



1964

## Management of a recreation service to the Pakistani personnel of the Mangla Dam contractors

Buford Otis Bush  
*University of the Pacific*

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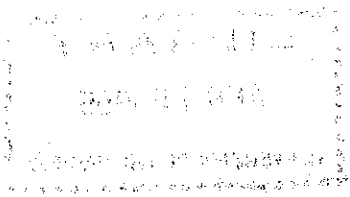
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MANAGEMENT OF A RECREATION SERVICE TO THE PAKISTANI  
PERSONNEL OF THE MANGLA DAM CONTRACTORS

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A Thesis  
Presented To  
the Faculty of the Department of Religious Education  
University of the Pacific

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Arts

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by  
Buford Otis Bush  
June 1964

This thesis, written and submitted by

Buford Otis Bush,

is approved for recommendation to the  
Graduate Council.

Department Chairman or Dean:

Arthur H. Maynard

Thesis Committee:

John J. Harris, Chairman

Arthur H. Maynard

Emerson G. Cobb

Dated May 15, 1964

This thesis is dedicated to Lawton D. Harris, the  
only person who ever believed that it would be written.

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## INTRODUCTION

This is the story of the organization and management of a recreation service for the Mangla Dam Contractors, Mangla, West Pakistan. It is the story of the functioning of recreation within the three jobs that existed at Mangla: (1) the construction of Mangla Dam; (2) the management of a community, housing approximately 2,000 administrative and supervisory personnel, predominantly American but including British, Japanese, Pakistani, and other nationalities; and (3) the management of four labor camps housing the 10,000 Pakistani laborers, foremen, and technicians.

There were no points of similarity in the three operations. Construction of the Dam dealt with things, people and a process. Management of the community and the camps dealt with people and services to people, and differed in the nationalities to be served and the types of services to be developed. The construction operation involved employees only; the community operation involved employees of many nationalities and their dependent families; and the camps operation involved Pakistani employees and problems of their religion, mores, customs, and culture.

The Camps and Colony Recreation Department served construction activities to the undefineable extent that it could influence morale; served the camps in the management of a recreation service for all the Pakistani personnel; and

served the community in the management and coordination of a diversified, broadly inclusive, recreation service for expatriate personnel and their families and administrative and supervisory Pakistani personnel and their families.

In addition to these broad assignments, the project recreation manager was responsible for the reception of wives and families at the Rawalpindi Civil Terminal at the termination of their trip from San Francisco. In this capacity, averaging ten one hundred fifty mile round trips per month, 109 trips in the first 109 days of the Project, the project recreation manager arranged for transport and drivers, transport of husbands-in-waiting, and the processing of baggage and police papers.

The organization and management of a community recreation service normally follows a pattern of practices set by usage as being the best procedure for providing leisure activities. Granting that there are many patterns of organization, each pattern, nevertheless, develops according to an appropriate set of practices based either on tradition, what has been done in the past; current thinking, what everyone else is doing; or expressed desires, what the participants want. Even deviations in the practices are controlled by applying standardized counteracting measures.

In general, comparison of recreation services discloses that the differences are to be found, not in the

organization and administration practices, but in the variety of program and the availability of multi-purpose and special use facilities. The ingenuity, skill, training, and experience of the executive and the community acceptance of recreation are the factors that determine difference.

The subject of this thesis, research into the development of a recreation service for the Pakistani personnel of the Mangla Dam Contractors, benefited from no such tested procedures. So organization became, first, an identification of the problems, and, secondly, a study of the problems to determine procedures. In reaching tentative judgements on the selection of procedures to be tested, it became a question, not of how the job should be done, but a question of understanding the limitations. Procedures, stressing ways and means, had to be evaluated to determine their effect on peoples of a different religion and culture with different mores and customs. It was at best a trial and error testing of the accepted practices of recreation on people of a culture dominated by religion.

Descriptive research was the research process applied to this study. The modifying of procedures to the conditions of individual, group and community folkways, mores and customs is closely akin to descriptive research as defined by Best:

4

Descriptive research describes and interprets what is. It is concerned with conditions or relationships that exist; practices that prevail; beliefs, points of view, or attitudes that are held; processes that are going on; effects that are being felt; or trends that are developing. . . . It involves an element of interpretation of the meaning or significance of what is described.<sup>1</sup>

In this study, descriptive research was the determination of effective objectives, principles, and procedures applying to this problem or any similarly organized recreation service; and the translation of those objectives, principles, and procedures to a job which was both an experiment and an experience.

The cultural and religious differences complicated the normal pattern of supervision and human relations as understood by the project recreation manager. In addition, the folkways and mores of men from hundreds of villages, made the normally sensitive area of relationships as defined by Schell even more complex:

In the chemical laboratory, we can mix two reagents and forecast the result precisely. In the human laboratory . . . the result is not a simple reaction; it is a complex response. . . .<sup>2</sup>

An opportunity to analyze reactions and responses may exist but precise and predicable results are an impossibility.

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<sup>1</sup>John W. Best, Research in Education (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1959), p. 102-103.

<sup>2</sup>Erwin H. Schell, Technique of Administrative Control (Tokyo: McGraw-Hill Book Company, Inc., 1957), p. 9-10.

Controls can neither be developed nor applied as human situations can seldom be reproduced in sufficient exactitude to determine a formula applicable to all similar situations.

This was essentially true for an American working with Pakistani staff members and a Pakistani labor force. Each adjustment or revision was the result of a joint staff and manager, skirmish through the barriers of language, custom, culture, religious limitations, mores, and tribal, village and city bred attitudes toward life. To these should be added contemporary society which exerted considerable influence on the development of Pakistan.

This study of the recreation services of the Mangla Dam Contractors was limited to the organization and management of the services to the Pakistani personnel in the labor camps. Although the services to the expatriate community were unique, the diversification, innovations, and operational procedures could only be described as a separate subject in a separate thesis.

## CHAPTER I

### THE PROBLEM

Statement of the problem. The purposes of this study were to identify acceptable procedures for organizing, managing and administering a recreation service; to state objectives; to define the role of the project recreation manager; to establish procedures for management; and to set the pattern of relationships between the project recreation manager and the Pakistani assistant recreation managers.

Because as Allen states, "organization is, essentially, organization for management and the structure of the business itself cannot be designed successfully unless we know the purpose of that which we build",<sup>3</sup> it became important to correlate the organization of the study with the organization of the structure for operation of the recreation service. Thus the problem was: (1) to determine the valid principles guiding organization and management and to apply those principles to a specific problem in organization, the operation of a recreation service for the Pakistani personnel of the Mangla Dam Contractors; (2) to select procedures based on those principles; (3) to determine the most acceptable techniques and most effective methods

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<sup>3</sup>Louis A. Allen, Management and Organization (Tokyo: McGraw-Hill Book Company, Inc., 1957), p. 3.

for applying procedures; and (4) to determine the influence of the culture and religion on activity programming.

In undertaking the administration, and particularly the management, of a Pakistani staff, the most important objective was the determination of a guiding philosophy and the defining of goals and objectives. Dimock emphasizes the importance of a philosophy in the statement, "administration is more than learned responses, well chosen techniques; a bundle of tricks. It is not even a science and never ought to become a hard and fast method. It is more than an art. It is a philosophy."<sup>4</sup> Such a philosophy guided the selection of a staff capable of maning decentralized recreation offices constructively and with a minimum of trial and error.

Importance of the study. The availability of a study of recreation under conditions existing at Mangla Dam was not completely investigated. However, as of the date of the completion of the study, no such report has been secured or the existence of such report intimated. Consequently, the importance of this study is the numerous values it has to such diverse fields as management, human relations, international cooperation, psychology, sociology and government.

As a progress report on the maneuvering of an

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<sup>4</sup>Marshall Dimock, Philosophy of Administration (New York: Harper and Brothers Publishers, 1958)



American, slowed down by limited ability to communicate; to understand; and to be understood while trying to develop a service not commonly understood, it has value to the field of cultural relations.

As a descriptive report on the problems of selling an intangible, recreation, when the tangible, construction of the Dam had priority, it has value to the fields of recreation and group work.

As a procedure report on the evolvement of practices to anticipate, prevent, and minimize fireman-like-action in handling problems after the occurrence, it has value to any field concerned with supervision.

As a guidance report on the introduction of a recreation service to a national group not generally familiar with a recreation program, it has value to any field concerned with international relations.

As a problems report on the development of a recreation service, it has value to any management uncertain of the purpose of the recreation program and unaware of the time and energy unnecessarily expended in justification.

As a handbook of operation and a description of the development of a recreation and leisure service for the nationals of the country in which the operation takes place, it has value to any enterprise similarly situated.

As an interpretation report on in-service, on-the-job training simultaneously and equally affecting both staff and manager through an upward-downward flow of information, it has value to any individual engaged in in-service training.

As an interpretation report on evaluations of an experiment in developing procedures without benefit of controls, it has value to any experimental program involving people.

Organization of the remainder of the thesis.

Anticipating use as a handbook, this thesis was prepared with references to principles and the best practices for accomplishing organization, management and administration of an operation. These principles were applied to construction conditions; religious and cultural differences; customs of tribal, village and urban societies; and mores of the Mangla area.

To accomplish this, a portion of the thesis was used to describe Pakistan and the Pakistani, the Punjabis, Pathans, and Kashmiris, which compose the majority of the Mangla Dam Contractors personnel; to differentiate between the urban city dweller and the rural village man; and to show that the Mangla Dam Contractor personnel were predominantly villagers and tribesmen.

Reference was also made to the British influence and methods used for the successful administration of 450

million Indians in an area of 1,670,000 square miles with an exceptionally small administrative and operations staff.

Having stated the principles and defined the conditions under which the principles were to be applied, the remainder of the thesis was used to discuss methods of application and the necessity for a degree of adjustment.

## CHAPTER II

### PEOPLE AND PLACE OF THE STUDY

To orient this study to circumstances and surroundings and especially to the locale, the geographical location, and the participating peoples, each of these subjects were defined: (1) the geographical location, West Pakistan; (2) the Pakistani; (3) the Pakistani personnel of the Mangla Dam Contractors; and (4) the Mangla Dam Project and the Mangla Dam Contractors.

The anticipated result of providing this information was to enlarge basic understanding of the background against which the Project and the Recreation Department were to operate. In addition, and in anticipation of handbook usage, the description portrays conditions affecting development of the recreation service.

#### I. WEST PAKISTAN

The nation. Hind-Pakistan or Indo-Pakistan, the Sub-Continent of India, is an ancient land. In the area of West Pakistan in which Mangla Dam Project is located, the Indus Valley Basin, an ancient Indus Valley civilization like the Egyptian civilization, was highly developed around 2500-1500 B.C. From this earliest known culture, the land has been enriched by the impact of many cultures: Greek,

Persian, Moghul and British. The seven century rule of the Persian and Moghul dynasties prior to the eighteenth century and the advent of the British, gave Pakistan its preponderant Islamic culture.<sup>5</sup> The impact of these cultures; the two hundred and fifty years of British rule; and the teachings of Mohammed in the religion of Islam generated the drives which created Pakistan.

Pakistan was born out of chaos in 1947. Division of the Sub-Continent of India into the countries of India and Pakistan, with the sub-division of Pakistan into the East and West Wings separated by the breadth of India, was accomplished in bitterness and bloodshed. As stated by Stephens:

Pakistan was brought into being to fulfill a religious or cultural aspiration. The idea was to provide a home-land for the Indian sub-continent's Muslims, or most of them; a place where, after the British imperial power had gone they could freely develop their way of life in an Islamic environment apart from the Hindus, who out numbered them about three to one.<sup>6</sup>

Thus Pakistan became an extraordinary country formed not around a language or a people but created because of an ideology, a belief, the religion of Islam. Campbell develops the Islamic influence theme and describes conditions under

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<sup>5</sup>Mangla Project West Pakistan, A Report Prepared by the Columbia Services Company, Inc. (South San Francisco: Columbia Services Company, Inc., 1962) p. 5.

<sup>6</sup>Ian Stephens, Pakistan (London: Ernest Benn Limited, 1963), p. 12.

which it exists:

Pakistan is a nation of highly diverse physical and cultural makeup whose only reason for independent national existence was that her people would otherwise have constituted a religious and cultural minority in independent India. As a nation and as a culture, Pakistan can be described by such related terms as these: Islamic, agricultural, underdeveloped, and traditional. The bulk of the people are illiterate and unskilled, per capita economic production is low, and cultural changes may be painfully slow.<sup>7</sup>

Geographically, West Pakistan is bordered on the west by Iran, on the north by Afghanistan, on the northeast by Kashmir, on the southeast by India, and on the south by the Arabian Sea. East Pakistan is bounded on the south by the Bay of Bengal, on the southeast by Burma, and on the west, north, and east by India. It is a land held in abeyance; its people held in suspension by their environment; and influenced by conditions imposed by the geographical location. The social organization has been conditioned by the climate and dependence on the monsoons for rain has affected attitudes toward life.<sup>8</sup> The initiative of the people of the plains and desert has been dried up by the heat to a fatalistic and unambitious acceptance while the invigorating atmosphere of the mountainous Tribal Areas has imbued the

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<sup>7</sup> Robert Campbell, Pakistan: Emerging Democracy (Princeton, New Jersey: Van Nostrand Company, Inc., 1963) p.27.

<sup>8</sup> T. Walter Wallbank, A Short History of India and Pakistan (New York: New American Library of World Literature, 1958) p. 10.

Pathans with an aggressive spirit.

