

# Prospects and Options for Upgrading NSPP and Constituent Units:

A National University of Public Administration

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## Abstract

This study reconnoiters the avenues of awarding a degree by NSPP after the completion of training programmes for civil servants. The objective of this research is to explore different prospects and options for upgrading NSPP and its constituent units into a National University of Public Administration. Instead of going into philosophical discussions on historical background of trainings of civil servants and their evolution as per needs of different eras, this study remains focused on the training regimes of civil servants in Pakistan since establishment of NSPP in 2005 and identification of practical steps which are required for upgrading NSPP into a degree awarding institute. This study primarily uses mixed method approach in answering the research question. This research presents a series of recommendations and considerations for policymakers and the management of NSPP about necessary steps to be taken including preparation and approval of well-thought-out charter, revamping of syllabi of different trainings to synchronize them with the course-work requirements of HEC, recruitment of faculty members with requisite qualification etc.

**Keywords:** NSPP, university, public administration, bureaucracy.

## 1. Introduction

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Public good refers to a commodity or service that is made available to all members of society like law enforcement, national defence, communication infrastructure, provision of clean air and clean drinking water etc (Kindleberger, [1982](#); Kaul & Mendoza, [2003](#)). It is the primary responsibility of the government to provide these goods to citizens of the state (Fernando, [2022](#)). Hence, efficient provision of “public goods” is an indicator of efficient government. In this contemporary world, the state can only deliver if people serving as part of it have the motivation and capacity to do so. Bureaucracy is perceived to be the integral mechanism and system for the effective state functioning in any state. It provides continuity in governance and management of public affairs (Ahmad & Salam, [2016](#)).

For a country as diverse and densely populated as Pakistan, a well-functioning and effective bureaucracy is fundamental to state capacity and becomes even more imperative to meet the growing needs of its citizens. Fortunately, the Government of Pakistan is cognizant of the importance of civil service training and the advantages accrued by equipping talent through timely interventions in professional development (Akif & Khan, [2005](#)). This cognizance is established through the attention being given to training by both the Ministry of Planning, Development, and Special Initiatives (MoPDSI), and the Federal Task Force on Civil Service Reform (Ministry of Planning, Development and Special Initiatives, [n.d](#)). Since inception in 1947, different governments in Pakistan have adopted different ways and means to enhance capacity of civil servants through different methodologies. One of the premier methodology for capacity-building of civil servants has always been impartment of arduous pre-service and in-service trainings (Shaikh, [2022](#)). Although different strategies had been adopted in different eras to make these trainings more structured and result-oriented yet a landmark decision in this regard was taken when NSPP was established on 15<sup>th</sup> of March 2005 under the NSPP Ordinance of 2002 with a broader scope and mandate (National School of Public Policy, [n.d](#)). NSPP is the apex organization for in-service training of civil servants in Pakistan (National School of Public Policy, [n.d](#)) which imparts promotion-linked trainings to civil officers of BS-18, 19 and 20. However, these trainings are not linked with impartment of any academic degree, rather, at the conclusion of such trainings, participation certificates are awarded to the participants who successfully complete the requirements of the training.

This study explains the avenues of awarding a degree by NSPP after the completion of training programmes for civil servants. In this regard, instead of going into philosophical discussions on historical background of trainings of civil servants and their evolution as per needs of different eras. This study discusses the level of degree which should be awarded to civil servants, its modus operandi as well as potential benefits and drawbacks associated with this practice. Concurrently, potential drawbacks, such as the exclusion of non-degree holders, potential skill gaps, and an overemphasis on theoretical



knowledge have been examined and assessed. This research also describes current practice of NDU as well as certain international examples where degrees of MS are imparted upon participants after successfully completing relevant training courses.

Similarly, civil servants with vast domain specific experience and necessary level of academic qualification will be eligible to join different universities to teach theory and practice of public administration to young students which will have positive impact on the quality of the university graduates in the discipline of Public Administration. Hence, the question of whether NSPP should become National University of Public Administration and award MS/M.Phil degree in Public Administration to all those participants who successfully complete MCMC, SMC and NMC is warranted in this research. To achieve this purpose, this research presents a series of recommendations and considerations for policymakers and the management of NSPP about necessary steps to be taken including preparation and approval of well-thought-out charter, revamping of syllabi of different trainings to synchronize them with the course-work requirements of HEC, recruitment of faculty members with requisite qualification etc.

### 1.1. Statement of Problem

National School of Public Policy (NSPP) is the premier training institute of Pakistan which imparts promotion-linked, in-service trainings to mid-career & senior level civil servants. However, unlike some national and international practices, these trainings are not linked with impartment of any academic degree, rather, at the conclusion of such trainings, completion certificates are awarded to the participants who successfully complete the requirements of the training. Hence, currently, there is no mechanism available which can serve as an apparatus to establish a standardized framework for civil servants and contribute to increased capacity and performance within the civil service by enhancing motivation amongst participants and improving overall competence.

### 1.2. Research Questions

1. Despite a comprehensive mandate for training and capacity building of civil servants, why NSPP has not been able to transform itself into a degree-awarding institution?
2. How can the challenges be overcome to upgrade it from a School to a University?

### 1.3. Significance of study

This study is significant in a sense that it thoroughly examines different

prospects and options for upgrading NSPP and its constituent units into a national university of public administration. It also discusses the level of degree which should be awarded to civil servants, its modus operandi as well as potential benefits and drawbacks associated with this practice. Hence, it will assist policy makers as well as the management of NSPP about necessary steps coveted to be taken for upgradation of NSPP into a degree awarding institute.

#### 1.4. Scope of study

Instead of theoretical, philosophical and historical discussions on trainings of civil officers and their evolution as per needs of different eras, the scope of this study remained focused on the identification of additional requirements necessary to be fulfilled for upgradation of NSPP, and its constituent units, into a degree awarding university in the field of public administration after considering different pros and cons of mixing academic and training streams under one umbrella. Similarly, it remained restricted to mandatory promotion-linked trainings imparted at different constituent units of NSPP and did not discuss pre-service or non-promotion-linked in-service trainings of civil servants.

## 2. Literature Review

Since this study remained focused on the analysis of the subject-matter pertaining to the upgradation of NSPP & its constituent units into a degree awarding institute, hence peer-reviewed and grey literature was not readily available. However, effort was made to review as much relevant literature as possible.

With respect to attaining the status of degree awarding status in Pakistan, the role of Higher Education Commission (HEC) of Pakistan is critical in facilitating and promoting research in Pakistani institutes by offering a framework and systematic procedure (Fatima et al., [2020](#)). For upgrading an institute to university level, the HEC generally focuses on faculty development; access; promoting excellence in learning and research; and relevance to development. However, inculcating all these parameters in a training institute remains concern for many head of institutes (Higher Education Commission, [n.d](#)).

There are many training institutions which are offering academic courses but are accounted mandatory for promotion, hence, an urge developed among the institutes to award degrees to the successful candidates who have been through the process (National Defence University, [n.d](#)). There are different models where degrees can be awarded to participants of training institutes in the world (Belfield & Bailey, [2017](#)). The advantages perceived to be that by “integrating certifications into degree programs could be an opportunity for institutions to increase the value of both credentials—certifications and degrees—for the



students who earn them” (Prebil & McCarthy, [2018](#)).

Within the context of Pakistan, one of the most prominent works on reforming the structure of civil service in Pakistan is a study authored by Dr. Ishrat Hussain, for the National Commission for Government Reforms (NCGR) (Hussain, [2019](#); Hussain, [2012](#)). While the report covers the entire domain of civil service in Pakistan and speaks about reforming overall civil service, it particularly addresses the need to reform and improve the training system to make it more responsive to government needs (Hussain, [2007](#)). Among these reforms initiatives, it was urged that training modules of the civil servants to be revisited and hence, drastic steps were taken to upgrade the training modules and making it fit for the governance and public policy challenges confronting the bureaucracy in Pakistan (Khurshid, [2006](#)).

For improving the quality of training, different suggestion have been forwarded by the technical expertise of civil servants in the country (Zubair et al, [2021](#)). Hence, the guiding principal for training institutions has to be quality of training imparted to civil servants in order to lead to improvements in their knowledge and performance (Iqbal, [2004](#)). One way is to attract high caliber staff/faculty at training institutes by providing the right incentives. The report by International Crisis Group also highlights this concern (International Crisis Group Report, [2010](#)). Instructors do not view these faculty positions as desirable. The reports suggest this can be achieved by extending the model operational at NSPP - in terms of salaries and perks offered - to other training institutes. Extra points may be given to officers that join as a faculty hence, linking this to their promotion.

In order to expand the scope of training, the NCGR report also emphasizes on providing trainings to ex-cadre officers who — in their entire career - do not receive any "systematic training" to help them develop new skills and acquire knowledge of modern techniques. Just like management training, professional training can also be linked to promotion to the next grade and made mandatory at both the federal and provincial levels. Moreover, their technical skills also need to be continuously upgraded. The report by International Crisis Group reiterates this point and the need for formal training of ex-cadre officials. The report further suggests expansion of foreign study programmes for grade 17 officers in pursuit or a postgraduate degree aimed at supplementing their existing training with cross-country learning (Rana, [2019](#)).

