to “roti, kapra and makan” slogan where the leader was informal in front of large crowds and common man access to the rulers. Similarly, 1980s had the theme of “chaadar aur chaardiwari” where conservatism prevailed. Only a dynamic strategy could have made the transition safe from one era to another. Linearity could not have predicted and adjusted itself to the transition.

Stories are important to show for social performance as well as data. It was discussed that things which define the quality of life are the most difficult to measure. Most parameters of values have been quantified and effort is being made globally to make indices for those values. The research that is going on today is to measure that which can quantify value called the quality of life indices. For education, if it is not creating the outcomes of value change in human beings then it is not meeting its objectives. It needs to create human beings with values. Images and stories are important in the case of tank man in China, which probably changed China forever. But we as a nation are neither creating such images nor measuring to

achieve the quality of life for people. What we are doing is reacting on what people like Imran Khan are saying in the form of Pak-China Corridor or Metro Bus Service. Reporting and cases are important provided we have a clear national goal to show for that.

With reference to the government “end-game ”Pak-China Corridor is priority for creating massive economic opportunities and generates employment. Both these factors would cater to the large numbers of youth and unemployment. This will carry over to value addition. In order to achieve this power and energy is required. For this, implementation of LNG power generation is planned by the government to make a successful case. LNG power generation would also create employment opportunities. With flailing institutions, incapable technical human resources to envision national projects, the best way is to utilise given resources, instead of inaction as inaction also incurs huge costs. Therefore, projects like Metro Bus Service and Orange line are planned. Otherwise, there is no clear national direction and things are happening in haphazard way.

Elaborating the case of LESCO revealed that it has 150 engineers in all and none is incorrupt. There are 1400 feeders in Lahore and there is none in which theft does not take place. The bill shoots up in the last four days of the month to adjust for losses. LESCO management is trying to focus one thing at a time. First it focused on receivables then it focused on losses. The next step is to focus on meter reading and outsourcing billing. There was a controversy of whether 32 kanals is required by LESCO to construct distribution grid. Whether as large an area of 32 kanals was required for building distribution grid became controversial. In the process of revamping LESCO a website is also being created which would show load shedding duration of all the areas of Lahore so that users could check for load-shedding discrimination among areas.



CLOSING REMARKS

By

Ms. Ammara Farooq Malik

It is a great honour for me to mention evaluation remarks of course participants for the 11th Executive Development Program that we attended from 8th- 12th June, 2015 at the Executive Development Institute of the National School of Public Policy.

The course was well formulated and comprehensively discussed the theme ‘Change but no change: Public Sector Dilemma’ in depth. Several key



Dr. Musadik Malik awarding certificate to participant

concepts and issues that supplemented the understanding of this theme were discussed and highlighted by the speakers selected for this course. Of these the discussion on concepts such as ‘who constitute the dominant elite’, ‘need for evidence based policy making’ and ‘the need for program development changes to be institutionalized’, amongst several others, kept the participants engaged in intellectually stimulating discussions.

I particularly found the discussions with Dr. Sarfaraz Khawaja, Dr. Rasul Baksh Rais and Dr. Hassan Askari Rizvi to be the most mentally stimulating towards the understanding of the Pakistani bureaucracy and bureaucratic culture.

The EDI program, with its blend of seasoned participants who themselves brought a wealth of knowledge and experience to the program, dispel popular misconceptions and helped in the better understanding of the problems of both the private as well as the public sector. Such programs help foster greater trust within sectors to develop more sustainable partnerships for development.

As the last speaker Dr.Musadik Malik pointed out, as a society we are prone to finding faults but not at finding solutions. In such a predicament, courses such as the Executive Development Program help foster the environment for dialogue and analysis for future roles that the private and public sectors can play together towards progress in the country. There are willing stakeholders from both sectors who wish to work together for progress in the country. They are willing to change the system for the better. But in order to improve the system, it is important to understand where we stand when we begin. The EDI program gives an excellent footing to the participants to this effect. And for this, I congratulate the Dean, Dr.Sarfaraz Khawaja and his team for creating a well-rounded and thought provoking program of excellence.