The population of West Pakistan is seventy-five million with 85 per cent classified as rural and 15 per cent as urban. Agriculture accounts for 55 per cent of the total national income. It is one of the least developed, industrially, of the major countries of the world. Industry is slight, although the central government has emphasized development in economic planning.<sup>9</sup>

As the largest Moslem country in the world, Pakistan is the consequence of forcing the Muslims in India to band together in resistance to actions taken against them by the British and the Hindus. The beginning of the nationalistic-religious movement which culminated in the creation of Pakistan dates from the Sepoy Mutiny of 1857. Already reduced in status from rulers of India to equality with their former Hindu subjects, the Muslims were forced to bear the blame and accept the reprisals for the uprising from their British rulers.<sup>10</sup> According to Campbell, these reprisals were suppressive and tended to unite Muslims of extremely different temperaments, languages, and backgrounds into a common defensive pattern:

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<sup>9</sup>Robert Crane, "Pakistan," The World Book Encyclopedia (1961), Vol. 14, 79-83.

<sup>10</sup>Stephens, op. cit., p. 69.

The British adopted it as a cardinal principle of policy to suppress the Muslims of the areas which they conquered from them or otherwise took over. The British destroyed the Muslim system of education. They kept the Muslims out of the laws and other professions. By the middle of the last century the Muslims had been almost wholly excluded from all civil and military services of any consequence.<sup>11</sup>

Other factors were loss of lands for lack of proof of ownership; closing of openings in the Army; loss of prestige; and gradual loss of wealth. Prohibition against usury eliminated Muslims from banking and money lending causing wealth and the control of it to pass to the Hindus.<sup>12</sup> The effect, important to the present attitude of the Pakistani and to the Muslim of that period, was to press the Muslims down into their past. As Stephens points out:

...for solace their leading men turned to religious piety and Urdu literature, largely refusing efforts to keep abreast with the Westernizing stream of affairs, or to collaborate with the infidel new regime and the Hindu upstarts now flourishing in their place.<sup>13</sup>

Approaching partition. These were the people moulded by history and events that faced Partition. Campbell summarizes the situation thusly:

A people with a proud and glorious past; a people whose religion embraced all of its adherents in every phase of their lives but excluded non-believers; a people

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<sup>11</sup> Campbell, op. cit., p. 11.

<sup>12</sup> Stephens, op. cit., p. 70.

<sup>13</sup> Ibid.



systematically excluded from their right to equal opportunity; and, finally a people in the minority.<sup>14</sup>

As a people, they had little in common. The basic identification was that they were almost all but not entirely Muslims. They were Pathan, Punjabi, Sindhi, and Bengali and spoke dozens of languages and dialects; they dressed differently and ate differently; they lacked unity of ideas, attitudes, or rights, or how to govern.<sup>15</sup> Even at the time of Partition, Stephens feels the people were not prepared for the role they were to play:

Many were unready, yet, to swallow in full the idea of the Western-style national State. It seemed neither small enough, nor big enough, to grip their loyalties. It lacked the customary pull of affection for family, tribe, province, or linguistic units; nor did it offer the comfortable sense of inclusion in a broad frontierless Islamic brotherhood.<sup>16</sup>

To the general question, "What was undivided India like at Partition in 1947 after British rule for two centuries?", Wallbank says the answer was to be found in the 700,000 villages in the sub-continent and the great cities because it was necessary to know how the people lived.<sup>17</sup>

Campbell describes undivided India as feudalistic,

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<sup>14</sup>Campbell, op. cit., p. 12.

<sup>15</sup>Ibid., p. 35.

<sup>16</sup>Stephens, op. cit., p. 31.

<sup>17</sup>Wallbank, op. cit., p. 19.

adapted to colonialism and underdevelopment, and lacking the vitality necessary for independence and economic development:

Before Partition, what is now Pakistan was an amazing hodgepodge of political entities created or sanctioned by the British Raj to suit the purposes of colonial control; there were feudal mountain kingdoms, areas inhabited by fierce tribes who submitted to a bare minimum of 'supervision' and that by the sword or by the purse; and areas administered by an efficient hierarchy of organization suitable to the purposes of modern Pakistan.<sup>18</sup>

The area of the Mangla Dam Project was close to the Northwest Frontier of old British India and in the bare minimum supervision zone. In the area, the village man outnumbered the city dweller and even the cities were distant. Lahore was 130 miles, Rawalpindi 70 and some that might have been cities were so influenced by surrounding villages as to be little more than larger villages. A village, as described by Wallbank, "consists of a few hundred acres supporting perhaps fifty to one hundred families . . . no paved roads, no running water, and no modern sewerage disposal."<sup>19</sup> Approximately 250 villages of this type could be seen from the Grand Trunk in the seventy miles between Mangla and Rawalpindi. From the air route over the area between Rawalpindi and Lahore, thousands of similarly situated villages dotted the countryside. It was not unusual for as

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<sup>18</sup>Campbell, op. cit., p. 86.

<sup>19</sup>Wallbank, op. cit., p. 19.

many as seven villages to be located within a half-mile radius.

Post-Partition. From August through December, 1947, two weeks prior to the official transfer of power from the British to the Pakistani and Indian governments on August 15, the divided Punjab was torn by conflict. Religious fanaticism and mob violence ruled the migration of the Hindu and Sikh minorities of the east Punjab to the Indian west Punjab, and the Muslim minority of the east Punjab to the Pakistani west Punjab. This migration has been characterized as one of the most terrible disasters in modern history:

. . . it has been estimated that by the end of the year six and one-half million refugees crossed into Pakistan territory and that 500,000 Muslims were killed or, in the case of many women, abducted. More than five million Hindus and Sikhs fled from the Punjab, and large numbers of them were massacred en route.<sup>20</sup>

This was the chaos of Partition and an influence on 1964 thinking.

At the time of Partition, administrative machinery was weak; even today the administration of the political scene is through a number of controls:

In the far north, there is practically complete autonomy with military protection in the states of Gilgit, Hunza and Nagar. The other semi-autonomous states and the former agencies along the Afghanistan border have been

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<sup>20</sup> Wallbank, op. cit., pp. 238-239.

given Tribal Area status. For the rest, there is the pattern of Basic Democracies and responsible political participation.<sup>21</sup>

## II. THE PAKISTANI

In discussing the nation and pre-Partition India and post-Partition Pakistan, the term 'Muslim' has been used in reference to the people without defining their origin. Who are the Muslims that became Pakistanis? World Mark Encyclopedia describes, thusly, the peoples that became Pakistani by virtue of being enclosed in a common geographical boundary:

In the western section of West Pakistan are to be found the Baluchi divided into 12 major tribes and reportedly of Arab origin. In the area of the delta and lower course of the Indus River are Sindhi peasant tribesmen and just to their north an isolated island of Brahue, of Dravidian origin. In the east central region are the Rajputs and the Jats, elements of Indo-Aryan origin who were converted to Islam many centuries ago. In the north and northwest are the hardy, war-like, nomadic and semi-nomadic Pathans. Punjabi, Pushtu, and Sindhi are important regional languages. Many other languages, including representatives of the Austric, Dravidian, Indo-European, Indo-Aryan, Irianian, Central Asian, and Tibeto-Chinese families are spoken by small groups.<sup>22</sup>

Campbell speaks of the majority of the people as members of a depressed class, "...they are wanting, they are ignorant, they are ill, and they are abused:

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<sup>21</sup>Campbell, op. cit., p. 67.

<sup>22</sup>"Pakistan," The World Mark Encyclopedia of the Nations (1960), pp. 757-66.

1. Poverty. The per capita income in 1959-60 was \$55 to \$60...diets were inadequate; the average daily caloric intake was 2000.
2. Ignorance. Education has been a condition of privilege.
3. Ill Health...one doctor for every 9,600 people.
4. Inequality...the privileged have always controlled most of the property and income, they have enjoyed all of the 'status' and to a large extent they have lived their lives with little or no regard for the underprivileged. Justice has been too cumbersome and expensive for the common man, and mercy was not expected.<sup>23</sup>

In the area of Mangla Dam, the World Book's description of the people and their conditions of living was typical:

Most people of Pakistan are farmers struggling to make a bare living from tiny plots of land. They lack money, seldom have good seed, and rarely use fertilizer on their land. Poverty and debt are ever present, while illiteracy, disease, and hopelessness are common. These people live in small villages from birth to death. Few of them ever visit a large town or city. New ideas are not easily accepted in a society so bound by tradition. Most of the people cannot read, and the old ways seem satisfactory to them<sup>24</sup>

Extremes of the social scale are marked. Culture, education, and the methodologies of the current century can be contrasted with villagers and tribesmen using tools unchanged in centuries. However, change is taking place among the people.

Transition, accompanied by all the problems of change is everywhere in the lives of the people:

Life in cities has reached a point very near a pattern

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<sup>23</sup> Campbell, op. cit., p. 91-92

<sup>24</sup> World Book Encyclopedia, op. cit., p. 79-83

and the process of transition has become more subtle and sophisticated. But life in the village is comparatively very simple and more static in nature. Any minor change becomes a thunderstorm.

Aging people after long years of experience develop a liking to certain customs and a dislike to certain other social modes. On the other hand, the budding generation with a new access to life gropes amidst the customs they freshly come in contact with and a sense of obedience or reverence to the mature folk is the only check in their headlong zeal. So things novel and much appealing could not gain a hold over them.

But obedience to the elders is vanishing and the relationship of the generations is in as much transition as is the transition from the village to the city. The isolation of ages is jeopardized with each visit to the neighborhood town.<sup>25</sup>

### III. THE MANGLA DAM PROJECT

The Mangla Dam Project, the seven year contract to dam the Jhelum River at Mangla and an integral portion of the Indus River Basin Plan, was a sixty square mile area located half in Pakistan and half in Azad Kashmir.

The contract for construction of Mangla Dam was held by the Mangla Dam Contractors, a consortium of eight contracting firms with the Guy F. Atkinson Company, South San Francisco as official sponsor.

The Mangla Project, a part of the Indus Basin Plan in the water shed treaty agreement between Pakistan and India, was financed by the World Bank.

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<sup>25</sup>"Transition," Illustrated Weekly of Pakistan (October 20, 1963) p. 6.

The expatriate community, Baral Colony, a modern town of over 500 homes, apartments, and bachelor quarters was the home of the American personnel and Pakistani technical and supervisory personnel of the Mangla Dam Contractors and the United Kingdom personnel of Binnie and Partners, the British engineering consultant firm. Also within Baral were the Baral Quarters for 800 private servants and Pakistani personnel employed within the colony. Baral had a school for approximately 500 students, two churches, a hospital, a shopping center, a restaurant and adult social center, and recreation facilities including a theatre, bowling alley, swimming pools and athletic fields.

Outside Baral, but within the Project site, were three labor camps, Thill and Thill Annex, Bong and Jari, for single men housing approximately 10,000 laborers, technicians, foremen and clerks and the family colonies for Lalazer and Gulberg. These camps were two, five and twenty miles from Baral. Mangla Colony, home of the Water and Power Development Authority of West Pakistan personnel, was across the Jhelum in Azad Kashmir.

Mangla is located 800 miles north of Karachi and the Arabian Sea, 130 miles north of Lahore, Capital of West Pakistan; seventy-five miles south and east of Rawalpindi and Islamabad, Capital of Pakistan; and 100 miles in any north-west direction from the Tribal Area of old British India.

In air miles, Mangla is seventy-five miles from Afghanistan; sixty miles from India; 275 miles from the nearest U.S.S.R. border; 300 miles from Sinkiang Province of China; and sixty miles from the United Nations Kashmir Cease Fire Line. The mountains which form the Sub-Continent of Asia are the Great Himalyas, seventy-five miles north, and the Karakoram Range, K2 at 28,250 feet, 200 miles north.

The Mangla story began in 1960 with the signing of the Indus Basin Development Fund Agreement, an outgrowth of the treaty between Pakistan and India which divided the waters of the Indus Basin between the two countries. Like the treaty, the Development Fund Agreement was negotiated by the World Bank. The agreement established an \$800 million dollar fund to finance projects designed to replace river waters assigned to India under the treaty and to promote economic development in Pakistan. Contributors to the Fund, administered by the World Bank, were the United States, United Kingdom, Germany, New Zealand, Australia, and Canada.<sup>26</sup>

Work began on the Project in January, 1962 with a completion date of July, 1968. The earth moving statistics of the job were staggering: the volume of the main dam uses seventy-five million cubic yards of earth; more than fifty-one million cubic yards were excavated from the site;

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<sup>26</sup> Frank Eakin, Jr., "Mangla Dam," Panorama (August, 1963) pp. 16-22.



counting Jari Dam, the Sukian Dike, the Bong Canal and stockpiling, the total volume of earth moved approximated 200 million cubic yards.

#### IV. THE PAKISTANI PERSONNEL

The Pakistani supplied the manpower required for the construction of Mangla Dam. With less than 600 expatriate personnel, including employed wives and out-of-school dependents, to supervise the widely varying functions of management and construction, it was essential to employ nationals by the thousands. Because of the attraction of jobs, ranging from laborer to the technically skilled, Mangla Dam Project became a melting pot of the peoples, languages, and problems of Pakistan. Not the least of these problems was the adjustment of the Pakistani, living under the enervating conditions of Pakistan, to the vitality level requisite to adequate performance in construction work. Other problems were the struggle against tradition; religious conservatism centered in the past; a history of subjugation; economic slavery; and inertia of illiteracy. In the doing of the same thing in the traditional way, one expended a minimum of effort and did not offend or appear odd and different. Conformity and uniformity was a protection but also a limitation in that it stifled ingenuity, growth, development, experience, imagination, creativeness, and the

will to achieve.

To many of the Pakistani who came to Mangla it duplicated a previous construction experience but for thousands it presented an opportunity to learn a trade; to achieve status; or to reach economic security. For the experienced, it meant the possibility of a better job than previously enjoyed at Warsak Dam or any of the numerous other foreign construction jobs.