Regarding improving governance of the training system, the NCGR study also recommends ensuring all training institutes remain autonomous and responsible for maintaining the standard of service delivery and capacity to deliver. The training institutes should also have the autonomy to design courses, spend their allocated budget, and manage general operations. The concerned Minister or Secretary may chair the Board to maintain links with the department or ministry concerned.

Similarly, Banuri (2003) throws light on the overall framework of NSPP including its uniqueness as an umbrella institute of different training institutes of federal governments besides suggesting ways and means to NSPP management about recruitment of faculty, selection of different course offerings etc. Ministry of Planning, Development and Special Initiatives (n.d) discusses in details different regimes of trainings being imparted at different training institutes of Pakistan as well as the challenges attached thereto. It also highlights different local and international practices with respect to training institutes and delve deep into genesis of NSPP, its vision, mission and different strategies for improvement in training regime of civil servants. Consistent efforts are underway to thoroughly revamp the NMC and its impacts on overall ecosystem of training for making it fit for equivalent / acceptable for degree awarding status by the HEC and improving the governance and public service delivery in the country (Afaqi, 2020).

## 2.1. Organization of Paper

This paper is mainly divided into five sections for suave reading experience. **Section-I** provides overview of NSPP and its Constituent Units along with the analysis of the course-work during trainings being imparted at different constituent units of NSPP to civil officers belonging to different occupational groups, services and departments of federal and provincial governments of Pakistan. it also describes all the pros and cons associated with the idea whether NSPP should be upgraded into NUPA or not. **SectionII** deals with detailed comparison of the curricula of trainings imparted by NSPP with that of MS in Public Administration, duly approved by HEC, being taught in selected universities. **Section-III** deliberates upon the requirements of HEC for registration of any institute as university and current scenario of NSPP with respect to its preparation for upgradation into a public sector university. **SectionIV** conducts analysis of the efforts made so far for upgrading NSPP into NUPA. **Section-V** discusses different models of training institutes, local as well as foreign, which award academic degrees to their graduates. **Lastly**, the paper concludes the discussion and gives recommendations about practical steps to be taken for upgrading NSPP & its constituent units into a National University of Public Administration.

## 3. Research Methodology

The following research methodology was used in this paper.

### 3.1. Research Design

To have a deep insight, this research used “**mixed method approach**” so that quantitative and qualitative data may collaborate mutually.

As a technique of quantitative method, survey was conducted. Survey tool used was structured questionnaire. Questions were framed in a way to get first-

hand knowledge about the educational background as well as the desire of the participants about getting degree after completion of their promotion-linked trainings. The population of the survey were participants of 33rd SMC and 37<sup>th</sup> MCMC undertaking the on-going training at NIM Lahore. Convenience sampling strategy was used during the said survey by approaching the whole batches of the said courses which included officers from different ministers, departments and organizations.

### 3.2. Data Sources

Data sources of this study included primary sources and secondary ones. Since, it heavily relied on primary sources, therefore, a combination of semi-structured and unstructured interviews, questionnaire surveys, observation and document analysis were used to find answers to research questions. Primary sources belonging to policy making echelon of variety of organizations, including, but not limited to, HEC, HED Punjab, NSPP, NDU were interviewed in detail. Similarly, the information gathered during interview of the faculty member of Maxwell School of Citizenship and Public Affairs, Syracuse University, USA (conducted in 2020) on the subject of partnership with training institutes was also used because study model and traditions of Syracuse University had been borrowed by PASC in 1960 and retained by NMC (National School of Public Policy, [n.d](#)). Likewise, primary sources also included internal reports of NSPP, including policy paper, strategy paper, minutes of the meetings, intra-research reports, working papers of different conferences, miscellaneous correspondence etc. Moreover, official documents were procured by using Right to Information Act, where needed.

Secondary sources included peer reviewed and grey literature on the subject matter.

### 3.3. Data analysis techniques

The gist of different research methods/tools/techniques adopted during different phases of this study is given below:

- a) For thorough understanding of the subject-matter, the tools of discussion with research supervisor, framing of statement of problem with research questions and literature Review was used.
- b) For gap analysis, the tools of interviews, perusal of official documents, peer reviewed and grey literature as well as problem analysis tree were used.
- c) For situation analysis, internal factors were examined through SWOT analysis and external factors were examined through analysis of local and international practices in vogue in different training institutes.
- d) For extraction of outcomes from situation analysis, logical approach

was used along with discussion with research supervisor.

e) Recommendations were made by using tool of objective analysis tree.

### 3.4. Limitation of study

Owing to dearth of time, the sample size for survey and interviews was small. Likewise, convenience sampling strategy was adopted due to paucity of time and easy accessibility of the population of the survey.

## 4. Section-I: Overview of NSPP, Curricula of Trainings and Viability of its Upgradation into NUPA

### 4.1. Overview of NSPP

The National School of Public Policy (NSPP), Lahore, is the premier institution for the training of civil servants in Pakistan. The school imparts compulsory, promotion-linked trainings to civil servants through their entire career cycle. Currently, policy related, strategic, operational, and tactical trainings are provided beginning with Basic Scale-18 officers up to Basic Scale-20 officers who are transitioning to the highest level of public policy making (National School of Public Policy, [n.d](#)).

Building on the strength of Pakistan's existing training mechanism, the NSPP was established on the 15<sup>th</sup> of March 2005 under the NSPP Ordinance of 2002 with a broader scope and mandate. The ordinance merged the Pakistan Administrative Staff College, now the National Management College (NMC), with the five provincial National Institutions of Public Administration, now National Institutes of Management. Initially, Civil Services Academy (DMG Campus) was also made constituent unit of

NSPP, however, it was detached from it in 2017 (Ministry of Planning, Development and Special Initiatives, [n.d](#)). The primary idea behind creating NSPP was that the quality of bureaucracy in various areas of work was believed by many to have deteriorated in quality at a time when the nature and complexity of challenges had expanded immensely.

In addition, it was thought that the 'training as usual' for the civil servants was no longer of the desired quality to meet the ever growing needs of national, regional and global challenges being faced by Pakistan (National School of Public Policy, [n.d](#)).

Currently, the organization chart of NSPP is given at figure 1.1.

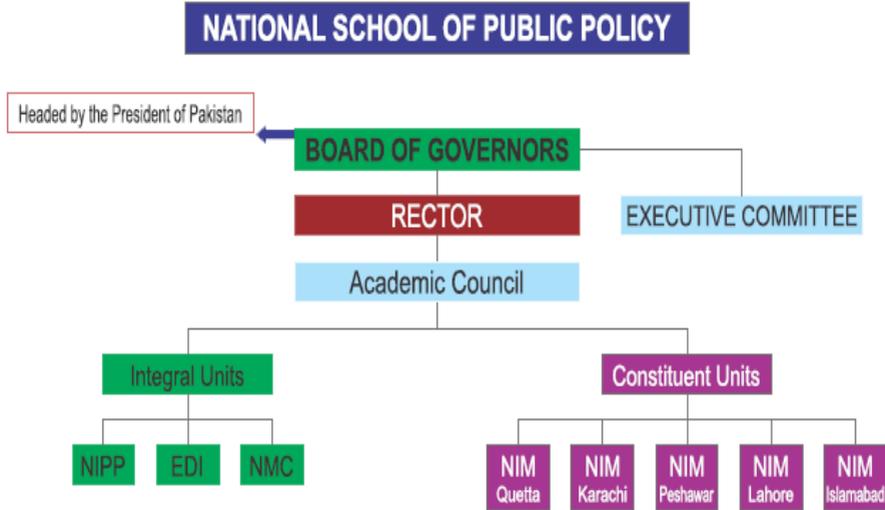
Before proceeding further, it is highly relevant to briefly describe the roles and responsibilities of different units of NSPP so that it may provide an overall picture of the functions being performed by NSPP.

### 4.2. Integral units of NSPP



The integral units of NSPP are as follows:

**Figure 1**  
*Organizational Chart of NSPP*



*Note:* National School of Public Policy ([n.d](#))

### 4.3. National Institute of Public Policy (NIPP)

NIPP is devoted to multidisciplinary research on the themes related to public policy. It mainly focuses on the domains of governance, government and public service. It not only coordinates research activities in affiliated and integral institutes of the NSPP to improve the features of on-going research, but also initiates and develops programmes of its own, both short-term and long-term. The purpose of the NIPP is 'to serve as a research institute for the Federal Government on matters of Public Policy and to advise the Federal Government on such policy matters as referred to it' (National School of Public Policy, [n.d](#)).

### 4.4. Executive Development Institute (EDI)

EDI is entrusted with the following two-fold tasks:

- a) Conducting short courses on current issues of relevance for public policy and governance;
- b) Conducting policy dialogues on relevant critical issues.

EDI brings together on one platform senior professionals from public, private sector and the academia (National School of Public Policy, [n.d](#))

## 4.5. National Management Wing (NMW)

The National Management Wing conducts National Management Course (NMC) for BS-20 Officers, (a course that was previously held at Pakistan Administrative Staff College, Lahore) and is a pre-requisite for promotion to BS-21 (National School of Public Policy, [n.d.](#)).

### 4.5.1. Constituent Units

The National Institutes of Management, Islamabad, Lahore, Peshawar, Karachi and Quetta are tasked with the responsibility of organizing Mid-Career Management Course (MCMC) for BS-18 officers due for promotion to BS-19 as well as conducting Senior Management Course (SMC) for the officers of BS19 due for promotion to BS-20. The faculty of all the National Institutes of Management comprises a mix of officers belonging to various federal services and occupational groups having vast experience of their respective fields ((National School of Public Policy, [n.d.](#))).