TOPICS RECOMMENDED FOR FUTURE COURSES

1. Human Security and Rule of Law
2. Public-Private Partnership
3. Leadership, Governance and Entrepreneurship
4. National Narrative and Citizen Engagement for Sustainable Development
5. Awareness on Legislature and Legal Framework for Citizen Empowerment
6. Entrepreneurship and Innovation Opportunities in Public Sector



OBJECTIVE EVALUATION

Evaluation Form				
Inquiry	Response Category	Percentage		
1- Do you think this course was useful for you?	Somewhat Useful	0		
	Quite Useful	54		
	Very Useful	45		
2- Was attending this training worth your time?	Moderate	8		
	Quite Useful	46		
	Very Useful	46		
3- How much information you can apply, presented during the course at your work place?	Moderate	0		
	Some of it	64		
	Most of it	36		
4- In your opinion, is “Change But No Change” A Public Sector Dilemma?	Yes	82		
	No	9		
5- If yes, did the course address the problem?	Moderately	46		
	Greater Extent	36		
	Comprehensively	18		
6- Please rate the course content on the following. (Place tick mark in the appropriate space.)	Fair (%)	Good (%)	Very Good (%)	
	In line with Objective	36	36	27
	Suitable to my level of experience	27	27	45
	Up-to-date and forward-looking	9	64	27
	Consistent with description	9	82	9
	Understandable	9	54	36
	Included sufficient examples	18	54	27
	Overall rating of workshop content	9	45	45
7- Please rate the course on the following items:	Fair	Good	Very Good	
	Organization	0	9	91
	Pace of delivery	0	27	73
	Audio Visual?	0	27	73

8. Please rate the course on the following items:			
	Fair	Good	Very Good
a. Use of Instructional aid	9	82	9
b. Creating interest in topic	0	73	27
c. Involvement of participants	0	27	73
d. Reading Material	45	36	18
9- Of the following topics, how many of these were most useful to you?			
	Percentage of Most Useful Topics		
1. Institutional Decline in Public Sector: Myth or Reality? Dr.Belal A. Khan	36		
2. Public Private Partnership: Dr.Rasul Bakhsh Rais	82		
3. Higher Education as a Case Study: Prof.Dr. Mukhtar Ahmed	36		
4. Punjab Information Technology Board: Mr. WaqarNaeem Qureshi	36		
5. Why Policy Not Implemented as Designed? Dr. Hasan Askari Rizvi	73		
6. Changing the Contours of Policy Implementation: Mr. Abu Zar	18		
7. Strategy Formulation: Dr.Musadik Malik	82		
10- How would you rate the following?			
	Fair	Good	Very Good
a. Snacks at break	0	27	72
b. Meals	0	36	63
c. Lodging	9	9	36
d. Parking	0	9	72
e. Service	0	9	90
11- Should this kind of course need to be organized again?	Response Category	Percentage	
	Yes	100	
	No	0	
12- Would you recommend this course to others?			
	Yes	100	
	No	0	
13- How would you rate the course over all?			
	Average	0	
	Good	46	
	Excellent	54	

14 Any Suggestion for Improvement

- NIPP should not conduct this course in June.
- It was great. Next time let's also have some more case studies so that active research can be imparted. Action research is important.
- An excellent program, in terms of topics for discussion
- Discussion would remain focused on the subject
- Considering the seriousness of the topic participants must be carefully selected so that they meet the objectives of the course and can add value to discussions and course content.
- Next time new topics can be discussed.
- Reading material of all lectures should be supplied to the participants before lecture presentations. Persons from the local banks should also be invited.
- Seminars for a day or two may be one solution to bring the change if the participants are real stakeholders (academicians,/researchers,/practitioners); success stories can be presented through resource persons.



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Executive Program

“CHANGE BUT NO CHANGE: PUBLIC SECTOR DILEMMA”

June 08-12, 2015



Executive
Development
Institute



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