The Pakistani personnel, although limited in scope to the Muslim majority with a small per cent of Christians, came from every city in Pakistan; from the villages of the Punjab and Azad Kashmir; and from the Tribal Areas and spoke every language and every dialect. They were a cross section of West Pakistan with a few Bengalis from East Pakistan. Ethnically, the personnel were the amalgamation of many races for the Mangla area is located on the route of aggression through the Khyber Pass. In appearance there were no similarities in height and shadings ranged from almost black to very light tan.

Every conceivable combination of education, experience, attitude, provincialism, religious acceptance, cultural background, and village customs, folkways and mores were represented. The only common factors for this loose association of very general characteristics were nationalism and religion.

From the recreation point of view, the Pakistani were as widely diversified in their education; their recreational skills and interests; their backgrounds; and their customs as they were in their dress and languages. Basically, personnel with two types of backgrounds had to be satisfied in the recreation program: (1) illiterate personnel with limited recreation skills with volatile temperaments and guided by emotional reaction; and (2) educated personnel and trained and skilled technicians.

An additional and significant factor was the experience gained from the British in administration. This was a theory of management that assigned almost absolute power for the control and treatment of men responsible to the individual receiving the power assignment.

The expatriate personnel had to work with Pakistani personnel combining national brashness, unswerving acceptance, cagey opportunism, varying degrees of honesty, loyalty and power grabbing deceit. These were the people working for the Contractors and the Contractors had, as expatriate personnel, men of a different civilization; a comparable but different faith; and skilled in dozens of trades but not in diplomacy, international relations, or human relations. Their concern was moving dirt and keeping the equipment rolling. Construction men fighting time brutally to build a dam and neither qualified nor having time to undertake the social amenities

or maintain social relationships and without job incentives to do so. Minimum eight hour days, six days each week, three shifts under pressure do not create diplomats only trainers anxious to improve the caliber and ability of the trainees. And these men were expected to mould 10,000 sensitive, pride-ridden, historically proud Pakistani into a labor force to man the job and broad enough to range from common laborers to skilled technicians in every conceivable function.

The Pakistanis learned but once having learned had to be guarded against unauthorized, unexplainable and impromptu variations. If problems of adjustment arose, it happened because of conflicts of interest between the construction men and the Pakistani personnel. Each group knew what it wanted. The Americans wanted to build a Dam on schedule. The Pakistanis wanted to make individual personal gains as varied as their number and stage of achievement. It took time and face-to-face understanding to adjust with workable solutions.

## CHAPTER III

### OBJECTIVES OF THE RECREATION SERVICE

Objectives are primary to intelligent planning as the goals to be achieved. They are established to guide efforts to an effective realization of the purposes of an organization. Lacking objectives, planning has no purpose and the enterprise has limited future. Any action becomes meaningless and uncoordinated because there is no focal point, no target and no incentive. Successful completion of any project requires that personnel know what they are seeking as every individual or group must work toward accomplishment of the objectives.

Not only must an enterprise have objectives but each function within the enterprise must have objectives which harmonize with and contribute to the fulfillment of the enterprise objectives.

Objective must exist if policies to interpret them into action and procedures to manage the work are to be set.

#### I. THE ADMINISTRATION'S OBJECTIVES:

##### THE RECREATION MISSION

The recreation mission was the statement of top management's objectives, either written or verbal; specific or implied; established by decision or command that presented management's expectation and attitudes toward their

recreation service. The objectives could be defined in planned policies or could be developed as the aftermath of problem situations. The first approach was a thoughtful forecasting of anticipated needs. The second was usually a spontaneous solution to a single incident.

When management's leadership, as defined in their policy statements; in their directives; or through personal and staff conferences, was not forthcoming it was unfortunate but not tragic. John Like, Manager, San Fernando Valley Veteran's Administration Hospital described the problem and proposed a solution:

Management didn't really know what it wanted from recreation, and, furthermore, it wasn't certain that the doctor's did either. To press a point, he made this analogy: If you were a patient in a hospital, you wouldn't want the administrator to diagnose your illness - you would expect the doctor to do that. By the same token, the manager and the physicians would expect recreation personnel to administer recreation. All professions are expected to contribute, and recreation is not an exception. Recreation personnel must have the intuition and imagination to further the program. Nobody finds the road blueprinted. Management doesn't even know the questions, must less the answers.<sup>27</sup>

A similar situation at the Mangla Dam Project was further complicated by a lack of acceptance of recreation and firm directives by which acceptance could be gained. Absentee management, in planning the total project, recognized

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<sup>27</sup>"Hospital Recreation," Proceedings, California Recreation Conference (Sacramento: California Recreation Commission, 1956), (n. p.) (Mimeographed).

the need for recreation but did not forward their concept and understanding of recreation or a plan for implementing the proposed recreation service. Consequently, instructions and orders to resident management, regarding the recreation service, were vague as to recommendations on policy and procedure. The recreation service was, under these limitations, hampered and lacked authority to proceed on a prescribed course of development.

Development of recreation, lacking the guides to be found in objectives, directives, or stated financial limitations, was controlled by setting policy on each problem or incident as it occurred. Policy was set by affirmative or negative decision on each action or by no comment and no decision. Policy, thus established, also defined the objectives.

Recreation should be given equal consideration in the philosophy of management toward welfare of personnel. Adequate facilities, a creative staff, and authorized services for recreation help to minimize absenteeism, medical treatment, and discontent and dissatisfaction as much as housing, provision of food and medical care. If the normal treatment of employees as practiced in Pakistan and other Asiatic countries was modified and liberalized, the recreation service should have been equally liberalized.

Objective one. Understand and utilize national characteristics.

The recreation mission should incorporate a recognition of the need of most Pakistani to grow creatively; to achieve status; and to make a personally unique contribution.

According to Schell:

In a world [or specifically a country] of increasing newness and rapidity of innovation, the call upon human creativeness affects every aspect of industry and each stratum of the hierarchy of management [or the progress and growth of a new country].<sup>28</sup>

The building of Mangla Dam against time limitations and financial incentives required that management's objectives and the Pakistani personal and national strivings for recognition compliment each other. Objectives should have intrigued, motivated, and directed personnel to action which included action on management's objectives.

Objective two. Define by policy and purpose and organizational placement of the recreation service.

Creative use of leisure by personnel was either important to the enterprise or it was not important. It could not be considered important today and not tomorrow; be limited at one time and expanded in another; or operated under a cloud of doubts and reservations. It was either empowered to be effective by objectives and policies as a

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<sup>28</sup> Schell, op. cit., p. 307.



fire prevention operation, or it operated without powers and stabilizing policies and became a fire fighting operation.

The existence of a set of regulating objectives was essential; the orders, the policies, the procedures or similar instructions that defined the role and mission of recreation.

The training of personnel to use their leisure effectively; the provision of adequate facilities; and the creating of necessary encouragements and inducements to use both leisure and facilities was neither a halfway, sometime supported, camp follower type of program nor an essential but, nevertheless, expensive frill.

The recreation service had to be solidified by a job description delineating and defining the purpose. Incidental acceptance and accidental growth had hazardous side effects on the success of the service and the attitudes and mental set of the personnel assigned to manage the service. Management's lack of experience with a recreation service could have been minimized by policy statements reducing the pressures resulting from constant need to defend, promote, and demonstrate the value of the service; and to continually justify actions; and refute challenges. Recreation should be part of the tree of the plan of organization not out on a limb. Time spent on survival tactics could have been more effectively applied to program development and the refining

of the operation through more adequate supervision.

Recreation has to be established by stated policy for status and acceptability. In a departmentalized operation, the process suggested by Koontz and O'Donnell should be applied to basic organization with emphasis on the recreation department:

- . . . establish enterprise objectives.
  - formulate plans and policies for their accomplishment
  - determine activities necessary to execute these plans and policies
  - enumerate and classify activities
  - group activities for greatest effectiveness in terms of enterprise objectives i.e. tie all departments together horizontally and vertically by authority relationships in the organization
  - assign each group, normally through its head, the authority necessary to perform its activities.<sup>29</sup>

Recreation should have been assigned a position in the chart of organization and coordinated to other departments and functions. Other departments, vested interests, and primary functions should not set their own degrees of cooperation. Management policy determines the atmosphere, if not the letter, of cooperation.

Objective three. Make leisure of personnel constructive.

Effective operation within any organization stems from the job accomplished by management through the lowest employee.

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<sup>29</sup> Harold Koontz and Cyril O'Donnell, Principles of Management (Tokyo: McGraw-Hill Book Company, Inc., 1959), p.65

How that employee performs his job depends on his attitude and the attitudes of his foreman and supervisor. The leisure of the employee and the absence of or effectiveness of existing recreation activities will affect the attitude of each individual toward the company.

Management should recognize: (1) that labor problems ferment during leisure not when men are occupied in work. Personnel with leisure and nothing to do will gripe and grouse on their problems and wrongs, both real and fancied. A philosophy applicable to any project was, "and it will be a far more difficult task of civilization to teach men to use leisure rightly than to instruct them how to labor efficiently."<sup>30</sup> Such a statement had current application despite its origin in 1915; (2) that tensions and aggressions in individuals or group could be released and worked off by participation in recreation activities; and (3) that skill and ability in sports can be more important than prejudices and that teaching sportmanship can eliminate many inequalities. The concept, that people willing to play together are less likely to split into factions, can be applied to leisure and recreation activities.

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<sup>30</sup> John H. Finley, LL.D., in a speech, "The Wisdom of Leisure," 9th Annual Meeting, Playground and Recreation Association of America, 1915.

Objective four. Provide staff adequate to the achievement of objective. Staff employed by the project recreation manager had to be sufficiently qualified to have or to be able to earn the confidence of the manager. Similarly, there should have existed an acceptance of the project recreation manager by top management as to technical ability and qualifications to make recommendations pertinent to the operation of the recreation department. Personnel, with a survival interest in an operation and a desire to do a creative job should be presumed to be making valid and appropriate suggestions based on knowledge and experience.

Serious limitations were imposed on the recreation service when understaffing required the project recreation manager to perform as manager, worker, and leader. Management became limited when the constant supervision, of directives and personal appearances, required for the management of decentralized staffs, was not possible. Any limitation made necessary by mandatory assumption of staff positions hindered the effectiveness of supervision and planning. As Allen so aptly reviews the problem, "We can conclude only when he is planning, organizing, coordinating, motivating, and controlling the work of other people is a manager managing."<sup>31</sup>

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<sup>31</sup> Allen, op. cit., p. 45.

Objective five. Provide adequate supplies, equipment and facilities. The quantity and quality of supplies and equipment needed and the variety and quality of facilities required both indoor and outdoor, had to be determined and approved. The obtaining of these equipment and facility needs, either by purchase or production through other departments, should be given an appropriate and timely priority by top management.

The construction of facilities, their completion and appearance, was dependent on the philosophy and policy of management relating to personnel management and relations. When the relations were of secondary consideration, it was possible for facilities either to be delayed for long periods or to be adapted from facilities constructed for other purposes.

When facilities were constructed for joint use between different departments, the details of use and management should always be stated in written agreements and approved by top management. This had particular application when one department 'owned' the facility and the other used it under all the difficulties bequeathed to an outsider.

Programs could neither be planned nor operated without the tools to do the job anymore than a Dam could be without equipment.

These facilities were available in the Pakistani labor camps:

Sports and Athletic Fields

- Baral Quarters: Two volleyball courts  
Table tennis area
- Bong Camp : Football (soccer) field  
Combination cricket and kabaddi field  
Hockey field  
Two volleyball courts  
Shotput-Weightlifting area  
Basketball court
- Jari Camp : Basketball court, cement  
Two volleyball courts  
Combination hockey, football, cricket and kabaddi field  
Outdoor gymnasium  
Badminton court
- Thill Camp : Combination hockey, football and cricket field  
Kabaddi field  
Three volleyball courts  
Badminton court  
Basketball court  
Deck Tennis court  
Table Tennis area  
Shotput-Weightlifting area

Recreation Offices

- Baral Quarters: Portion of living quarters, rooms assigned as reading/games room/library
- Bong Camp : Food service area in former mess hall assigned as recreation center
- Jari Camp : Food service area in former mess hall assigned as recreation center.

Thill Camp : Two portable office shacks originally serving as the camp dispensary

Recreation Centers: (Games rooms, reading rooms, library, indoor table tennis)

Baral Quarters : Three living quarters rooms and outside lighted table tennis area

Bong Camp : One half of a former mess hall with a games and reading area developed in front of building

Jari Camp : One former mess hall not including cooking area

Thill Camp : One quarter of a former mess hall

Theatres, Out door and stages

Baral Quarters : Wooden screen, cinemascope size, semi-projection booth on living quarters porch

Bong Camp : Wooden screen, cinemascope size, wooden field shack converted to projection booth. Cement stage brick side walls no roof

Jari Camp : Wooden screen, cinemascope size, wooden projection booth

Thill Camp : Permanent brick screen and stage sufficient in size for visibility by an audience of 5,000

Permanent brick projection booth meeting Pakistan cinema act specification

Gulberg and Lalazar Colonies

Area for setting up portable screen

Hospital : Indoor area for setting up portable screen.

## II. THE PROJECT RECREATION MANAGER'S OBJECTIVES

The recreation service. The determination of goals was essential. These goals became the objectives to be achieved by the policies, the procedures, and the program developed to support them.

The setting of objectives should be accomplished in conference with top management. When this was difficult to achieve, the presumed objectives of management had to be formulated by and incorporated into the objectives of the project recreation manager. Testing of objectives formulated under these conditions was accomplished by the reaction of management when objectives created a situation requiring a decision. Policies or objectives formulated under fire were, however, unlike those developed through preliminary study, subject to evaluation under continuing combat conditions.