From the above-mentioned discussion, it becomes clear that in order to consider options and prospects of upgrading NSPP into a degree awarding institute, an unfathomable analysis of the contents of study modules being taught during MCMC, SMC and NMC is required in addition to their comparison with curricula of MS in Public Administration, duly approved by HEC, being taught in selected universities.

### 4.5.2. Study modules of MCMC, SMC and NMC

Now, the courses offered during MCMC, SMC and NMC will be examined so that their equivalence with courses of MS in Public administration duly approved by HEC may be calculated. Broadly speaking, the courses offered during MCMC, SMC and NMC focus on different themes, keeping in view the requirement of the participants. The said training spectrum is explained in figure 1.2.

### 4.5.3. Conversion of study hours into credit hours

It is important to highlight that, as per HEC guidelines, sixteen study hours are equal to one credit hour (Shah, M.I, personal communication, July 11, 2023). The conferment of skills in social sciences and practical work in science subjects are also quantified in the same manner by HEC. As per guidelines of HEC, NUST quantifies the “firing skills” of PMA cadets in the same manner while awarding them degree of Bachelors in Military Art and Science (BMAS) (Jamil, D. A, personal communication, July 18, 2023).

**Figure 2**



*Training Spectrum of NSPP*



Note: National School of Public Policy, (n.d)

4.5.4. Study modules during MCMC

The aim of MCMC is to enhance participants’ knowledge and skills in practically relevant and job specific core functional areas and to develop their leadership potential so as to optimize efficiency, effectiveness, and economy in public service processes for better service delivery so as to create public value and win public trust (National institute of management, n.d). It is a mandatory course for promotion of civil officers from BS-18 to BS-19. Its duration is fourteen weeks which is split into two parts. The duration of first part is ten weeks which is completed at relevant NIM by the participants while the duration of second part, known as “domain specific MCMC”, is four weeks which is completed at relevant Specialized Training Institute (STI) by the participants. The modules of first part of MCMC are as follows:

**Table 1**  
*Study modules of MCMC*

Modules	Module Name	Number of Events	Duration of Study (In Hours)
Module-I	Foundation Lectures	06	10.5
Module- II	Leadership and Management Skills	07	21.5
	Human Resource Management	05	10.5
Module-III	Public Financial Management	04	9.5
Module- IV	Public Procurement	02	15

Modules	Module Name	Number of Events	Duration of Study (In Hours)
Module-VI	Project Development and Management	05	14.5
Module-VII	Public Service Ethics in Governance	02	4.5
Module-VIII	Interface with Stakeholders	05	11.5
Module-IX	ICT and E-Governance	10	18
Module-X	Research and Research Methodology	04	19.5
Total		50	135

Note: (NIM, [n.d](#))

#### 4.5.5. Conversion of duration of study of MCMC into Credit Hours

The study hours of MCMC can be converted into credit hours by using the following formula:

$$135/16 = 8.4 \text{ Credit hours}$$

The modules of domain specific MCMC (4 weeks) are different for officers of different occupational groups/services, keeping in view the specific requirements of the officers of the particular groups/services. However, study hours of domain specific MCMC have not been discussed here because, currently, domain-specific MCMC is conducted by STIs which are not the constituent units of NSPP (Government of Pakistan, [2023](#)).

#### 4.5.6. Study modules during SMC

The aim of SMC is to enhance the capacity of potential BS-20 officers for effective public service delivery through acquisition of principle core competencies of evidence-based decision making and problem solving to contribute significantly to the following:

- Assisting Evidence Based Policy Formulation
- Strategizing Policy Implementation
- Analyzing Qualitative and Quantitative Data / Information
- Managing all Resources (Tangible & Intangible)



## 4.6. Team Building

It is a mandatory course for promotion of civil officers from BS-19 to BS-20. Its duration is sixteen (16) weeks which is completed at NIM (National Institute of management, [n.d](#)). Its studies modules are as follows:

**Table 2:**

*Study modules of SMC*

Modules	Module Name	Number of events	Duration of Study (In hours)
-	General Events	05	10
Module-1	National Environment: Internal and External Dynamics	15	24
Module-2	Impact of Diversity and Evolution of Pakistani Society on Administration and Service Delivery	17	27
Module-3	Economics and Financial Management at Operational Level	19	31.5
Module-4	Issues of Operational Effectiveness within Governance Framework	13	33.5
Module-5	Research Methodology and its Application	09	29.5
Module-6	Study Tours-Field Research	10	58.5
Module-7	Information & Communication Technology (ICT)	08	13.5
Total		96	227.5

*Note:* National Institute of management, ([n.d](#))

#### 4.6.1. Conversion of duration of study of SMC into Credit Hours.

- i. As per HEC guidelines, sixteen study hours are equal to one credit hour (Shah, M.I, personal communication, July 11, 2023). Hence, the study hours of SMC can be converted into credit hours by using the following formula:
- ii.  $227.5/16 = 14.2$  Credit hours

#### 4.7. Study modules during NMC

The aim of the National Management Course is to enable senior officers of the Federal and Provincial Civil Services, friendly countries (allied participants), armed forces and senior executives from the private sector to understand factors bearing on formulation and implementation of public policy, with a view to preparing them for assignments at national policy level (National management course, [n.d](#)). These aims are achieved through a sixteen weeks rigorous training at National Management College, Lahore. In addition, a few officers undertake the National Security Course at National Defense College (NDU) instead of joining National Management College, Lahore. The successful completion of any of these two types of trainings is mandatory for promotion to BS-21.

**Table 3**

*Study modules of NMC*

Modules	Module Name	Number of events	Duration of Study (In hours)
Module-1	Public Policy: Concepts and Practices	10	21
Module-2	Foreign Policy and Trade Diplomacy	05	11
Module-3	Public Service Management in the Context of Socio-Cultural Dynamics of Pakistan	09	17
Module-4	Economics and Finance for SocioEconomic Development	12	27
Module-5	Governance with Focus on Strategic Management and Leadership	06	31



Modules	Module Name	Number of events	Duration of Study (In hours)
6	Module- Research based activities	-	-
7	Module- Field Study Tours	-	-
8	Module- IT Based Solutions for Effective Governance	08	17
9	Module- General Events	17	40.25
<b>Total</b>		<b>67</b>	<b>164.25</b>

Note: National Management Course, ([n.d](#))

#### 4.7.1. Conversion of duration of study of NMC into Credit Hours

The study hours of NMC can be converted into credit hours by using the following formula:

$$164.25/16 = 10.27 \text{ Credit hours.}$$

Hence, the situation of all the three promotion-linked trainings conducted under the umbrella of NSPP with respect to credit hours is as follows:

**Table 4**

*Summary of credit hours of trainings*

Sr. No.	Course	Study Hours	Credit Hours
1	MCMC	135	8.4
2	SMC	227.5	14.2
3	NMC	164.25	10.27
<b>Total</b>		<b>526.75</b>	<b>32.87</b>

Note: (National Management Course, [n.d](#)), (National Institute of Management, [n.d](#)), (National Institute of Management, [n.d](#))

#### 4.7.2. Pros and Cons of NSPP with Respect to its Upgradation into a University

At this juncture and before moving forward, it is essential to analyze the pros and cons of the idea of upgrading NSPP into National University of Public Administration (NUPA).

#### 4.8. Legal Framework

It is one of the functions of NSPP to act as a degree awarding institute. Section 4 of The National School of Public Policy Ordinance, 2002 reflects the functions of NSPP. In this regard, Sec. 4 (j) of the *ibid* Ordinance states that one of the functions of NSPP is:

“To develop standards, conduct examinations and to award degrees, diplomas, certificates and other academic distinctions to persons who have been admitted to and have passed its examinations under prescribed conditions”

##### 4.8.1. Dynamics of NSPP for Upgradation into NUPA

For this purpose, the tool of “SWOT analysis” is being used so that all dimensions of the said idea may be explored and a well thought-out proposal may be made. The said analysis is as under:

#### 4.9. Strengths of NSPP in upgradation into NUPA

- **Infrastructure:** NSPP already has the necessary infrastructure in place, such as lecture halls, libraries, and administrative buildings. This provides a strong foundation for upgrading it into a university without the need for significant additional investment in infrastructure. These facilities can be seamlessly integrated into the expanded university, minimizing wastage and ensuring efficient operation.
- **Financial support:** NSPP has a constant financial support from government. Officers are sent for promotion-linked trainings by different ministries of federal government and departments of provincial governments along with transfer of training fee to NSPP. The current status of training course fee is as under:

#### **Table 5**

*Training courses and their fee*



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Sr. No.	Name of Training Course	Fee (Rs. Per participant)
1.	MCMC	230,000
2.	SMC	350,000
3.	NMC	15,50,000

*Note:* (Government of Pakistan, [2023](#)); (Government of Pakistan, [2023](#)); (Government of Pakistan, [2023](#)).

