

elite Civil Service of India. It became the nucleus of the equally elite Civil Service of Pakistan (CSP). There is also a Provincial Civil Service.

The CSP is number one of the several Central Superior Services. Its members are carefully chosen in youth. After graduation from a university, they are trained in an academy, basically as generalists in administration, and usually start up the career ladder in the provincial districts. Generally, in the Central Superior Services there is an environment of career rigidity and inevitability. Also, there appears to be a limitation on the governmental status and participation of such professional services as agriculture, health, and welfare.

Another heritage has been the secretariat system, which seems designed to separate policy-making from policy-execution and to segregate policy officials from operating officials. In these days of rapid processing of development projects, this interruption of the decision process, this separation of technical knowledge from the administrative perspective, can be a serious handicap. Built into the secretariat system has been a "noting process" which provides for multiple review and comment before a file reaches a decision-making officer. This has been a tedious and delaying procedure. Another obstacle to rapid progress of programs has been a system of expenditure sanctions imposed upon a system of budget allotments. This may reflect weakness in the budget system. Whatever the explanation, it has the effect of passing on decisions from operating officials to finance officials or clerks with inevitable delay and no assurance of better decisions.

Another significant facet of the governmental system is the Office of the District Officer or Deputy Commissioner and the office of his supervisor, the Commissioner Head of a Division. In West Pakistan there are 50 districts and 12 divisions. Together these offices form part of the system of decentralization. The District Officer is a key outpost of the provincial government. He is directly responsible for law and order, for justice and for revenue collection. He attempts to coordinate other operations of government in his district—no easy task in any government. The office has a special significance in the absence of adequate local government institutions. It may have great potential as a transition point between Provincial and local government development.

### Reform

These notes on basic institutional features would be grossly inadequate without a sequel of comment on adjustment, growth, and change. The