Objectives, regardless of how created, were the reasons for being; the purposes for which the service was originated; and the statement of the intent of the recreation service as applied to the individual, to personnel in general, and to management.

Interwoven into the problems of developing a recreation service for Mangla Dam were the problems imposed by management; (1) designation of recreation as a supporting function without defining the recreation objectives and relating them



to the enterprise objectives; (2) emphasizing recreation, as an aftermath of each labor disturbance, but not maintaining a strong, continuous recognition; and (3) lack of a strong feeling of identification and a strong sense of team membership when the function was conducted in a vacuum isolated from the primary construction functions.

In working with a different language and nationality group, four sets of objectives had to partner and parallel (1) the management's objectives; (2) the project recreation manager's objectives; (3) the group developed objectives of the recreation staff; and (4) the personal and secret objectives of the individual recreation staff members.

Formulation of the project recreation manager's objectives, although influenced by management, staff, and the personnel to be served were dependent on the manager's understanding of (1) the purpose of recreation; (2) the purpose and functioning of recreation in a construction operation; and (3) the people to be served.

The resolving of objectives under conditions involving differences of culture, customs, and religion made it essential to solicit aid and assistance from the staff. It was best to approach the problems of recreation with great insecurity confirmed in the belief that existing knowledge could not be applied. The problem was to achieve an equality with the staff; an atmosphere in which ideas could be shared, adapted,

or rejected without fear of malice or retaliation; and in an understanding and cooperation in which policies could be solidified and necessary working procedures developed. The sharing of management was complicated by individual differences between the project recreation manager and the Pakistani staff. These differences had to be respected. As stated by Bethel and others, "The whole lesson of individual differences cries out against expecting uniformity and thence expecting any other individual to respond exactly as you would."<sup>32</sup> If this precept could be applied to the American culture, then it should apply not only to the Islamic culture and to the Pakistani but also to their right to be different from the Americans; and to participate in the setting of objectives which were acceptable to them.

Acknowledgement of the existence of differences in people within one culture emphasizes the existence of vast difference between peoples of dissimilar cultures. Also emphasized was the essential use of a slow, feeling-the-way relationship in which leadership and management became synonymous.

Constant effort was necessary to control the tendency to confuse lack of education and inability to understand

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<sup>32</sup>Lawrence Bethel and others, Industrial Organization and Management (New York: McGraw-Hill Book Company, Inc., 1962) p. 445.

English with lack of ability. If not careful, the project recreation manager neglected the development of the staff by making all the decisions for them. The philosophy of Allen had to be applied and language and cultural barriers surmounted:

The manager must avoid becoming confused and frustrated by 'habitually making the operating decisions and dealing with problems of immediate urgency' to the point that the important phases of his management the planning and things for the future are relegated to minor roles or neglected.<sup>33</sup>

The project recreation manager had to guard against the differences in language; nuances in expression; and the Pakistani characteristic to signify understanding regardless of the degree of understanding. Control of constantly irritating detail had to be handled by training and delegation if the manager was to survive as a manager. Insufficient planning and delegation and the failure to utilize all other resources through the human resource, had a costliness difficult to assay as it had to be computed in time and energy as well as money.<sup>34</sup>

Errors in judgement in selecting staff and delegating authority was preferable and more acceptable than the lag in progress caused by managerial time wasted on details. Such

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<sup>33</sup>Allen, op. cit., p. 166

<sup>34</sup>Koontz and O'Donnell, op. cit., p. 199.

errors could be rectified by both training and realignment of duties:

It must be assumed that authority is delegated to untrained and undirected hands in order to meet the requirements of change, with the recognized future task of taking in the reins and rectifying mistakes when the pace of change has slowed.<sup>35</sup>

Objective one. Manage by accepted principles of management. As the responsibility for achieving results belonged to the project recreation manager, the problems imposed by top management could not, in turn, be imposed by the manager on the staff.

Objective two. Adapt accepted principles to existing conditions and influences. The standards guiding the development of policies and procedures were principles normally applied to American management. Application of these principles recognized and incorporated deviations resulting from influences exerted by the religion, the islamic culture, and the customs, folkways, and mores on the Pakistani personnel.

### III. THE PAKISTANI RECREATION STAFF'S OBJECTIVES

The recreation program. To determine the value and importance of recreation, and thereby to ascertain their objectives, each of the assistant recreation managers

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<sup>35</sup> Ibid., p. 203.

prepared a paper on the importance of recreation with intended application to Mangla Dam Contractors' personnel. These papers were summarized to present the views of the Pakistani staff. Pervez, Assistant Recreation Manager, in charge Bong Camp believed that:

(1) recreation facilities are essential because it is a means to create the lost energy of a worker after doing laborious duty because the amenities provide help in changing the fatigue into fresh life; (2) employees who perform mental work favor the outdoor games and employees who perform hard labour play games having mental exercise; and (3) employees busy on their job and in after-the-job recreation activities have no time to think bad and evil things.<sup>36</sup>

The objectives offered by Ghaffar, Assistant Recreation Manager, in charge Jari Camp defined recreation as:

(1) means to restore human vigour lost during daily working exercise. It is an important appetite of human nature and keeps a workman on his feet, healthy and happy, so that he may be able to fulfill his task; and (2) as no cash return is involved recreation is not treated at par with other musts and is thought of as a fancy liability, a graceful warden, and a show case of an organization.<sup>37</sup>

Stating that recreation is essential for many reasons both in the interest of the employer and the employee, Ch: Abdul Hamid, Recreation Manager, in charge Thill Camp,

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<sup>36</sup> Raja Mohd. Pervey, "Recreation and Its Necessity" (Paper prepared for the Camps and Colony Recreation Department, Mangla, West Pakistan, December, 1963).

<sup>37</sup> Abdul Ghaffar Khan, "Man and the Recreation" (Paper prepared for the Camps and Colony Recreation Department, Mangla, West Pakistan).

listed these values:

(1) to avoid retardation in the progress of work; (2) to avoid monotony and to create in the labour more interest to work; (3) to reduce strain of work; (4) to make up for the loss of socialability; (5) to avoid labour unrest by introducing activities which can give charm to living conditions; (6) to reduce delinquency on the part of workers; and (7) to get an increase output of work from labour.<sup>38</sup>

Stressing the interest of the Pakistani government in arranging recreation activities in the Development Authorities to improve social, cultural, moral and physical health, Rashid, Recreation Manager, in charge Baral Quarters, stated the value of recreation, "as the opportunity to participate in a safe, varied, constructive, interesting, and enjoyable program of recreation activities."<sup>39</sup>

Akhtar, Camps Theatre Manager, felt that the program of film shows had these benefits (1) important factor in mass education and preservation of the culture of a nation; (2) mental rest as men lost themselves in the roles they watched and were entertained or learned; (3) social event for family colony residents; and (4) biggest recreation attraction.<sup>40</sup>

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<sup>38</sup> Ch: Abdul Hamid, "Is Recreation Necessary?" (Paper prepared for the Camps and Colony Recreation Department, Mangla, West Pakistan, December, 1963)

<sup>39</sup> Rashid Ahmad Khan, "Importance of Recreation" (Paper prepared for the Camps and Colony Recreation Department, Mangla, West Pakistan, December, 1963)

<sup>40</sup> Mohd. Saeed Akhtar, "Values of Films in Recreation" (Paper prepared for the Camps and Colony Recreation Department, Mangla, West Pakistan, December, 1963)

## CHAPTER IV

### SPECIFIC OBJECTIVES AND THE TECHNIQUES USED TO ACHIEVE OBJECTIVES

#### Objective one. Set the objectives for recreation.

What are the objectives of a recreation program in a foreign land for personnel who are nationals of that foreign land? Are the objectives the provision of a program of known activities; adaptation of an American program; or the overlaying of a program without consideration of the recreation experience of the personnel?

Who sets the objectives? How are these questions to be answered?

At Mangla Dam all who were influenced or effected took part in the determination of objectives. The problem of their determination was, that to be effective, they must be satisfying to those who set them; those who were expected to achieve them; and, in the case of recreation, those who were participating in the program. The questions posed could only be resolved through the participation of the staff of nationals in setting the objectives. It was a most realistic answer to selecting programs and establishing procedures. Participation in a system of management by objectives also aided in developing what Dimock characterized as, "initiative,

discretion, and self development."<sup>41</sup> Personnel must take part in planning as objectives resulting from the participation of all who were concerned were more easily accepted.

Where the objectives were written and distributed, their interpretation at any point in the organization structure had a satisfactory similarity. Pigors and Myers express the thought that stated or published objectives are:

. . . a principle means to attain the co-action in free discussion, at all organization levels, of company objectives . . . Underlying assumptions are that no one can make his full contribution to any organized endeavor unless he feels enlisted in its aims.<sup>42</sup>

Assuming the effectiveness of such co-action in working with the people of a single nationality, it was even more effective in working with a bi-lingual, bi-cultural staff. When the planning and setting of objectives involved the individual as both a participant and a source of ideas, it was possible to use the individual for creative thinking and the staff for stabilizing and perfecting the ideas. The individual could dream and the group could give his dream reality.

Objectives, and the resulting policies, benefit from being set in a state of calm, deliberative study wherein

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<sup>41</sup>Dimock, op. cit., p. 18.

<sup>42</sup>Paul Pigors and Charles Myers, Personnel Administration (Tokyo: McGraw-Hill Book Company, Inc., 1961) p. 44.



problems are anticipated and solutions proposed. This point had particular application in Pakistan as a measure to avoid the problems normal to a correction, an appealed policy, and to minimize the furor that an unexpected decision created.

Objective two. Involve management in developing management's objectives for recreation. Inaction on the part of management in setting management's objectives and issuing policy statements of their expectations caused needless pressures and lost motion. Lacking policy statements and the general directives contained in objectives, the project recreation manager had to (1) recommend policies for approval or obtain verbal agreement prior to the need for decision. Failure of top management to accept the recommendations and the reluctance to approve something unknown and untested often curtailed excellent activities or required painful negotiations to achieve; (2) defer decisions requested by the staff on program and procedures and refer to higher authority for an opinion. The necessity of referring for a decision leaves the recreation management in the position of being without authority and the staff with knowledge of this lack; and (3) make decisions and incur the wrath and results of an appealed decision.

In procedures two and three, decisions made either by top management or the project recreation manager were subject

to review with consequent problems incurred through limited acceptance, retraction, or acceptance through no decision. In the area of interesting management in the recreation service no techniques or approaches to force an affirmative decision were successful. There had to be personal participation of members of top management in recreation ceremonies. As the production, attitude and cooperation of people increases and becomes more favorable when they feel that their employers are personally interested in their welfare, public appearances were requested. Benefits from the appearance of employers at special functions were assumed to be increased productivity; a greater willingness to accept minor irritations; and a more personal interest in the company's operations.

Devices to encourage top management and supervisors to show their interest by their presence were: (1) comments by the recreation manager at all points of contact between top management and supervisors encouraging attendance and participation in entertainment and sports events in the labor camps; (2) extending personal invitations from the Camps recreation managers to specific supervisors and members of management; and (3) preparation of a written statement expressing the participation viewpoint for transmittal to the Personnel Manager:

As a point of both public and Pakistani personnel relations, this (presence of management at athletic functions) is an excellent opportunity for Mangla Dam Contractors to acknowledge the efforts of its personnel and to demonstrate to that personnel the active interest of the consortium in their leisure activities.

It is my observation that any such demonstration of personal interest would have a remarkable response in developing a feeling of goodwill toward the company.

I am aware that personal interest individually applied is often misconstrued as an "adoption" or sponsoring of an individual but a pat on the back, a handshake, or an expression of interest in an entire team can only be and is nothing more than a morale booster. It becomes an action that makes the personnel more cooperatively disposed towards the company.

I am also aware that most of our personnel are British "trained" by years of colonialism and/or influenced by British public relations methods. The British used a technique which we cannot ignore i.e. a person in authority was always on hand to present the compliments of the official organization. Consequently, the same treatment is expected of us. Its lack is noticeable and misinterpreted as lack of interest. Yet there has been almost a complete lack of response to general invitations issued by the Recreation Department to Main Office personnel. Housing, food, recreation equipment, and mosques are inanimate, inadequate substitutions for the presence and attention of a guest of honor.

Paternalistic as it may be, failure to have official representation at leisure functions, dramatic shows, athletic contests, and special programs leaves the participants and spectators with the bewildered feeling that the Mangla Dam Contractors are impersonally concerned in the welfare of their personnel.

Can some rotating system be worked out whereby a Main Office representative can be assigned to these and similar events?

Entertainment and dining of the elite was of importance but no more and no less than participation in the sporting

events, entertainments, and similar activities of the workers. The importance of this relationship should have been recognized, not only by high level rapport between the top management and power influences of the country, but also by similar rapport between management and workers. Relationship procedures should have been part of the orientation program for the expatriates who were responsible for relationships at all levels of the construction project.

The adjustment of expatriates and Pakistani personnel to an acceptance of something foreign to their training was difficult. It involved the meeting of two cultures and the acceptance by each of a status quo, as for instance, the acceptance that one should not be forced upon the other. Adjustment to living and working in a foreign land was more than acceptance of conditions, it was a recognition that the adjustment must conform to variations in thinking, viewpoints, and in the influence of history upon the present:

One of the major considerations that must be faced by any new, highly centralized administration is that it must still depend upon many of the societal structures that pre-date it.<sup>43</sup>

Objective three. Obtain adequate indoor and outdoor recreation facilities, supplies and materials. The preliminary analysis of physical needs at Mangla Dam was made

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<sup>43</sup>Campbell, op. cit., p. 87.