An overview of the fiscal profile of NSPP for the financial year 2020-21 shows the following picture:

**Table 6**

*Budget Allocation for Financial Year 2020-21*

Name of Units	Original Budget	Rs. approp. (+)	Rs. Approp. (-)	TSC	Surrender (-)	Actual Budget
NSPP	2,62,050					2,62,050
PASC Lahore	2, 18,050					2,18,050
NIM Lahore	2, 14,700	2,000	2,000	13,325		228,025
NiM islamabad	51,480					51,480
NIM Karachi	1,63,220			33,024		1,96,244
NIM Peshawar	1,09,220			14,261		1,23,481
NIM Quetta	97,350			13,260		1,10,610
<b>Total</b>	<b>11,16,070</b>	-	-	<b>73,870</b>		<b>11,89,940</b>

*Note:* (NSPP, [n.d](#)), (Amount in PKR. Rs.'000')

**Table 7**

Actual Expenditure During Financial Year 2020-21

Name of Units	Pay and Allowances	Operating Exp.	Employees Retd. Benefit	Loan and Advances	Physical Assets	Repair and Maintenance	Total
NSPP							
Lahore	2, 19,844	20,972	14,156	0	2,542	4, 536	2,62,050
PASC							
Lahore	1,39,182	18,930	45,874	4,944	1,632	7,488	2,18,050
NIM							
Lahore	1,40,675	8,834	70,650	0	1,857	6,009	2,28,025
NIM							
Islamabad	44,000	6,660	0	0	0	820	51 ,480
NIM							
Karachi	1,20,280	9,785	64,744	0	785	650	1,96,244
NIM							
Peshawar	79,203	10,925	33,058	0	156	139	1,23,481
NIM							
Quetta	90,244	7,361	10,205	811	0	1,989	1,10,610
Grand Total	8,33,428	83,467	2,38,687	5,755	6,972	21,631	11,89,940

Note: (NSPP, [n.d](#)), (Amount in Pak. Rs.'000')

Similarly, a project of "Institute of Strengthening and Augmentation of Training and Research facilities of National School of Public Policy, Lahore" with the approved cost of Rs. 722.27 (Million) is being reflected amongst the "Active PSDP Projects" of Establishment Division, Islamabad (Government of Pakistan, [2023](#)). The aim of this project is to position NSPP for attaining its potential as a store house of new ideas for policy formulation, a knowledge repository and a center of excellence for capacity-building of civil servants (NSPP, [n.d](#))

Hence, NSPP has hybrid model of funding i.e., amalgamation of supplier-funded model (in which the training institute is funded directly by the government) and buyer-funded model (in which the administrative unit, e.g. a department, allocates funds for training). The experience of the Eastern Bloc countries, Albania, Armenia, Hungary, Latvia, Lithuania and Slovenia, shows that a mixed funding system reaps the greatest benefits (Ministry of Planning, Development and Special Initiatives, [n.d](#)).



#### 4.9.1. Experienced faculty

NSPP has a team of experienced trainers and instructors who have expertise in their respective fields. These trainers can form the core faculty of the university, bringing their extensive knowledge and practical experience to the academic programmes.

#### 4.9.2. Curriculum development

NSPP is adept at developing and delivering structured training programmes because of its vibrant academic council. This expertise can be leveraged to design and implement curriculum for various undergraduate and graduate programmes, ensuring that the university delivers high-quality education.

#### 4.9.3. International collaborations and partnerships

NSPP has signed many international collaborations with training institutes like China National School of Administration (CNSA), Beijing, China (2009); Ecole National D' Administration (ENA), Paris, France (2011); National School of Public Administration (Scuola Superiore Della Pubblica Amministrazione – SSPA), Rome, Italy (2011); The National Graduate Institute of Public Studies (GRIPS), Tokyo, Japan (2016); The Civil Service Commission, Maldives (2017); Sri Lanka Institute of Development Administration (SLIDA), Sri Lanka (2018) for keeping pace with comity of world (NSPP, [n.d.](#)).

#### 4.9.4. Industry connections

NSPP collaborates with government agencies, non-profit organizations, and private companies to provide training and capacity-building programmes. These existing connections can be used to establish industry partnerships for research projects, professional affiliations etc.

#### 4.9.5. Alumni network

NSPP has trained a significant number of professionals who hold influential positions in the government and public sectors. Upgrading it into NUPA can facilitate the establishment of a strong alumni network, which can contribute to the university's reputation and provide valuable support in terms of mentorship, job placements, fundraising etc.

#### 4.9.6. Strong governance structure

NSPP is governed by established regulations and frameworks, ensuring integrity, transparency, and accountability. These governance structures can provide a solid foundation for the university, promoting good governance and ethical practices in all aspects of its operations.

## 4.10. Weaknesses of NSPP in Upgradation into NUPA

### 4.10.1. Lack of prestige in postings

A relative lack of prestige attached to postings within training organizations also holds back the quality of training being imparted. In contrast to the military, where training postings are considered both prestigious and a stepping-stone in career advancement, civil service training institutes are considered 'temporary' postings, as bureaucrats attempt to negotiate better placements (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

### 4.10.2. Limited resources

Training institutes, across the board, are constrained by limited resources. Due to budgetary limitations NSPP and all the National Institutes of Management find it difficult to start new projects that involve monetary investments. Such constraints also hinder investments in physical infrastructure leading to inadequate physical space for lodging and sports facilities, out-dated books and lab equipment and human resource development. An incomplete auditorium building at NIM Quetta since the past decade, or insufficient building and hostel facilities at rented premises for NIM Islamabad are some examples of where such constraints impact the quality of training (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

### 4.10.3. Land ownership issues

The land on which NSPP Main office, NMC and NIM Lahore is established is not in the name of NSPP. As per record-of-rights, this land is in the ownership of provincial government (Patwari, Mahal Mazang, 2022-23). Similarly, the matter of transfer of ownership of the lands to NUPA on which NIM of Lahore, Peshawar, Quetta and Karachi have been built also requires thorough deliberation (The Gazette of Pakistan, [2017](#)).

### 4.10.4. Limited curriculum diversity

NSPP typically focuses on specific topics and skillsets that are directly related to public administration and civil service jobs. Transforming it into a university may limit its ability to offer diverse academic programmes across various disciplines (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

### 4.10.5. Limited research opportunities

NSPP primarily focuses on practical training and skill development, it may lack the necessary research infrastructure and culture to foster academic research. Universities, on the other hand, have a strong emphasis on research, which may be challenging to develop in a transformed training center (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

#### 4.10.6. Transition challenges

Transforming NSPP into a university involves a significant transition process, including obtaining necessary accreditations, hiring qualified academic staff, establishing academic departments, developing administrative systems etc. Managing this transition effectively can be challenging and time-consuming.

#### 4.10.7. Governance and administrative structure

Traditional universities have well-developed governance and administrative structures, including academic senates, boards, and administrative departments. Adapting the governance and administrative structure of NSPP to meet the requirements of a university can be complex and require significant organizational change.

### 4.11. Opportunities for NSPP in Upgradation into NUPA

#### 4.11.1. Expanded academic programmes

Upgrading NSPP into NUPA would provide an opportunity to diversify the range of academic programmes offered. This would broaden the spectrum of participants of different trainings. NUPA would be capable to undertake variety of courses like the National School of Government (NSG) of United Kingdom which offers over 300 open learning programmes that include short term as well as long term courses. The purpose of these courses is to enhance the required skills and knowledge of civil servants. Further, NSG also provides a variety of e-learning programmes. Availability of online learning tools allows participants to develop their skill set and knowledge through NSG's virtual school (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

#### 4.11.2. Specialized focus

Upgrading NSPP into NUPA will enhance the capacity of civil servants to understand the basic philosophical concepts of public administration, governance, and related fields.

#### 4.11.3. Transfer of knowledge

Civil servants with vast domain-specific experience and necessary level of academic qualification will be eligible to join different universities to teach theory and practice of public administration to young students which will have positive impact on the quality of the university graduates in the discipline of Public Administration.

#### 4.11.4. Engagement with private sector

Engagement with private sector would enhance as private sector expertise can complement the study modules to be taught in NUPA and help them meet their objectives more effectively and efficiently. In this regard, it can be learnt that The Singapore Civil Service College maintains strong linkages with local

organizations — client organizations, academic institutions and other stakeholders — as well as regional and international institutions

(more than 14 in No.) to share and get new findings of research and other innovations (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

#### 4.11.5. Enhancing research capabilities

Transforming NSPP into NUPA would create the opportunity to establish a research-oriented culture within the institution. This can attract faculty and researchers who are keen on pursuing research projects, collaborations, and publication opportunities, thereby enhancing the institution's research capabilities.

#### 4.11.6. Collaboration with government agencies

Upgrading it into NUPA will further strengthen its relationships with government agencies, providing opportunities for collaborative research projects, internships, and placements for students. NUPA would be in a position to follow footsteps of Leadership Development Center (LDC) of New Zealand which offers advice and training programmes customized to the specific needs of senior managers in order to overcome the shortcomings of the public sector leaderships (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

#### 4.11.7. Grant funding opportunities

NUPA will be eligible for additional grant funding from government agencies, research foundations, and international organizations. This funding could be used to support research initiatives, infrastructure development, faculty development programmes, and student scholarships. Like Civil Service College, Singapore, it can generate its own revenue through consultancy services and training those outside civil services (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

#### 4.11.8. Increased reputation and recognition

Transforming NSPP into a university can enhance the institution's reputation and recognition within the academic community and society as a whole.

This can attract high-quality faculty and research partners, thereby further enhancing the institution's academic standing.