12,000 miles from the site and prior to the assignment of the labor camps as part of the project recreation manager's job. Such forecasting was required as a basis for the purchase of supplies and construction of facilities. As the assignment of recreation in the Camps was not known and, therefore, not planned until arrival of the project recreation manager at the project an irretrievable loss was incurred. Adequate facilities were never constructed and facilities assigned were prepared piecemeal over an eighteen months period. Early determination of needs guarantees availability as required.

Employment of a project recreation manager; approval and purchase of anticipated supplies and equipment; and the preparation of blueprints of facilities was appropriate beginning planning for acquiring facilities, supplies, and equipment. But preliminary plans were hampered by lack of foresight in obtaining job site policies clarifying these problems:

1. Difficulty in obtaining approval for purchasing additional supplies and materials.
2. Assignment of low priority on the construction of recreation facilities and athletic fields.
3. Inadequate procedure for purchasing from petty cash or departmental expense account.
4. Lack of agreements on the use of facilities managed by other departments but broadly designed for use by the Recreation Department. No formal relationships existed between departments for joint use of facilities or services.
5. Failure of maintenance and construction departments to process official orders.

6. Absence of any form or type of departmental budget.

These conditions eventually became normal to operations requiring the same time consuming procedure for approval of each order.

Only management policy could clarify these problems although it was possible to influence action on point five by personal relationships. By creating effective personal contacts with other expatriate managers, many impossible services were obtained. As a substitute, however, for stated policies and established channels of procedure the cost in time and effort required for individual negotiation of each problem consumed an average of three hours daily.

Objective four. Create an acceptance of recreation.

In Pakistan, satisfactory business or social relationships depended on the mutual acceptance of the principals in the relationship. As applied to recreation, the acceptance of a recreation program was secondary to acceptance of the individuals who provided the program. The relationship was more important than the value of the service. A more detailed analysis of this characteristic would have probably revealed that it is basic to the philosophy of prestige and status. People respond to personal identification in a relationship with a person in authority.

Regardless of the reasons, to be accepted personally

was a favorable step toward program acceptance. Personal involvement, personal appearances, and the development of personal acceptance was a primary factor in the operation of the recreation service. That the recreation management responded to and attempted to provide all requested services was a second major contribution toward acceptance. Even this involved personal participation as it was during conversations that the needs and problems to be met were discovered. Attracting as many participants as possible to the program was a third contribution toward acceptance. Satisfied participants with an opportunity to express themselves in the operation of the program spoke on behalf and in support of the program.

In the acceptance of recreation by management, the relationship of the project recreation manager to approximately fourteen equivalent or superior managers determined the acceptance or rejection. Negative policy was invoked because of lack of confidence in the recreation manager; projected costs which the manager was unable to adequately explain; personal animosities; desire to limit experimentation and maintain the status quo; and apprehension caused by misinformation and misunderstanding regarding the recreation service.

Objective five. Strive to understand the Pakistani.

The culture, the customs and the mores of the

Pakistani had to be the guides to development of the recreation service, as for instance, "The framework of the administrative environment, is, in part, determined by society which governs the kinds of problems which arise; the kinds of action which may be taken."<sup>44</sup> Any action taken had to be based on an understanding of the Pakistani. Language, laws, folkways, mores, religion and customs had to be understood to avoid committing errors in judgement because of ignorance of what was appropriate or mandatory.

Orientation to an unfamiliar method of leadership; to an unknown language and nationality; and to a different concept of recreation required the project recreation manager to study ethnic and cultural characteristics to offset lack of experience. The British accomplished this adjustment by requiring a cultural background; a thorough knowledge of the language; and a training through a living experience within the villages of their District. These were career men in a specialized field of public administration. Granted that the construction project was a short term project in which technical skills were essential, the public relations with nationals of the country in which the construction, or any other short term project takes place should be essential.

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<sup>44</sup>Robert Roy, The Administrative Process (Baltimore: The John Hopkins Press, 1958).



Success of the project in limiting work stoppages depended on minimizing conflicts between the nationals and the expatriates.

In a second point, the project recreation manager had to understand the cultural behavior of the personnel. This is a normal problem even when the manager and personnel are of the same culture and the manager is isolated from his staff only by his position. A statement by Bethel and others, defines this distinction:

After such social learning has been acquired, each of us lives up to the customs and rituals of his own group (s) because conformity has proved rewarding . . . the folkways and mores of different groups differ greatly in accordance with their culture . . . because the manager is no longer part of the same group as the workers, he stands in danger of failing to understand their cultural behavior.<sup>45</sup>

Striving to understand the Pakistani language was difficult. The difference between Urdu and English was complicated by Urdu spoken in six dialects and with a variety of British accents. Language was a barrier to understanding in two instances (1) when the person receiving an instruction did not wish to accept it; and (2) when the person receiving an instruction did not have sufficient language comprehension to understand. The solution was the creation of a system of checks to assure that the person receiving the instruction was able to follow it. A 'yes' answer did not necessarily

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<sup>45</sup> Lawrence Bethel, et. al., op. cit., p. 448.

imply that the instruction was understood any more than a 'no' answer could be accepted as a lack of understanding. Proof of comprehension was more important than the time involved in obtaining the proof. The errors committed through failure to understand were expensive in time, material, and exasperation.

Instructions were an exchange of information in a series of questions. Questions were always positive as, "How do you get to the gym?" not "Go to the gym." "Where is the starter?" not "Can you drive a transport?" Questions which could be answered affirmatively without showing proof of understanding were an easy, accepted, face-saving escape. An admission of inability to understand was deferred, with hope that something would happen prior to the time when failure to understand must be acknowledged. An instruction, "Take me to a jute shop", once resulted in arriving at the orange bazaar.

In essence, the striving to understand the Pakistani was to achieve a basic principle stated by Koontz and O'Donnel as:

In guiding the overseeing of subordinates, the manager must communicate the requirements for job performance to subordinates and so motivate them to perform as to assure the most effective contribution possible to the group objectives sought.<sup>46</sup>

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<sup>46</sup> Koontz and O'Donnell, op. cit., p. 444.

Objective six. Select, train, and assign a staff.

The care and procedures utilized in the selection, training, and assignment of the staff were the determining factor in the success of the recreation program. Not only did it affect the success of the program but also the future of the recreation manager. As Koontz and O'Donnell point out:

In order to protect his own performance, the manager with many subordinates found it essential to obtain, good subordinate managers, train them well, establish clear-cut policies, and find efficient means of control. <sup>47</sup>

Key to selection and training was the need for individuals capable of operating independently without constant direction. In a department with seven decentralized offices, the stress was on personnel that possessed creativity, flexibility, initiative and common sense to distinguish between appropriate and inappropriate actions.

Recognizing the similar recreation jobs were few and trained individuals almost non-existent, selection had to be a matter of chance with personality and intelligence considered as strongly as previous experience. Management, the ability to control a staff, was primary. Lacking personnel with adequate knowledge, training became important in three vital areas (1) Adjustment of two cultures, the American approach to recreation, and the British emphasis on welfare and

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<sup>47</sup> Ibid., p. 220.

entertainment; (2) Linking of the American concept of organization with the Pakistani/British ideas of informal operation; and (3) Improvement of abilities.

The three characteristics of the training procedure were:

1. Discussion in a telling and responding, question and answer, situation guarantees comprehension despite language differences. Training became informal discussion and demonstration lacking any attempt to lecture.
2. Recognition of the validity of individual differences in using the training materials.
3. Adaptation of a two-way training program in which the project recreation manager was, as he trained, in turn trained by the staff. As a consequence, the manager had to guard constantly against having a closed mind. No action by a staff member could be either commended or criticized until the action and its effects were understood.

Constant emphasis was placed on individual initiative as described by Wilson and Ryland:

The supervisor has the responsibility of teaching the basic principles of social group work but the worker has the right and responsibility to develop his own way of applying these principles.<sup>48</sup>

Coaching, as a synonym of training, and, therefore, more easily understood by the sports conscious Pakistani was a useful form of training. In the training concept, coaching was a personalized type of training conducted informally in a one to one relationship. As it could be personalized in

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<sup>48</sup> Gertrude Wilson and Gladys Ryland, Social Group Work Practice (Cambridge: Houghton Mifflin Company, 1949), p. 533.

the individual to individual approach it was effective with the Pakistani because, as Wilson and Ryland indicate:

Forced growth may result in a more tenacious clinging on the part of the learner, to the old ideas or patterns of behavior.<sup>49</sup>

The best application of coaching/training was the method advocated by Figors and Myers together with their six point philosophy and procedure:

Coaching must be practiced by all levels of management. One advantage of this type of teaching method is that it promotes the kind of informal communication that can lead to mutual understanding and respect.

- (1) There must be an opportunity to take responsibility, even at the risk of minor mistakes. If the coach remains at the player's elbow instead of retiring to the side lines, the necessary independence of judgment cannot be developed.
- (2) The coach should know his subordinate well enough to guess intelligently how much he can do on his own at any given time. Self-confidence is undermined when a person makes many serious mistakes.
- (3) Constructive criticism on the job is helpful. In this way, a person can learn to see his weaknesses objectively and to capitalize his assets on the job.
- (4) Climate of confidence is essential to learning. When we make mistakes, our self-confidence sags. But to experiment is bound to lead to mistakes. Therefore, the learner needs the support of his superiors confidence that he has it in him to meet the demands.
- (5) Standards of performance need to be set both at each phase and as ultimate aims. The friendliness that should be part of coaching should never be confused with laxity in setting standards.

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<sup>49</sup>Ibid., p. 539.

- (6) Periodic appraisals and joint planning for the next stage of development are also needed.<sup>50</sup>

In applying these coaching principles, the staff was permitted to adjust activities within their assignment. In any required post-adjustment discussion, successful variations were incorporated into the assignment and unsuccessful efforts became a part of the training program.

Another form of training, the periodic examination of what was happening, personnel and program wise, and the evaluation of the operation were applied as a form of in-service training. The statement of Schell is concise at this point:

And as executives, we should develop methods steadily to advance the performance of the work which we supervise. Unless improvement is a current part of our activities, our own future is probably in danger. The rapidly changing and developing environment in which we live provides growing application of the motto, 'improve or perish'.<sup>51</sup>

Objective seven. Maintain mutually satisfactory relationships. To establish relations, the project recreation manager had these three primary responsibilities (1) to learn the needs, desires, and attitudes of the staff; (2) to interpret these needs to top management; and (3) to understand and be understood in terms of language, culture, traditions,

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<sup>50</sup> Figors and Myers, op. cit., pp. 147-48.

<sup>51</sup> Schell, op. cit., p. 284.

and customs. Emphasis on human relations and the value of the individual and his development was stressed by Figors and Myers:

The only effective philosophy of management, in a free society, over the long pull is based on a deep-seated belief in the dignity and worth of the individual human being - in his right to seek his own goals, partly through working in an organization.<sup>52</sup>

In a similar sense, the operation of the recreation service fostered a philosophy of management reflecting a sense of trust toward employees and a sense of respect for their feelings, motives, and personalities. According to Chruden and Sherman, this philosophy is grounded in production rather than welfare, "The success of any company depends upon good management and upon the ability of its managers to accomplish results through the efforts of their employees."<sup>53</sup> An additional statement of Chruden and Sherman adds support to this philosophy:

Merely providing the material and teaching the skills with which to fight are not sufficient. Such qualities as enthusiasm, personal satisfaction, and a willingness to work together - which may be considered as components of morale - are likewise essential for the continued success of any organization, whether its purpose be of a military or business nature.<sup>54</sup>

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<sup>52</sup>Figors and Myers, op. cit., p. 16.

<sup>53</sup>Herbert Chruden and Arthur Sherman, Personnel Management ( Cincinnati: South-Western Publishing Company, 1959), p. 21

<sup>54</sup>Ibid., p. 294.

To establish the validity of these assumptions and to put them into practice required subtlety and patience. Acceptable ways of maintaining and achieving satisfactory social and cultural relationships were slow to be realized. Limitations of language and lack of knowledge of cultural, religions, and social customs made the relationship a problem of slow negotiation through trial and error. However, the problem was minimized by the eagerness of the Pakistani to be friendly and hospitable and their desire to achieve the status and job protection to be gained through the relationship.

Satisfactory relationships between individuals implies growth of a feeling of security. Benefits of this security are adequate, according to Wilson and Ryland, when "an individual is able to accept change . . . is secure enough to dare to accept the new thus giving up the comfortable old in favor the uncomfortable new."<sup>55</sup> Relationships in the Recreation Department were necessarily a gradual evolution from the known to the unknown and conducted simultaneously in three phases (1) the planner was assured that the privilege of planning was both a right and a requirement; (2) the leader proceeded with the assurance that he could act independently without fear of reprisal; and (3) the participants

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<sup>55</sup> Wilson and Ryland, op. cit., p. 539.



had to have a program providing for the interests of all and at all stages of experience.

In the maintaining of relationships, morale had to be stimulated and pride in accomplishment fostered if the relationship and the implied productivity were to be progressively more vital. Everyone had to feel important and the best method for accomplishing it was through individual contacts. Part of this philosophy is detailed in the O'Brien Manual, a key to the personal participation of people in political campaigns which had as its thesis that every vote counts:

. . . that every citizen likes to feel he is somehow wired into the structure of power. That making a man or woman seem useful and important to himself or herself in the power system of American life takes advantage of one of the simplest and noblest urges of politics in the most effective way.<sup>56</sup>

Objective eight. Merge management with leadership.

Management was considered a form of leadership in the same sense that Koontz and O'Donnell relate the two functions:

Although managership is not synonymous with leadership, the former having as its central task getting things done through people, can obviously be accomplished most successfully if managers can lead . . . reliance upon the authority of position is not enough. For maximum results men need to be led, not driven. Consequently, managers will be most effective if they have the qualities and take those courses of action which will

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Theodore H. White, The Making of the President 1960 (New York: Atheneum House, Inc., 1961), p. 115.

make their subordinates see in them the best opportunities of realizing personal objectives.<sup>57</sup>

Pigors and Myers agree that effective results in working with people, the bringing out of the best in efforts, is accomplished through leadership not drivership but requires that the manager establish criteria for the operation. Recommended criteria includes (1) giving clear instructions and effective training; (2) checking staff performance; and (3) stimulating and encouraging better performance through a will to work and a desire to grow.<sup>58</sup>

The merging of management and leadership in the Recreation Department disregarded the concept of line, staff and functional organization as too precise for a small department no matter how decentralized. The substitute pattern emphasized the use of committees and a staff as a plural executive. All staff members were manager-leaders. Staff operation give recognition to the constant striving of the Pakistani for status, recognition, the trappings of status, authority, prestige and privilege. At the same time, the delegation of authority was protected through limitations imposed in staff review of actions. In using the staff as a group experience, it was possible for the individual to

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<sup>57</sup> Koontz and O'Donnell, op. cit., p. 448.

<sup>58</sup> Pigors and Myers, op. cit., p. 12.

widen his interests and increase his skill and ability by comparison of himself with other staff members. This was in keeping with Dimock's belief that "innovation is nurtured in an atmosphere where men are encouraged to take chances and to experiment."<sup>59</sup>

Staff meetings were ceremonials with much digression from the agenda but formality was present and the agenda provided the ritual. In general, the goals set for staff meetings were:

1. To establish a control of the general program through instructions and agreements reached through collective analysis of the problems.
2. To create an organization in which decisions were made jointly by staff and manager. Staff meetings were democratic devices for evaluation of problems to the mutual advantage of all.
3. To accomplish cooperative adaptation in an atmosphere of acceptance permitting the free exchange of ideas.

Coaching, as described in Objective six, was effective in the staff approach to training in the learning-by-doing of Figors and Myers:

Coaching on the job exemplifies the modern psychological principles of learning by doing. People learn best when they can evaluate their experience as they acquire it. This benefit is especially enhanced under the guidance of a superior who is familiar with the work situation as well as with his subordinate.<sup>60</sup>

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<sup>59</sup>Dimock, op. cit., p. 106.

<sup>60</sup>Figors and Myers, op. cit., p. 147.

The coaching aspect became vital when the staff meeting was used as a group training ground for the interplay of ideas from two cultures and for these purposes (1) to resolve emotional conflicts; (2) to permit interaction of ideas; (3) to demonstrate behavior patterns; (4) to determine the degree of self-direction; (5) to control by group pressures; (6) to influence and to be influenced; (7) to test for reactions; (8) to permit modification and adjustment; (9) to speak or remain silent but never to post-mortem; (10) to create staff rapport; and (11) to permit individual identification.

Objective nine. Share departmental management.

Management often operates on the assumption that subordinates do not have any ideas that are useful. This philosophy, coupled with the basic problem of management, the segregation of personnel by levels of endeavor, produces a worker in this isolation pattern:

Too often the worker is regarded impersonally. He has no sense of fellowship with the boss, no companionship, no confidence and no pride in the final product because he does not participate in the enterprise.<sup>61</sup>

The probabilities of having this philosophy applied in a foreign land was great because of the tendency to link language ability or inability with intelligence. However,

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<sup>61</sup> Bethel, et. al., op. cit., p. 445.

management could by numerous devices, none of which weakened control, share management. Shared management, because it was understood management, could assist in adjusting the worker to his job and establish his relationship to the company.

Key management and control of objectives and policies was essential and could not be diffused beyond the manager assigned the responsibility. However, consideration of personnel, the sharing of ideas, the joint development of program, and other phases of planning cooperatively could not be construed as abdication of either responsibility or authority.

Management was essential and had to be distributed at each level of the organization as a function of each individual that controlled any phase of the operation.

Decisions could be shared in the planning but only chaos resulted when the decision was announced by more than one individual. It was, however, not so important as to who made the decision as it was who shared in the discussion that produced the decision. Terming discussion as consultation, Koontz and O'Donnell comments on these points:

The techniques of consultation between superior and subordinates have numerous applications but all are based upon the use of conferences for the transmission of information and understanding, and there are, as a consequence, strong overtones of democratic or team approach to departmental function.<sup>62</sup>

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Koontz and O'Donnell, op. cit., p. 414.

If the staff was able to develop an acceptable decision and each felt that he had an investment in the decision, their acceptance was unconditional and their application of the procedure sincere. Failure to permit sharing had, according to Pigors and Myers, adverse consequences:

The reverse of the coin is that failure to conserve and develop the human assets of an organization is wasteful in a variety of ways. Disgruntled employees can withhold full effort, undercut managerial objectives, and show their hostility in numerous undesirable actions.<sup>63</sup>

In working with the Pakistani, shared management was practiced with these cautions:

1. Be flexible to permit independent action but develop unobstrusive controls on the extent of deviations.
2. Effect compromise where ideas require modification and adaptation.
3. Change increases the requests for more changes. Any successful beachhead in any area is quickly applied to all areas.
4. Evaluation of discrepancies and variations in original plans controls future plans.
5. Suggestions were often accepted as mandatory instructions without benefit of review.

Objective ten. Develop procedures to control decentralized staff. In the experimental application of ideas, the tentative testing for reactions to develop procedures, there were two basic limitations (1) training in another culture; and (2) insufficient time because of the multi-functions of a one man department. Not only was the

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<sup>63</sup> Pigors and Myers, op. cit., p. 15.

recreation manager a student of the culture but also his own planner, supervisor of the plans, resource leader, and source of direction.

Essentially, the project recreation manager was both a student and instructor and, to complicate the problem, also the manager. The three roles were not compatible yet each influenced the developing of procedures to control the staff.

Procedures were created with reference to the principles defined in Chapter V but modified and fashioned to local conditions and the variety of roles played by the project recreation manager. Procedures assumed to be of sufficient value to be included in this thesis were (1) establish routine; (2) introduce change; (3) require completed work; (4) maintain interpersonal relationships; (5) establish controls; (6) train and control by individual conference; (7) require accountability; and (8) provide a recreation program for maximum participation.

Procedure one. Establish routine. Routine, the habitual way of doing things, the automatic way, contained and controlled the tendency of the Pakistani to embellish and elaborate even the simplest of actions. Routine procedures fixed the method or required a specific form by which something was to be done. Leave requests, transport orders, weekly reports and program schedules not only became automatic but also forced attention on the time element. It

was a Pakistani characteristic to pay little attention to either time or planning. It was not uncommon for an invitation to athletic or social events to be received days after the event. The establishing of routines with time values was important to the continuation of planning and the effective accomplishment of results. Pleasant but emphatic denial of non-emergency late requests and detailed accounting on emergency requests increased attention to planning. Functions performed by staff in the decentralized offices benefited from action according to the automatic controls of routine procedure. Routine procedures were also a most basic job description and relationship to the entire operation.

Procedure two. Introduce change. Change was an educational process depending on the ability to think or capability of being trained to think. Planning requires education to a process of sustained thinking; continuous analyzation; and constant review. The learning of a process also required the acceptance that the process, once learned, could be changed or modified without complete re-education. As for instance, a driver could be trained to handle machines of tremendous weight and hundreds of horsepower. It was possible that he would do this with the same attitude he would use in driving a buffalo cart. The problem of introducing change was not the teaching of the process but the development of rational thinking to guide the use of



the process.

In the constant fight for prestige, status and economic well being, the Pakistani accepted any innovation that offered any probabilities of satisfying any of the three goals.

Change which conflicted with customs, religion, or ethnic background was accepted by the opportunist and immediately modified to achieve an acceptable harmony with the area of conflict. The illiterate, on the other hand, under the weight of centuries of doing things in the traditional way were reluctant to experiment.

Proposed changes effecting the staff were tested and investigated through study questions on the staff meeting agendas.

The introduction of a new method or process required constant review and could still be the subject of most interesting unauthorized changes. Most interesting was that the changes, or the reasons for the changes, could never be satisfactorily explained. Procedures followed daily for months could be completely forgotten or unexpectedly changed.

Any change, once introduced, had to be constantly checked for little innovations. The education concept that the repetition of an act at three specified intervals in a time period will cause the knowledge to be firmly fixed had little bearing on learning.

Procedure three. Require completed work. The necessity for completing an assignment as a finished product increased responsibility while intensifying the need to think and to plan. Allen determines the need and requirement for completed work as coordination between manager and staff:

. . . a two-way relationship between the superior and his subordinate. It requires that the principal make a clearly understood delegation. He consciously plans for guidance, coaching, and communication. Over and above this, he insists that this subordinate must do the work: (1) make a clear-cut assignment; (2) delegate the details of coordination; (3) specify progress information required; (4) provide counseling and guidance; and (5) require a finished package.<sup>64</sup>

The most gratifying response to requiring completed work was the written reports of weekly activities. These narratives of the actions of the past week had such supplementary benefits as:

1. Improvement of program.
2. Stimulation of the staff to greater activity as they discovered ideas in the reports.
3. Training of the project recreation manager through a review of phraseology, philosophy and information.
4. Clarification of the activities taking place in the decentralized offices.

Completed work, according to Allen requires self-control and self-discipline on the part of management:

The manager must have faith and self-control. He must believe fully enough in his subordinate to allow him to go to the point of failure, if necessary, without interfering. At the same time, he must restrict himself

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<sup>64</sup> Allen, op. cit., p. 146.

to giving counsel and advice and insist that his subordinate make the choice of a course of action. <sup>65</sup>

The weekly reports became an indispensable link between the headquarters and field offices. As completeness was stressed, the reports served to:

1. Provide an eye witness account of the operations in each camp.
2. Require realistic thinking on the results of program activities. Although evaluation was not required, it had to be unconsciously applied in order to provide information.
3. Select the material edited into the weekly camps news sheet, "Recreation".
4. Cause the introduction of program variation through the unwillingness of the camp recreation managers to repeat reports of the same activities or to let the other managers show evidence of greater progress or ability.

Receiving completed work reduced the work load of the project recreation manager. There was less and less required revision as the staff became aware, through rejection of material, that reports and information had to be a complete and finished product.

Procedure four. Maintain interpersonal relationships.

In Pakistan, where the intent was to personalize all relationships, as for example, "I am as a son to you, my Father" and "I respect you as my father", it was difficult to be impersonal and interpersonal and maintain an interested and considerate attitude. Although this illustration from Schell

was not written with reference to the Pakistani, it has an excellent thought suitable for tailoring to the problem.

Schell also suggests a three actions plan to satisfactorily control these conditions:

In approaching his problem, he must keep constantly in mind that he is dealing with persons whose actions may be largely influenced by their feelings, that there may be emotional excitement which paralyzes reasoning ability, and that, because of the sensitiveness of the group, the contagion may spread rapidly. He must first guard himself from a like emotional infection. This is a matter of self-control. He must next eliminate the emotional pressure in the employee and make deliberation possible.

To create a plan to control these conditions, Schell suggests:

(1) refuse to respond or react in kind; (2) eliminate the pressure feeling upon the employee so that reason can freely function; and (3) appeal to the positive moods - loyalty, duty, unselfishness, service . . . .

The interpersonal approach, was beset by efforts of staff members to make the manager custodian of their most personal problems. In part, the pressure to become personally responsible was minimized by a periodic review of the satisfactions to be derived from the job. This demonstrated interest and concern while limiting it to the job function. Among those satisfactions which were automatically a part of the employer-employee contract or work agreement were (1) benefits; (2) administrative practices; (3) supervision; (4) interpersonal relation; and (5) company policies.

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<sup>66</sup> Schell, op. cit., p. 189.

Under any culture it is a serious mistake to personalize the relationship between manager and staff and in Pakistan it could and did lead to complicated entanglements in which the job relationship was relegated to a minor role.

Procedure five. Establish controls. The establishment of controls was aimed at maintaining control of those functions requiring centralized policy while deferring questions of cultural, ethnic, and religious limitations and decentralized program operations to interpretation by the Pakistani staff.

Controls were necessary because of the tendency of the Pakistani to operate spontaneously. Planning today for tomorrow's program was normal. Controls, even to the requirement of a monthly calendar of events and a hard-nosed attitude toward unplanned changes, assured orderly development and operation. Willingness to arise each day to a brand new world with memory tapes wiped clean was counteracted by instructions related to procedures. These controls permitted individual initiative but required action and so protected management from the pressures of last minute planning.

Controls increased the autonomy of subordinates while guarding the project recreation manager from too much rule making and punitive action against an erring staff member. With controls safeguarded by the necessity for automatic

responses in as many routine assignments as possible, there was an established procedure to attain desired results.

Controls had to be stated in the form of orders but had to be understandable. This implied that orders should be discussed with the staff to check against possible conflicts between the order and customs. These orders presented as procedures were controls to (1) prescribe the manner and method for performing the work; (2) detail the 'hows' of what was to be done; (3) interpret decisions; and (4) define in writing which required adequate preparation and study.<sup>67</sup>

Granting that controls had to be established, leniency in enforcement, or at least in interpretation, had to be practiced. As Allen comments on rules, regulations, and controls:

. . . to the extent they prescribe how work must be performed, they discourage initiative and innovation and the development of new and more effective ways of doing the work.<sup>68</sup>

Procedure six. Train and control through individual conference. The individual conference had indirect values in building a rapport between the manager and staff; providing an opportunity for exchange of philosophies; and familiarizing the Pakistani with the manager as a person. According to

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<sup>67</sup> Allen, op. cit., pp. 37-8.