#### 4.11.9. International collaborations and partnerships

Becoming a university opens doors for international collaborations and partnerships. This can include student exchange programmes, joint research projects, faculty exchanges, and partnership agreements with universities and institutions worldwide. Such collaborations can enrich the academic experience and expose students and faculty to diverse perspectives and



knowledge.

#### 4.11.10. Continuing education and professional development

As a university, the institution can expand its offerings to include continuing education and professional development programmes. This can attract working professionals seeking to upgrade their skills and knowledge, providing a new revenue stream for the institution.

#### 4.11.11. Community engagement and public service

Upgrading NSPP into a university can provide opportunities for increased community engagement and public service initiatives. The institution can establish partnerships with local communities, government organizations, and non-profit organizations to address societal needs and provide research-based solutions.

#### 4.11.12. Attracting civil servants from abroad

A university status can help attract civil servants from abroad who are seeking high-quality education and training. Such civil servants bring cultural diversity, global perspectives and economic benefits to the institution and the local community.

### 5. Threats against NSPP in Upgradation into NUPA

#### 5.1. Diverse nature of participants

The diversity of the group of officers that undergo training may affect the process of awarding the degree after training. Civil officers have different educational qualifications, socio-economic backgrounds, professional experiences and personal preferences/aspirations etc. Not every participant would be able to undergo the rigorous course modules of MS in Public Administration (Ministry of Planning, Development and Special Initiatives, [n.d](#)).

##### 5.1.1. Absence of national training policy

The absence of a national training policy or framework makes trainings primarily checkboxes to meet promotion requirements rather than tools to equip civil servants for the various challenges they will face (Ministry of Planning, Development and Special Initiatives, [n.d](#)).

##### 5.1.2. Competition from established universities

NSPP after upgrading into a university will likely face competition from existing, well-established universities in the region. Owing to their old academic reputations, extensive networks, and resources, experienced faculty would be attracted more towards those than NUPA.

### 5.1.3. Financial sustainability

Transforming NSPP into a university requires substantial financial investment. Securing adequate funding to support the expanded infrastructure, faculty salaries, research facilities, and administrative costs can be challenging, particularly if the institution does not have a strong financial foundation.

### 5.1.4. Relevance of programmes

The relevance and demand for the expanded academic programmes offered by a transformed institution can be uncertain. Adequate research is necessary to understand the specific needs and interests of civil servants, ensuring that the programmes align with their expectations and career aspirations.

### 5.1.5. Regulatory and accreditation challenges

The process of upgrading a civil service training center into a university involves complying with regulatory requirements and obtaining proper accreditations. This process can be time-consuming and complex, potentially delaying the institution's ability to operate as a university.

### 5.1.6. Faculty recruitment and retention

Attracting and retaining qualified faculty members can be a challenge for a newly transformed institution. Established universities may be more attractive to top-tier faculty due to their resources, reputation, and research opportunities. The lack of experienced and well-qualified faculty can negatively impact the quality of education and research output. It would be especially difficult for training institutes in Quetta and Peshawar to tap into experts outside of those stations and hence would be constrained to rely on the pool available within those cities. Thus, getting faculty of highest quality would be a concern (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

### 5.1.7. Resistance to change

Stakeholders within the civil service training center, including staff and faculty may resist the transformation into a university. Resistance can stem from concerns about the impact on current operations, job security, and the potential loss of the NSPP's core mission and culture.

### 5.1.8. Limited physical infrastructure

Converting NSPP into a university may require significant physical infrastructure upgrades and expansions. Lack of sufficient space, classrooms, laboratories, and research facilities can hinder the institution's ability to offer diverse academic programmes and conduct high-quality research.

### 5.1.9. Transition management

The process of transforming NSPP (a civil service training center) into a university involves considerable organizational change. Managing this transition effectively can be complex and require significant coordination, communication, and strategic planning. Failure to manage the transition process can result in confusion, resistance, and disruptions to daily operations.

### 5.1.10. Strengthening linkages with departments

It is also critical to understand that trainings are imparted to civil servants to gain attitudes and skills in addition to knowledge only. Degree oriented training may not respond to the needs of the departments and efficient public service delivery (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

By applying the “*logical approach*” about the above-mentioned “*SWOT Analysis*”, it can safely be concluded if the idea of upgrading NSPP into NUPA is implemented, NSPP’s “strengths” and “opportunities” are more than its “weaknesses” and “threats”. Hence, it is, indeed, a viable idea to be processed further.

## **6. Section-II: Level of Degree to be Awarded and Comparison of Course Work of Different Trainings with Approved Curriculum of HEC**

The viability of the idea of upgrading NSPP into NUPA has been discussed in detail in Section-I, hence, the next logical step is to determine the following parameters:

- a) Which level of degree, bachelors or masters, in the discipline of public administration will be awarded by NUPA?
- b) Whether the course works offered during different trainings correspond to the requirements of HEC for the required level of degree or not?

### 6.1. Level of degree to be awarded by NUPA

To determine the level of degree as well as desire of the participants of training courses for getting the degree, a survey was conducted in which participants of 33<sup>rd</sup> SMC and 37<sup>th</sup> MCMC took part.

The results of the survey revealed the facts as mentioned in figures 2.1, 2.2, 2.3 and 2.4.

The results of the survey clearly indicate that overwhelming majority of the

participants not only possess master degrees from domestic and international universities but are also willing to undertake additional courses if MS degree is awarded at the culmination of promotion-linked trainings.

Hence, it can safely be concluded that if NSPP is upgraded into NUPA, it should consider conferment of MS (not BS) in Public Administration upon participants of trainings.

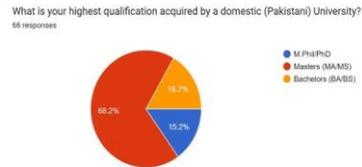
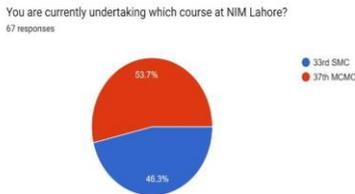
**Figure 3:**

*Target Population of Survey*

*Officers*

**Figure 4**

*Qualification of Under-Training*



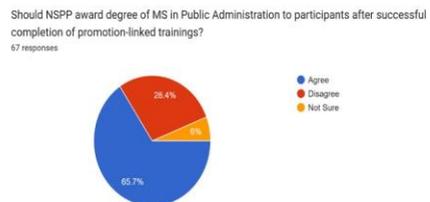
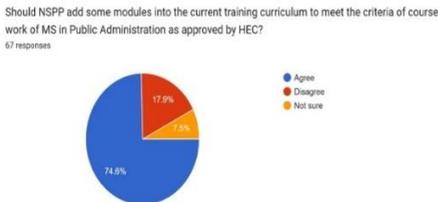
**Figure 5**

*View-point of Under-Training*

*Officers about Degree*

**Figure 6**

*Officers about Extra Course Work*



### 6.1.1. Comparison of course-work of promotion-linked trainings at NSPP with approved curriculum of MS in Public Administration by HEC

At this juncture, it is appropriate to compare the course-work of different training courses being imparted in different units of NSPP with that of approved curriculum of MS in Public Administration by HEC.

For this purpose, firstly, let's cast a glance at the approved structure and



curriculum of MS in Public Administration by HEC.

### 6.1.2. Broad structure of MPA/MS/MPhil in Public Administration

The broad structure of MPA/MS/MPhil in Public Administration (4 Semesters / 2-Year Programme) is that it is a 30 to 36 credit hours programme after 16 years of relevant education. It is research oriented degree comprising 24 credit hours of course work and 6 credit hours of research work/thesis. However, universities may offer 6 credit hours of course work in lieu of research work/thesis. The detail is as under:

**Table 8**

*Broad structure of MS in Public Administration*

Sr. #	Categories	No. of Courses		Credit Hours	
		Minimum	Maximum	Minimum	Maximum
1.	A Core Courses	4	4	12	12
2.	B Elective Courses	4	6	12	18
3.	C Research Work/Thesis <u>OR</u> Two Courses in lieu from elective courses	2	2	6	6
	Total	10	12	30	36

*Note:* (Higher Education Commission, [2013](#))

1. Total numbers of credit hours: 30-36
2. Duration: 2 years
3. Semester duration: 16-18 weeks
4. Semesters: 4
5. Course Load per Semester: 9-12 Credit hours
6. Number of courses per semester: 3-4

### 6.2. Course outline for MPA/MS/M.Phil in Public Administration

HEC's recommended course outline for MPA/MS/M.Phil in Public

Administration is as follows:

**Table 9**

Course outline of MS in Public Administration

<b>Sr. No.</b>	<b>Course Titles</b>	<b>Type</b>	<b>Credit Hours</b>
1.	Governance, Public Administration & Development	Core	3
2.	Comparative Public Policy	Core	3
3.	Advanced Research Methods	Core	3
4.	Organizational Theory & Public Management	Core	3
5.	Human Behavior in Public Organizations	Elective	3
6.	Strategic HRM	Elective	3
7.	Government & Politics	Elective	3
8.	Political Economy of Pakistan	Elective	3
9.	Advanced Marketing Research	Elective	3
10.	Human Rights & Development	Elective	3
11.	Natural Resource Economics	Elective	3
12.	Modern Public Management	Elective	3
13.	Governance Issues in Pakistan (Seminar)	Elective	3
14.	Research Design	Elective	3
15.	Public Financial Management & Budgeting	Elective	3
16.	Enterprise Resource Planning (ERP)	Elective	3
17.	Any other course	Elective	3
<b>Total</b>			<b>51</b>

Note: (Higher Education Commission, [2013](#))

### 6.3. The comparison

The comparison of the said course outline of MS in Public Administration with the courses offered during different trainings (MCMC, SMC, NMC) at



constituent units of NSPP (duly discussed in Section I) shows the following picture.