<sup>68</sup> Ibid.

Koontz and O'Donnell, subject matter which could also be touched upon in the individual conference were:

1. Define new policies.
2. Develop a common interpretation of new information or iron out diversities in the interpretation of existing program, policies, and procedures.
3. Consider the problems of a program, the current bottlenecks, and what can be done to eliminate them.
4. Transmit first hand information to the superior.
5. Set off a few trial balloons.<sup>69</sup>

The individual conference was also an educational instrument in training and persuading personnel to become creative and discard the protective covering of imitation. Staff had to understand that to be like the superior was not a protection and that to be creative and different was not exposing themselves to suppression or dismissal.

In all of these points it was evident that the individual conference was a technique of supervision satisfactory for application to decentralized operations. The conference not only provided information and fostered an interpersonal response but eliminated time wasted in supervision by visitation. Visitations, being neither informative nor revealing of attitudes or conditions, were used to transact routine business. The conference was also useful in on-the-spot training and as a corrective device for the problem of regression as described by Wilson and Ryland:

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<sup>69</sup>Koontz and O'Donnell, op. cit., p. 414.

The learning process is a zig zag of forward and backward movement. It is a dynamic process in which there is considerable struggle; hence when the forward movement becomes painful the individual starts to regress to a more comfortable state of knowledge and experience.<sup>70</sup>

It was also an opportunity to reason with individuals who would not accept change because the change would not provide personal benefit. Broadly stated, the personal conference, the individual to individual give and take, was useful in evolving better ways and more effective methods of operation. Using the conference for arbitration, the project recreation manager could reach a reasonable decision on action to be taken on personnel problems. With full knowledge that the individual attention given through a conference was a status symbol, it was a useful device to stop problems from reaching the stage necessitating a decision favoring one person over another. In disputes, an individual conference with each of the disputants and a final conference of disputants and arbitrator was effective in resolving many conflicts. Success was valid only so long as the authority which one of the disputants might have over the other was neither impaired nor changed.

The conference became, with usage, both the machinery and the technique for resolving difficulties between staff that required the project recreation manager's personal

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<sup>70</sup> Wilson and Ryland, op. cit., p. 537.



attention. A three point procedure for invoking or eliminating the individual conference as a judgment session was developed:

1. The camp recreation manager, as senior officer, arbitrated a decision subject to headquarters review if either disputant requested and the camp recreation manager felt that it was valid.
2. If the dispute reached headquarters, the project recreation manager talked separately with each individual attempting to reach a solution to be presented to the camp recreation manager.
3. If the headquarters review was unsuccessful, the project recreation manager met with the camp recreation manager and the disputants and finalized a solution.

Two conditions limited the use of the individual conference:

1. Hereditary acceptance of authority and the wielding of authority by those possessing it stifled a democratic procedure such as a conference. The privilege of right of appeal to a higher officer was not an approved or custom sanctioned process.
2. Use of the individual conference, unless kept quite interpersonal, not only destroyed the morale of the senior staff member involved but degenerated to the Koran, the Holy Prophet, destitution, family conditions, and an appeal for mercy without relationship to facts, logic or justice.

Procedure seven. Require accountability. Confusing the execution of planning, creative thinking, imagination and responsibility and the influencing of personnel in the development of program, was the problem of persuading the Pakistani that their political freedom was also a freedom to depend upon themselves. No longer should they accept the

dictates of colonialism or the protective benefits of having someone plan for them:

Most people crave the benefits of democracy, but few are willing to accept the responsibilities entailed. The creative functioning of administration is dependent upon the willingness and the ability of the participating membership to enter the 'give and take' relationship involved in planning and carrying out the purpose.<sup>71</sup>

Accountability, the being called to account for actions or inactions, was a procedure which applied to all staff who had accepted responsibility. Without a procedure and without requiring accountability, the calling of someone to account was like stepping into a swamp as the ground and the conversation gave way in all directions. The discussion became so unstable that it was impossible to determine responsibility. To stabilize and define responsibility, this formula was applied to make the staff aware that they were and could be held accountable (1) determination of the general or specific area of responsibility; (2) stating of objectives, policies and rules that applied to the responsibility; (3) reviewing of problems occurring within the area of responsibility; (4) preparation of a written statement defining and describing the problem; and (5) institution of immediate action against either the irresponsible person or the outside influence which caused the problem.

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<sup>71</sup>Wilson and Ryland, op. cit., p. 599.

Objective eight. Provide a program for maximum participation. Every individual should be made to feel important both on the job and in their leisure. A new idea to be developed; a project to be organized; or a group to be created was so developed as to involve a maximum participation of the personnel available. It was only in this manner that everyone could be reached or lack of participation determined. Accentuating this philosophy were the purposes and reasons for developing recreation programs, the direct benefits and the indirect presumed benefits:

1. Purposes with a direct benefit were those showing tangible, measureable results. Individuals engaged either as participants or spectators could not be sitting idle complaining of their problems.
2. Purposes with indirect benefits were those which had no predictable visible results; intangibles lacking any reliable criteria of determining value. Individuals satisfied with their work assignment and enjoying their leisure were productive workers.

The leisure of the Pakistani, usually spent in sitting, talking, thinking and discussing was a dangerous period as it became a time for rabble rousing. In idleness, people discussed their irritations not their satisfactions. Talk of fancied wrongs and idle magnification of problems was customary. People with this tendency and predominantly laborers could easily arouse themselves to reaction behind an emotional leader.

The philosophy of maximum participation and minimum idleness required a maximum response to achieve the purposes and benefits of the recreation service. To obtain this maximum participation in a labor camp, the recreation service undertook to attain these goals:

1. Provide for the leisure needs of all personnel.
2. Present activities for the leisure of personnel from all shifts.
3. Attract a maximum of spectators in the belief that (a) spectators are occupied individuals; and (b) spectators can learn by watching and being influenced to accept training to become participants.
4. Emphasize intramural sports rather than development of a few highly skilled teams.
5. Provide a varied program of activities with equal opportunity to practice, perform, or view sports, entertainment, education, patriotic observances, music, dramatics, literary events and reading.
6. Recognize need for activities with both physical and mental stimulation.
7. Provide activities satisfying to laborers, foremen and technicians; illiterates and literates; and people from the villages, the cities, and the Tribal Areas.
8. Strive to achieve these immediate, short, and long range purposes: (a) Immediate: to entertain; to provide mass activities; to develop athletic fields; and to minimize moral and morale problems; (b) Short range: to develop self-directed activities; to develop indoor facilities; and to create library and reading rooms; and (c) Long range: to teach skills; to increase efficiency of job performance; and to support the sports interest in the national culture.
9. Develop a recreation service with activities available and involving as many as possible in many events rather than a program limited to large, occasional spectacles. Everyone should be active not merely spectators. The achieving of an "everyone" philosophy was the subject of continuous emphasis and training.

10. Make activities worthwhile, permitting and requiring the individual to work on skills and develop capacities to the fullest.

In the endeavor to implement such a program in the Pakistani labor camps, these specific program services were developed:

Program one. Operate libraries and reading rooms.

Guiding Philosophy. In Pakistan, a developing country emphasizing education for national existence and the importance and value of education for personal growth and survival, the ability to read in both Urdu and English was not only an act of distinction but also a source of information and enjoyment.

Providing magazines, books, and current newspapers not only satisfied this need but indicated that the management was in no way attempting to propagandize or censor information.

Specifically, the organization of libraries and reading rooms involved:

1. Purchase and display of daily and weekly newspapers: Daily Kohistan (Urdu) Nawa-E-Waqt (Urdu), Jang (Urdu), Civil and Military Gazette (English), Pakistan Times (English), Monthly Shama (Urdu), Weekly Lal-o-Nehar (Urdu), Fortnightly Sports Times (English).
2. Purchase and display of magazines: Urdu Digest, Beeswi Saddi (Urdu), Naqqad (Urdu), and Qandeel (Urdu).
3. Collection and distribution of British and American magazines. Periodic announcements and publication of contributors names in the Baral Town Crier produced sufficient current, used magazines in varieties and quantities to

- distribute an average of 350 monthly to camps and hospital wards.
4. Purchase and loan an allotment of twenty-five Urdu books bi-monthly for each of the four camps. On alternate months, twenty-five books were rotated between camps. As covers became dilapidated, the bindings were renewed at a local bindery.
  5. Re-bind used English paperback books from the Baral Paperback Book Exchange Library and distribute to the camps.
  6. Devising a loan library checking system with a deposit of rupees or identification badge to protect the libraries and reading rooms from misuse or theft.
  7. Equipping reading rooms with tables, benches and individual chairs.
  8. Employing a clerk qualified to teach games; manage the library; and instruct in basic English. To cover a two shift operation, eight men were employed in this classification.

Program two. Operate games rooms. Guiding Philosophy.

Pakistani enjoyed and played with great dexterity and skill indoor games including table tennis, draughts, Carroms, and a variety of card games. These activities were so strongly entrenched in the leisure of the personnel that their use in tournaments was almost as important as the tournaments in sports and athletics. Table tennis and Carroms, in particular, were very popular and attracted large audiences and many participants.

Specifically, the operation of games rooms and adjacent outdoor table tennis areas involved:

1. Construction of substantial three foot square tables and individual chairs for the playing of draughts, cards and Carroms.
2. Construction of portable table tennis tables for indoor and outdoor use.

3. Provision of standard game equipment such as playing cards, Carroms and draught boards in sufficient quantity to keep the gamerooms constantly equipped.
4. Organization of tournaments in all games.
5. Organization of an All Project Table Tennis tournament with appropriate trophies and and recognition ceremonies.
6. Assignment of volunteers to teach the games to any of the personnel showing an interest in learning how to play.

Program three. Manage a travelling theatre circuit.

Motion pictures were the number one recreational choice of the Pakistani. The country was film conscious and all major American and English film producers maintained permanent booking offices in Lahore, the film industry center of Pakistan. Indian films were in much demand but restricted by import laws to protect the rapidly expanding Pakistani film industry. In the camps, British, American, Indian and Pakistani films were shown in an endless variety of two films each week.

As a conservative estimate, 12,000 Pakistani attended the thirteen weekly film shows of the Recreation Department in the five outdoor theatres and the hospital. The 650 seat Baral Theatre for expatriate personnel and Pakistani administrative and supervisory staff was operated as a separate function by the Baral city manager and had no connection with the labor camps theatre operation.

Specifically, management of a travelling theatre circuit involved:

1. Employment of a theatre staff consisting of a camps theatre manager and three projectionists.
2. Construction of cinemascope sized screens, three wooden and one brick with combination stages, and projection booths.
3. Assignment of one carry-all station wagon to transport staff, equipment and films and daily evening assignment of a second carry-all from the transport pool.
4. Purchase and maintenance of two sets of 35mm, twin projector, projector type film equipment.
5. Booking arrangements with a Pakistani film distributor for on American or British and two Urdu films weekly.
6. Scheduling of fifty-two to fifty-eight shows monthly for day, swing and graveyard shifts requiring two hundred and two hundred fifty miles weekly travel.
7. Selection and review of films, particularly English speaking films, as comedy and action was of more importance than the dialogue.

Program four. Publish a weekly recreation news bulletin. Guiding Philosophy. Providing information on events to participants and spectators recruited participants and advertized activities. The morale problem was reduced when individuals knew that activities were available whether they used them or not.

In a second and indirect intent, preparation of an events calendar for the weekly bulletin, 'Recreation', guaranteed that the camp recreation managers planned events in sufficient time for adequate preparation. 'Recreation' introduced new program by using the manager's weekly reports to prepare the bulletin content. An idea from one camp was always adapted and adopted for use in other camps.



'Recreation' advised the personnel of activities and:

1. Created methods of evaluating program that did not require action or comment by the project recreation manager.
2. Capitalized on the ingenuity that developed to avoid the loss of face when one camp program appeared more attractive than the others.
3. Created a device for the camp recreation managers to compare their programs.

Specifically, publication of the weekly bulletin

involved:

1. Editing the weekly reports of the five assistant recreation managers and the United States Information Services news releases for these news materials; sports and athletics, education for personnel, Mosque news, world news, theatres and entertainment, information and literary societies, coaching and training, and miscellaneous.
2. Coordination with the public relations office to produce job site informational material.
3. Translation of the English version into Urdu and the preparation of a complete section in Urdu so each issue contained both versions.
4. Mimeographing and assembling three to four double pages weekly.
5. Assignment of approximately one and one-half days of staff time for two individuals for preparation and mimeographing.

Program five. Organize dramatic clubs and present entertainment shows. All Pakistani love and appreciate live entertainment by musicians, dancers, comedians, dramatic artists, and singers. It is impossible to portray this love and desire for entertainment or to indicate the values of including entertainment in the recreation program. Response to any form of entertainment was tremendous in numbers and spirit. This applied both to the surprisingly talented

artists in the camps as well as to the excellent professionals brought in from the larger cities.

Specifically, to organize dramatic clubs and present entertainment shows involved:

1. Construction of stages in the three largest camps.
2. Organization of dramatic clubs.
3. Purchase of stage curtains, drapes, and musical instruments.
4. Assignment of an assistant recreation manager technically skilled in dancing, dramatics and stagecraft to assist the camps dramatic clubs.

Program six. Conduct classes in basic English.

Guiding Philosophy. Basic English classes were arranged by the Recreation Department in the camps not served by the adult education programs of the Mangla International Schools or for shifts not covered by the Schools. Basic English enabled the Pakistani and their supervisors to communicate with limited loss of time and misdirection. Learning to read also increased the use of the camps' libraries. Classes conducted at Jari Camp, involving 90 men in basic, middle and high English, received commendation from the camps manager because of the improved understanding of the personnel in their field assignment.