**Table 10**

Comparison of course outline of trainings and MS in Public Administration

Requirements of trainings under NSPP		promotion-linked	Requirements of MS in Public Administration by HEC	
Courses	Credit Hours of course-work	Policy Brief/ Research paper/ Case Study	Credit Hours of course-work	Research paper
MCMC	8.4	01 (4000 words)	-	-
SMC	14.2	01 (10,000 words)	-	-
NMC	10.27	01 (10,000 words)	-	-
Total	32.87	03 (24,000 words)	24-30	01 (20,000 – 25,000 words)

The analysis of the above-mentioned comparison reveals that:

1. The sum of credit hours of all the three trainings (MCMC, SMC, NMC) become equal to the required credit hours for MS in Public Administration. Even, two research papers are written by the participants (one during MCMC and the other during SMC) during the said training courses.
2. By making relevant changes in the modules offered during the said training courses to make them in line with the requirements of HEC, the degree of MS in Public Administration may be awarded to those civil servants who successfully complete all the three promotion-linked training courses.
3. The Certificate of Advanced Study (CAS)/Diploma in Public Administration may be awarded to those civil servants who successfully complete MCMC and SMC as the sum total of the credit hours of both these training courses is 22.6 along with two research papers with aggregate word count of around sixteen thousand (16,000) words. It is important to note that HEC has not fixed any specific criterion for post-graduate diploma in Public Administration and course-work and research papers of

both these courses would easily satisfy HEC to grant approval of awarding the Certificate of Advanced Study (CAS)/Diploma in Public Administration to such civil servants (Shah, M.I, personal communication, July 11, 2023).

## 7. Section-III: Grant of Charter to a Public Sector University by HEC

If NSPP is required to be upgraded into NUPA, it has to fulfill the requirements laid down by HEC in this regard because as per decision of Council of Common Interest, Higher Education Commission, Islamabad is the sole national standard setting body in the matters related to Higher Education in the country. As per Section 10(1)(d) of the HEC Ordinance 2002, the Commission may “prescribe conditions under which institutions, including those that are not part of the state educational system, may be opened and operated.” Likewise, Section 10(1)(f) of the Ordinance *ibid.* stipulates that the Commission may “advise the Federal Government and the Provincial Governments on proposals for granting a charter to award degrees in both public and private sectors.”

### 7.1. HEC’s criteria for grant of charter to a new university and preparation of NSPP

HEC has notified a criterion for establishment of a new university in public sector (Higher Education Commission, 2007). Comparative analysis of salient requirements of HEC in this regard and state of preparation of NSPP for upgradation into NUPA is as follows:

**Table 11**

State of preparation of NSPP for upgradation into University

Requirements of HEC		Status of preparation of NSPP	
S. No.	Component	Standards / Norms	Current status
1	Approval of Board of Governors	Copy of complete minutes of BOG Meeting of the institution in which approval is accorded to start the proposed faculty/ department/ programme	Not yet approved (Ministry on Planning, Development and Special Initiatives, 2023).



Requirements of HEC		Status of preparation of NSPP
2	<p>Teaching Faculty</p> <p>i At least six full time teachers per department qualified in the relevant subjects: Professor = One (PhD) Associate Professor = One (PhD) Assistant Professors = Two (PhD) Lecturers = Two (MS or above)</p> <p>ii The minimum faculty members required must be fulltime teachers.</p> <p>iii The minimum number of faculty members are conditional to maintain Student-Teacher Ratio (STR) as below: 12:1 for science subjects involving lab work 20:1 for other subjects</p>	<p>Not available. The said posts need to be created (Kamal, M. K, personal communication, June 06, 2023).</p>
3	<p>Libraries</p> <p>BOOKS: At least 1500 books from major international publishers in the relevant field.</p>	<p>Available (Muhammad. J, personal communication, July 21, 2023)</p>

Requirements of HEC		Status of preparation of NSPP
	JOURNALS: Subscription to at least 15 current journals of international repute with impact factor of at least 1.00. Access to electronic journals to be provided.	Not available (Muhammad. J, personal communication, July 21, 2023)
4	Area  GROSS 10 acres [3 acres in city & 7 acres on city fringes] depending upon the location having potential for further development.  COVERED Minimum 100 sq ft. per student.	The land on which NSPP Main office, NMC and NIM Lahore is established is not in the name of NSPP. As per recordof-rights, this land is in the ownership of provincial government (Patwari, Mahal Mazang, 2022-23).  Measurement needs to be done by a qualified surveyor.
5	Tangible assets Rs. 100.0 (M) in the form of land/ building etc.	NSPP meets this criterion (N. Ahmad, personal communication, July 21, 2023)

*Note:* As cited in relevant columns

## 7.2. Steps involved in establishment of Degree Awarding Institute/ Public Sector University

The following steps are involved in establishment of degree awarding institute/ public sector university.

NSPP will also be required to fulfill all these steps for its upgradation into NUPA.

## 7.3. Feasibility of the project:

- Any Administrative Department of Federal Government prepares a feasibility of granting Charter to any public sector University and includes the scheme in PSDP.



- Feasibility of the project may cover following aspects:

#### 7.4. Rationale of the project

Other HEIs in vicinity of the proposed University Demographic study of vicinity of the proposed University Faculties to be instructed in the proposed University

- Feeding points of the proposed University
- Identification of land of the proposed University
- Financial management of the proposed University

As per decision of the [Executive Committee of the National Economic Council](#) (ECNEC), new land cannot be purchased for a new public sector University rather it may be established on existing Government land: or on donated land or on exchanged land.

#### 7.5. Draft charter/ bill to be initiated by the administrative department

Respective Administrative Department prepares a draft Charter/ Act/ Law of the proposed University.

Salient features of the stereo type Acts of Federal public sector Universities are as follows:

Chancellor, President of Pakistan is Chancellor of the University, Pro Chancellor: Federal Minister concerned, Vice Chancellor (or Rector): Academic/ Administrative Head of the University, Registrar. Treasurer, Controller of Examination, Authorities of the University: Senate, Syndicate, Council, Finance and Planning Committee, Board of Advance Studies and Research, Board of Faculty Statutes, Regulations and Rules may be under the Act.

- Draft Law/ Charter of proposed University is vetted by Ministry of Law.
- Bill is processed in terms of Rule 27 of Rules of Business 1973 and enacted after getting passed by the National Assembly and the Senate.

#### 7.6. Academic regulation of the University

After a University gets established, Higher Education Commission regulates the academic matters of the University.

## 8. Section-IV: Analysis of Efforts for Upgrading NSPP into NUPA

A deep dive into the documents available with NSPP about efforts for upgrading it into NUPA reveal the following picture.

### 8.1. Background

The very concept of creating NSPP was to make it a degree awarding institute. Its "concept paper" claimed that training programmes being imparted at different training institutes had been found to be inadequate, non-standardized, and insufficient, leading to a lack of systematic approach and outdated training methodologies. Hence, the proposed university would aim to provide a modern and comprehensive training framework, which would equip civil servants with the knowledge and skills necessary to provide high-quality public services. For the said purpose, the proposed university (referred as the "National School of Public Policy", "National School of Public Governance", or "National University of Public Management") would be created through the merger of all four NIPAs, the Administrative Staff College, and the Civil Services Academy.

The said concept paper proposed the design of courses and corresponding degrees as under:

**Table 12**

Proposed Design of Courses and Corresponding Degrees

S. No	Training Level	Proposed Nomenclature of the Training Course	Duration	Responsible Institution	Remarks
1	Pre-Service (General-Common)	Certificate in Public Policy	6 months	Civil Services Academy Lahore	
2	Pre-Service (Specialized-cadre wise)	Certificate in Accounting/ Information/ Taxation/ District management	6 months	Specialized training institutions	Diploma in Public Policy Management = 1+2



## Prospects and Options for Upgrading NSPP and Constituent Units

3	Pre promotion for Grade 17 to 18	Graduate Diploma in Public Policy (specialization)	10 weeks	NIPAs + research paper	Post graduate Diploma in Public Policy Management = +2+3
4	Pre promotion for Grade 18 to 19	Post Graduate Diploma in Public Policy (General Management)	16 weeks	NIPAs + research paper	Master in Public Policy Management = +2+3+4
5	Pre promotion for Grade 19 to 20	Post Graduate Diploma in Public Policy Management (General)	16 Weeks	NIPAs + research paper	M. Phil in Public Policy Management +4+5+ MPil Thesis
6	Pre promotion for Grade 20 to 21	Post Graduate Diploma in Public Policy Management (General)	18 weeks	Administrative Staff College + research paper	Doctorate in Public Policy Management = 1+2+3 +4+5+6+ PhD Thesis

The proposed university aim to adopt model of The National Institute of Public Administration (INTAN) in Pakistan. The National Institute of Public Administration (INTAN) in Malaysia is responsible for providing civil service training and development to public servants. The core function and design of civil service training in INTAN Malaysia can be summarized as follows (Government Public Administration Centre, [n.d](#)):

1. Needs Assessment: INTAN conducts a needs assessment to identify the training needs of the civil service. This is done through surveys, interviews, and consultations with stakeholders. The findings are used to design training programmes that are relevant and responsive to the needs of the civil service.
2. Curriculum Design: INTAN designs training programmes that are

based on the competency framework for the civil service. The curriculum is designed to ensure that civil servants have the necessary skills and knowledge to perform their duties effectively. The training programmes are also designed to be interactive and participatory, incorporating case studies, simulations, and group exercises.

3. Delivery of Training: INTAN delivers training through a variety of methods, including classroom lectures, e-learning, on-the-job training, and coaching and mentoring. The delivery of training is tailored to the needs of the participants and is to be practical and relevant.
4. Evaluation: INTAN evaluates the effectiveness of its training programmes through participant feedback, performance assessments, and impact evaluations. The evaluation findings are used to improve the design and delivery of training programmes.
5. Professional Development: INTAN provides opportunities for professional development to civil servants through leadership development programmes, overseas training programmes, and academic collaborations. These opportunities are designed to enhance the skills and knowledge of civil servants and to prepare them for leadership positions in the civil service.

Although, NSPP was created by merger of the proposed institutes in 2005, yet it could not be converted into a degree awarding institute. The said vision of integrating different promotion-linked trainings into a well-knit degree awarding programme remained deferred till 2013.

## 8.2. Re-emergence of vision of award of degree and its outcome

In 2013, the Board of Governors of National School of Public Policy (NSPP) in its 9th meeting held on

1. 18th December, 2013, under the Chairmanship of Mr. Ahsan Iqbal, the then Federal Minister for Planning, Development & Reforms highlighted that the vision of the Government was to transform the National School of Public Policy into a Center of Excellence in the region. Hence, a committee was constituted comprising of Mr. Malik Asif Hayat, the then Chairman, Federal Public Service Commission as a convener and Ch. Muhammad Ashraf (Retd. Chief Secretary), Dr. Masuma Hasan, the then Rector NSPP, the then Secretary Establishment Division, Mr. Saeed Shafqat, the then representative of Higher Education Commission (HEC), the then Vice Chancellor of National University of Science & Technology (NUST) as its members. The Terms of Reference (TORs) of the Committee were as follows:



2. Examine the existing structure of training of public administrators.
3. Transformation of National School of Public Policy into University of Public Policy and Administration.
4. Future Road Map (NSPP, [2013](#)).

In pursuance of the decision of the Board, Mr. Malik Asif Hayat, Convener of the Committee prepared a Draft Bill of National University of Public Policy and Administration (NUPPA) and forwarded to the members of BOG of NSPP and other distinguished academicians for their inputs. The gist of the said inputs is as follows (NSPP, [2014](#)):

1. The draft bill gives the impression that the University will run training courses for civil servants and will also take in students for general education. This will deflect from the purpose of training civil servants and incur unnecessary expenditure, probably a very large expenditure, on general education for the provision of which many universities already exist
2. All over the world, training is imparted to civil servants in institutions which are generally separate from purely educational institutions, or they comprise smaller units in a much larger educational structure.
3. The draft Bill proposes that the Chairman FPSC and the Chairman HEC should be members of both the Senate and the Board of Governors which is anomalous. These bodies should have different functions.
4. In the knowledge economy of our time, universities do not operate in isolation. Public Policy and Administration are related to all sectors of the economy and all sections of the society. We need economic policy, science and technology policy, defence policy etc and specialists of all these areas give necessary inputs. Additional disciplines are also needed to cover knowledge gaps. The proposed structure of the university does not meet that criterion.
5. Most of the institutes are scattered all over Pakistan and the Rector will find it difficult to exercise central control over them.
6. As per HEC Guidelines / Cabinet criteria for the establishment of new university, dated 27.02.2002 and amendments dated 04.10.2006, a University to be established on a federal territory will apply to the Higher Education Commission, Islamabad whereas a university to be established on a provincial territory will apply to the provincial government. As per amendment in Section 3, NSPP Ordinance XCIX of 2002, the headquarter of NSPP has been shifted from Lahore to Islamabad. To implement this Amendment, CDA has allotted 20 Acres land in the vicinity of model village Kuri Zone-IV, Islamabad for

construction of headquarter building of NSPP (The Gazette of Pakistan, [2017](#)).

7. Nomenclature of the office of Rector should be replaced by Vice-Chancellor, being more acceptable and prestigious.
8. The Rector of the University has been proposed to be an eminent and distinguished administrator with international academic and research background. This condition not only negates the authenticity of national academic qualifications, distinction and research standards but also seems to be encroaching upon the constitutional rights of those who are otherwise highly qualified and renowned administrators but they do not possess foreign qualifications. Moreover, this restriction is likely to make the provision doubtful to the effect as if it is purposely tailored to oblige privileged ones (The Gazette of Pakistan, [2017](#)).
9. Need and justification for bringing all the federal government training institutions under a university and that too specifically on Public Policy and Public Administration would be too limiting in scope for any university of excellence (Shafqat, 2014).
10. Besides, clause-wise inputs were also given.

Later on, 10th Meeting of the Board of Governors (BOG) of National School of Public Policy (NSPP) was convened on 30th June, 2014 at National School of Public Policy, Lahore under the Chairmanship of Mr. Ahsan Iqbal, the then Federal Minister for Planning, Development & Reforms/ Vice Chairman, Board of Governors of NSPP. In the said meeting, the chair emphasized that the proposed university (NUPPA) would restructure and reform the public policy in terms of providing training programmes after identifying the weaknesses in public sector and the capacity gaps thereof. The inputs received from different members on draft bill of the proposed university were discussed in detail after which the Rector NSPP suggested that the idea needs thorough deliberations by all the members of the Board before the Bill was finalized. BOG decided that a meeting will be held shortly to discuss the Bill and rationale of the proposed university (NSPP, [2014](#)).

### 8.3. Allocation of financial resources

The federal government showed its commitment towards upgrading NSPP into NUPA by including the project of National University of Public Policy and Administration (NUPPA) Lahore in the Public Sector Development Programme for an estimated total cost of Rupees one thousand million (Rs. 1000 Million) and an amount of Rupees one hundred million (Rs. 100 Million) was also allocated under Demand No. 141 (Housing and Works Division) for the financial year 2014 - 2015. The completion date of the project was fixed as 30.06.2017 (Government of Pakistan, [2014](#)).



#### 8.4. Outcome of efforts done in 2013-14

It is important to note that no considerable progress could take place to upgrade NSPP into NUPA in 2013-14 in spite of highlighting this issue in BOG meetings as well as allocation of funds (Kamal, M. K, personal communication, June 06, 2023), NSPP, 2023). Even CSA detached itself from NSPP and re-gained its autonomous status in 2018.

#### 8.5. Current status of efforts for upgrading NSPP into NUPA

In 2023, a meeting about Civil Service Reforms was held on 17-02-2023 under the chairmanship of Mr. Ahsan Iqbal, Minister for Planning, Development and Special Initiatives in which it was decided that NSPP will prepare draft University Act in consultation with Secretary Establishment Division for approval of the competent forum. Detailed discussion was held in the said meeting about different methodologies which were needed to be adopted for upgrading NSPP into NUPA Ministry on Planning, Development and Special Initiatives, [2023](#)). However, the said draft has not yet been prepared by NSPP (Kamal, M. K, personal communication, June 06, 2023) NSPP, 2023).

The causes and effects of non-realization of the vision of upgrading NSPP into NUPA are summed up in the shape of “Problem Analysis Tree” as under:

### 9. Section-V: Local and International Practices

There was a time when grooming of officers through professional trainings and academic discourses were considered as two separate domains. Trainings used to be tailored as per “Training Need

Assessments” while academic degrees used to revolve around philosophical and theoretical frameworks. However, in recent years, a tendency of amalgamation of both these streams is being observed because world is now focusing on competencies instead of duties. In this way, not only the practitioners get equipped with solid academic theories and concepts but also the academicians get exposure to the issues and challenges of practical world. The examples of this phenomenon are given below:

#### 9.1. Local Practice

National Defence College (NDC) was established at Lal Kurti, Rawalpindi on 28<sup>th</sup> May, 1970. In 1975, it was affiliated with Federal University of Islamabad (now Quaid-i-Azam University), for the award of Degrees of MSc (War Studies) to the participants of Armed Forces War Course. In 2007, NDC was upgraded into National Defence University. It confers degree of MS in Security and War Studies to the military officers who successfully complete National Security and War Course (NS&WC). (National Defence University, [n.d.](#)).

To meet the requirements of HEC for upgradation as a degree awarding institute, NDC took all necessary steps to become HEC compliant institute and all the requirements of HEC for awarding MS degree (credit hours, research paper, hiring of well-qualified faculty etc) were fulfilled by NDU to convert NS&WC into a degree awarding course (Jamil, D. A, personal communication, July 18, 2023).

Similarly, Pakistan Military Academy, Kakul has made an arrangement with NUST under which its graduates obtain the degree of BS in Military Art and Science. They complete this course in a split mode in which requirements of three semesters are completed during training in PMA while that of remaining semesters are completed by cadets after joining their military units. In this way, the skills of cadets (firing with weapons etc) are also quantified in terms of credit hours.

## 9.2. International Practice

The officers of Indian Administrative Service (IAS) get master degree in Public Management from Jawahar Lal Nehru University (JNU), Delhi after completion of their pre-service training at Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie. After thorough audit of the course content, the JNU agreed to award the said degree. Currently, the arrangement is that the foundation course (pre-service training) is conducted by the LBSNAA, however, JNU does academic audit of the course contents being offered during the said training (Times of India, [2015](#)). The National Training Policy (NTP) 2012 of India shifted focus from duties to competencies (Government of India, [2008](#)).

The Republic of Korea sends its midlevel officers to attend graduate programmes in evening graduate schools of different universities with financial support of government to earn master degrees. In addition, Ministry of Personnel Management (MPM) of The Republic of Korea sends one or two applicants from individual government ministries for the overseas degree program each year (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

An example of successful training-academia partnership in the case of civil service training is The Australia and New Zealand School of Government (ANZSOG), which works in collaboration with its government and academia partners. This partnership is evident in the manner in which the school is designed. ANZSOG's primary objective is to train public sector officials to create "public value". To do this it provides tailored education programmes, promotes innovation, and conducts research on issues important to public sector performance. The various partner governments play their role by funding and designing the programmes offered at ANZSOG and selecting the most talented civil servants for the courses. By doing this they invest in the



quality of the public sector. Member universities contribute by providing ANZSOG with facilities and their best staff members (Ministry of Planning, Development and Special Initiatives, [n.d.](#)).

## 10. Conclusion

The primary objective of this study was to explore prospects and options for upgrading NSPP and constituent units into a National University of Public Administration for which different aspects of the subject-matter were thoroughly examined. The structure of NSPP and study modules of different promotion-linked in-service trainings being imparted under different units of NSPP were dissected in detail. Similarly, a thorough comparison of the study modules of the said trainings with the HEC approved curriculum of MS in Public Administration was also done to analyze the gaps in the study modules of the said trainings; if those trainings were destined to end up in a degree programme. Feedback from participants of different trainings was also taken to gauge their mindset about the idea of conferment of degree at the end of training programmes and, if affirmative, which level of degree (MS or BS) they were interested in. Additionally, pros and cons of amalgamating training and academic streams were also deliberated by conducting a cost-benefit analysis. Furthermore, case study of upgradation of NDC into NDU was also taken into consideration along with deliberation upon international practices in this regard.

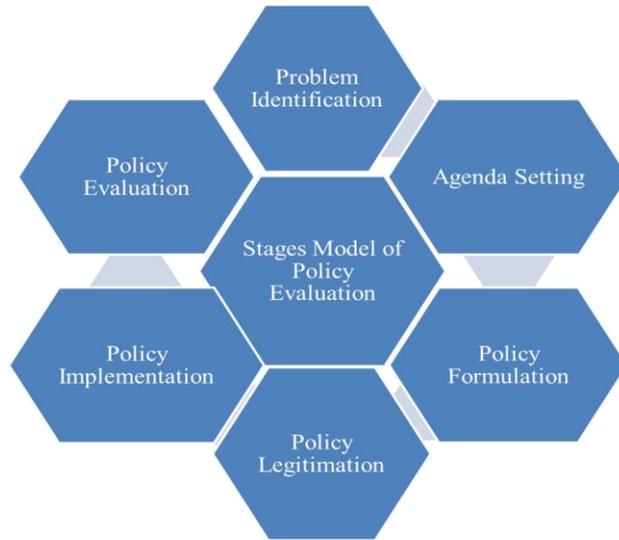
After considering all the above-mentioned aspects, it can safely be concluded that although upgradation of NSPP into NUPA is a viable option which would equip civil servants with internationally recognized standards of trainings and degree after identifying the weaknesses in public sector and capacity gaps via thorough research, yet concentrated efforts by the management of NSPP are required to achieve this objective; so that the said university may act as a catalyst for journey along the roadmap of public sector capacity building leading to improvement in public service delivery.

### 10.1. Recommendations

Before suggesting future course of action for upgrading NSPP into NUPA, it is of immense importance to identify the stage where intervention is required. Hence, the stages model of policy analysis is hereby used to identify the stage which requires intervention for taking corrective measures.

#### Figure 8

*Policy Analysis Cycle*



The information gathered from primary sources reveals that stage 1 and 2 have already been crossed as these issues have not only been identified but discussed quite a few times in different meetings. Hence, intervention is required at stage 3 i.e., “Policy Formulation” as better policy formulation will trigger the process leading to better outcomes. Since “problem analysis tree” has given the insight into the problem areas, hence “objective analysis tree” is plotted here for identifying the measures suggested to the higher management of NSPP for its upgradation into NUPA.

**Figure 9**

*Objective Analysis Tree*

Enhanced prestige	Standardization of curriculum	Funding from different quarters	Effective collaboration with other universities	Ends
Upgradation of NSPP into NUPA				↑

Proper follow-up by NSPP Management	Taking benefit of change of government in 2023-24	Efforts to consensus among BOG members	Focused approach to meet HEC's regulatory requirements	Means

Apropos, the suggestions are grouped in the following inter-dependent key areas:

1. Collaboration with any established university;
2. Completion of legal requirements for getting charter of a university;
3. Completion of HEC's set criteria for newly established universities in public sector.

These key areas which require policy intervention are figuratively reflected in the following figure.

**Figure 10**

*Key Areas Requiring Interventions*



It is recommended that, in order to upgrade NSPP into NUPA, the management of NSPP may adopt the following tri-pronged strategy:

### 10.1.1. Collaboration with any established university

As a first step, NSPP management should engage with some well-reputed universities like Quaid-eAzam University, NUST etc and get itself affiliated with one of them; tailor content of its courses as per mutually agreed terms so that the participants who complete requirements of all the three courses (MCMC, SMC, NMC) may get degree of MS in Public Administration. It is a well-tested model. NDC adopted it before upgradation as NDU and even LBSNAA of India is also following the same pursuit. In this way, the benefits

of degree will be achieved like standardization of course contents, enhanced motivation of participants etc without going through major structural changes. The supervision of the university would also build the overall capacity of NSPP in its path towards upgradation into an independent university. In addition, if the management of NSPP feels that fulfillment of all the requirements of MS in Public Administration is not possible under the current training regime, it may make such an arrangement with the said university that the participants of promotion-linked trainings are awarded their due credit hours and aspirants of degree may complete remaining credit hours in the said university by paying the university fee themselves. In this way, only a few changes will have to be made in the course content of the trainings while these trainings will be conducted in coordination with the said university. The Rector NSPP should lead this process himself for its speedy completion.

### 10.1.2. Completion of legal requirements for getting charter of a university

As a second step, the BOG of NSPP should grant approval of hiring a short-term consultancy (for six months only) for preparation of feasibility and draft Act for NUPA. In preparation of the draft Act, all necessary scenarios should be covered like completion of different courses into a split mode of promotion-linked training courses etc.

- i. The said consultant should also conduct proper TNA so that course content of different modules may be developed, keeping in view the training needs of civil servants of varied departments.
- ii. The said consultant should also delve deep into the contents of different courses duly approved by HEC for MS in Public Administration and recommend their need-based spread in all the three promotion-linked trainings; so that officers receive relevant knowledge at appropriate level of training. For example, courses like Governance, Public Administration & Development (core), Government and Politics, Human Rights and Development may become part of the syllabus of MCMC. Similarly, Comparative Public Policy (core), Organizational Theory and Public Management (core), Strategic HRM, Public Financial Management and Budgeting, Research Design may become part of the syllabus of SMC. Likewise, Advanced Research Methods (core), Political Economy of Pakistan, Governance Issues in Pakistan, Enterprise Resource Planning, Natural Resource Economics may become part of the syllabus of NMC. Similarly, possibility of introduction of altogether new course may also be explored, in consultation with HEC.
- iii. Similarly, the said consultant may also propose introduction of any specialized course catering the needs of civil servants in the said



trainings.

### 10.1.3. Completion of HEC's set criteria for newly established universities in public sector

The NSPP, while working on legal formalities, should simultaneously start working to meet HEC's criteria for getting NOC to start degree awarding programme. For this purpose, the Director General NSPP may steer this whole process. Once NUPA is established, different training institutes who impart specialized trainings to different sets of federal and provincial civil servants may also be affiliated with NUPA so that their trainings may also be standardized and participants may get relevant degrees after completion of their courses in the said institutes. In this scenario, such institutes will maintain their existing administrative set-up, NUPA will just conduct course audit of their programmes. Particularly, the domain-specific MCMC should be conducted in coordination with NUPA so that it may also contribute towards the sum total of the credit hours of the participants of MCMC.

The role of EDI will be crucial in that whole scenario. It may become associate college of NUPA to run tailor-made programmes to fulfill the content deficiencies of the officers who have already undertaken promotion-linked courses or who do not participate in all the three promotion-linked trainings so that they may also obtain degree of MS in Public Administration after completing the remaining requirements, if they desire so. Similarly, if the management of NSPP feels that fulfillment of all the requirements of MS in Public Administration is not possible under the promotion-linked training regime, it may make such an arrangement that the participants of promotion-linked trainings may be awarded their due credit hours and aspirants of degree may complete remaining credit hours in the courses designed by EDI by paying the university fee themselves. For this purpose, EDI may conduct the courses online in the evenings or initiate "weekend programme" to facilitate the officers who want to complete their MS in Public Administration while continuing their offices.

In this way, NSPP may be upgraded into NUPA for better training of civil servants in Pakistan.

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