Specifically, the conducting of classes in basic English involved:

1. Selection of gamesroom clerks sufficiently well educated to conduct classes and teach approximately two hundred words.

2. Selection of the two hundred most useful words and phrases from the point of view of job comprehension.
3. Preparation of teaching materials with words, pictures, and their English and Urdu definitions.
4. Creation of a series of certificates honoring students completing the courses and stating their accomplishment.

Program seven. Provide music and news. Guiding

Philosophy. Access to all personnel through the broadcasting of music, news, and announcements over a sound system in each camp was an opportunity to counteract rumors while supplying an attractive musical background. Music was also considered to be useful in setting the mood of the camps by the tempo and style of the music played.

Specifically, the providing of music and news sound stations involved:

1. Purchase of four tape recorders, four radios and approximately fifty speakers.
2. Construction of broadcasting booths in each recreation hall for control of the equipment.
3. Taping of Urdu music and dramatic sketches.

Program eight. Commemorate and decorate appropriately for holidays and religious observances. Guiding Philosophy.

No other function of the Mangla Dam Contractors had responsibility for honoring the national holidays and the religious observances. National holidays and the post religious celebrations, the festivals, were easily incorporated as part of the recreation program. Actual religious

observances, strictly the prerogative of the Mosque, were the responsibility of the Khatabs, the Mosque Committee in each camp, and the Central Mosque Committee created by the Mangla Dam Contractors. The Khatabs, one in each camp, were employed by the Mangla Dam Contractors and had no responsibility to the Recreation Department, although as a matter of convenience, two of the camp recreation managers signed the time cards of the Khatabs. All recreation managers were instructed to offer close cooperation to the Khatab and the activities of the Mosque.

Appropriate recognition of national holidays changed the appearance of the camps and expressed the interest of management in the holidays and religious festivities of the personnel. Personnel relations wise, decorating for the holidays gave visual demonstration of the intent of management to be cooperative and interested residents of the country.

Specifically, commemorating and decorating appropriately for holidays and religious observances involved:

1. Planning for special entertainment, films, and athletic contests.
2. Acquisition of strings of colored lights to outline the recreation and mess halls during holiday seasons.
3. Preparation of descriptive holiday and religious information for 'Recreation'.

Program nine. Promote sports competition. Guiding Philosophy. The Pakistani were sports minded and competitive

and needed the tension release provided by watching and participating in team and individual sports. Life itself was competition for food, clothing, and shelter and this spirit manifested itself fiercely in a keen interest in sports. The competition provided an excellent opportunity to siphon off irritations either by playing or cheering.

Specifically, promoting sports competition involved:

1. Organization of a competitive sports program in each camp in volleyball, basketball, kabball, cricket, hockey, football (soccer), weight lifting, and track and field sports.
2. Developing intracamp competition in house leagues in all sports.
3. Developing intercamp competition through the All Project Sports Association with entries from each camp.
4. Developing Project teams to compete with the champions of adjacent villages, towns, and governmental and military units.
5. Employing a sports specialist and two groundsmen for each camp.
6. Constructing fields adequate for playing all sports.
7. Purchasing an adequate and continuing supply of sports equipment.
8. Providing tea as part of the social amenities attached to each sports event involving a visiting team.

Program ten. Teach recreational skills. Guiding Philosophy. It was a common practice to emphasize the development of a highly skilled team excluding the less skilled and omitting coaching and training necessary to the development of young players. Having created a good team no effort was made to develop new talent by a 'farm system' of minor teams or through intramurals. Consequently, retirements,

injuries, or drop outs were catastrophic as replacements were not available. The solution to this problem was to train in all sports. As training was an endless process requiring constant repetition the sports specialists conducted almost continuous coaching schools.

Specifically, the teaching of recreational skills involved:

1. Persuading camp recreation managers to accept a philosophy of intramural sports and to involve personnel of every possible skill in the sports program.
2. Conducting coaching schools in which interested personnel were taught the rudiments of play in all sports and games skills.
3. Encouraging personnel to become interested in games skills.
4. Separating the sports program into its component parts of intercamp, intercity teams and intracamp or house teams.
5. Giving equal emphasis to the development and operation of each sport in the athletic program.
6. Graduating personnel from the coaching classes to the house teams as the house teams graduated skilled players to the intercamp and intercity teams.

Program eleven. Organize literary societies.

Guiding Philosophy. The desire to be educated appealed so strongly to the Pakistani that all methods for providing information were explored. As societies and clubs in a variety of educational and study groups were well established in Pakistani life similar groups were encouraged on the Project. These groups, a form of adult education, were initiated and all types of speakers on all manner of subjects

invited to participate. The recreation staff planned program activities in the cultural leisure activities as strongly as in sports.

Specifically, the organizing of literary societies involved:

1. Locating trained and qualified men in all fields of knowledge willing to present their knowledge to others.
2. Organizing self-functioning groups and the use of volunteer specialists to supplement the recreation staff and add creatively to the information and education aspects of the recreation program.

## CHAPTER V

### DEFINITION OF PRINCIPLES OF MANAGEMENT GUIDING THE ORGANIZATION AND MANAGEMENT OF THE RECREATION SERVICE

#### I. INTRODUCTION TO PRINCIPLES

No two authorities agree on the number, designation and definition of principles of management but all agree on the need for principles guiding organization and operation:

. . . the establishment of principles of business management will inevitably improve managerial efficiency. If fundamental truths can be found and systematized in the activity of managers, chance decisions can be avoided.<sup>72</sup>

The elements most commonly identified as essential components of administration and management were according to Tead, planning, organizing, staffing, initiating, delegating, directing, overseeing, coordinating, evaluating and motivating.<sup>73</sup> Allen, in a more concise statement, limits the elements of management to planning, organizing, coordinating, motivating and controlling.<sup>74</sup> Koontz and O'Donnell

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<sup>72</sup>Koontz and O'Donnell, op. cit., p. 11.

<sup>73</sup>Ordway Tead, Administration: Its Purpose and Performance (New York: Harper and Brothers Publishers, 1959), p. 37.

<sup>74</sup>Allen, op. cit., p. 24.



change the pattern to, "the most useful method of classifying managerial activities is to group them around the functions of planning, organizing, staffing, directing and controlling."<sup>75</sup>

To guide organization of a recreation department on a construction project, management areas selected for study were: planning, organizing, directing, communicating, controlling, motivating, and evaluating. Delegating, communicating, controlling, and motivating, although listed separately and studied separately should be considered as phases of the total function of directing.

In defining these terms and setting up principles governing their use, the intent was to embody principles with concise meanings to guide the management of a recreation service in an abnormal setting.

## II. PRINCIPLES OF PLANNING.

In general, all authorities were agreed that planning is (1) concerned with forecasting; (2) a thoughtful process designed to manipulate the future; and (3) a plan of action. Glover said, "accurate planning, based on research, reduces mental and physical activity to the economic minimum and increases the effectiveness of supervision, direction and

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<sup>75</sup>Koontz and O'Donnell, op. cit., p. 35.

control."<sup>76</sup> Planning streamlines thinking and curbs the need for trial and error, makeshift decisions, and futile stress and strain. The formula of Koontz and O'Donnell offered as a guide to planning is basic and to the point:

Steps involved in planning: establishment of objective, establishment of planning premises, search for and examination of alternative courses of action, evaluation of alternative courses<sup>77</sup> of action, formulation of necessary derivative plans.

Planning, as defined by Koontz and O'Donnell, refers to it as, "the function of selecting the enterprise objectives and the policies, programs and procedures for achieving them."<sup>78</sup> Chruden and Sherman agree but add, "It involves not only anticipating and preparing for those events that are likely to occur but also making every possible effort to insure that the desired events will occur."<sup>79</sup> Allen makes the additional comment, ". . . planning is largely mental. It can be characterized as the process of thinking before doing."<sup>80</sup>

Specific principles of planning used as guides were:

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<sup>76</sup> John G. Glover, Fundamentals of Professional Management (New York: Simon Broadman Publishing Corp., 1958), p. 22.

<sup>77</sup> Koontz and O'Donnell, op. cit., pp. 476-81

<sup>78</sup> Ibid., p. 35.

<sup>79</sup> Chruden and Sherman, op. cit., p. 22.

<sup>80</sup> Allen, op. cit., p. 25.

1. Every plan must contribute in some positive way to the accomplishment of objectives.
2. Planning is a function of every manager at every echelon in an enterprise.
3. Planning established objectives necessary to group effort.
  - a) Without benefit of objectives, the organization lacks the goals necessary for focussing the energy and drive to achieve results.
  - b) With objectives, plans are courses of action around which the group action can be coordinated.<sup>81</sup>
4. Plans must be efficient so objectives can be achieved with a minimum of problems.
5. Objectives set the goals which policies implement.
6. Planning must be interpreted in policies.
  - a) These characteristics are generally accepted (1) statements of how to act in given situations; (2) decision applied situation of similar nature; and (3) guides for decisions.

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<sup>81</sup> Koontz and O'Donnell, op. cit., p. 456.

McFarland amplifies the principle with these statements:

Policies spell out managements intentions with respect to the appropriate behavior of people for a definite future period of time. . . usually takes the form of a statement that tell the members of an organization how they should act in specific situations which occur frequently and effect a substantial number of people in a group.<sup>82</sup>

7. Policies establish the framework upon which procedures and program are constructed.
8. Planning is the primary requisite to the managerial functions of organization, staffing, direction, and control.<sup>83</sup>
9. Planning must be shared.
10. Plans can be best structured and coordinated when everyone responsible for planning has access to complete information concerning planning.
11. Plans must involve procedures to implement policies. A procedure is a form of planning involving the selection of a process for

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<sup>82</sup> Dalton E. McFarland, Management Principles and Practices (New York: MacMillan Company, 1958), p. 174.

<sup>83</sup> Koontz and O'Donnell, op. cit., p. 454.

achieving action.

Chruden and Sherman suggest:

Procedures, like policies, also help to guide the performance of the various functions within a program. Procedures, however, establish the chronological sequence of steps that are to be taken in performing these functions.<sup>84</sup>

## 12. Plans facilitate decisions

### III. PRINCIPLES OF ORGANIZATION

The definition of organization involves the association of such words as "mechanism", "foundation", "framework", and "structure" and according to the authorities has these meanings:

Organization is more than a chart - it is a mechanism through which management directs, coordinates and controls the business. It is, indeed, the foundation of management. If the organization plan is ill-designed, if it is merely a makeshift arrangement, then management is rendered difficult and ineffective.<sup>85</sup>

. . . Define organization as the process of identifying and grouping the work to be performed, defining and delegating responsibility and authority, and establishing relationships for the purpose of enabling people to work most effectively together in accomplishing objectives.<sup>86</sup>

In an all inclusive sense, organization serves to divide and assign the work load of the managers in such a way

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<sup>84</sup>Chruden and Sherman, op. cit., p. 27.

<sup>85</sup>Loundsbury Fish, Organization Planning (New York: American Management Association, 1948), p. 15.

<sup>86</sup>Allen, op. cit., p. 57.

that the managers are not overwhelmed with routine operating detail.

Specific principles of organization used as guides were:

1. Establish an appropriate span of management.
  - a) There is a limit to the number of individuals that one manager can effectively control.
2. Command and communication must flow from the top to every subordinate position in the organization.
3. Sound organization stimulates independent, creative thinking and initiative.<sup>87</sup>
  - a) An organization grows by providing well defined areas of work with broad latitude for the development of new and improved ways of doing things.
  - b) When dependence is fostered initiative is weakened and followership is the end product.
4. Sound organization facilitates delegation. By properly dividing the labor and by defining jobs, the structure of the organization enables

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<sup>87</sup> Allen, op. cit., p. 69.

routine duties to be assigned or delegated to subordinates.

5. Responsibility cannot be delegated.

- a) Responsibility must remain with the individual who assigns a portion of his work to another:

The responsibility of the subordinate to his superior for authority received by delegation is absolute, and no superior can escape responsibility for the authorized activities of his subordinate.<sup>88</sup>

6. A subordinate should have only one superior.

7. Organization exists to facilitate the attaining or objectives.

8. Organization must be flexible.

9. Good organization is one of the key factors contributing to the development of good human relations.

#### IV. PRINCIPLES OF DIRECTION

Directing, implying guidance, was the leading and supervising of both the staff and the duties assigned to the staff. Delegated duties and authority determined the effectiveness and efficiency of the directing function in achieving the objectives. The manager's function in direction

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<sup>88</sup> Koontz and O'Donnell, op. cit., p. 56.

of the organization embraced those activities which were related to guiding and supervising and was accomplished as a problem in communication. Specifically, direction is defined as:

The directing process consists of overseeing and supervising the performance of the personnel and work activities within an organization. It is the process by which the plans and organizational relationships are translated into action . . . the process can be performed more readily when the duties, responsibilities, and relationships of employees have been properly planned, organized, and communicated effectively to these employees.<sup>89</sup>

The importance of direction was further defined by Koontz and O'Donnell as:

Direction is intimately concerned with getting things done. One can plan, organize and staff but nothing is accomplished until subordinates are taught what to do . . . The essential purpose of direction is to teach subordinates, give them information, oversee their work methods, and take such action as will improve their performance.<sup>90</sup>

The purpose of direction was found to be (1) development of staff; (2) teaching and training in the responsible carrying out of assignments; (3) preparation of procedures from methods and techniques; (4) guiding the process; and (5) accomplishing results through motivation and positive discipline. In achieving these purposes, "probably more than he realizes the executive is a teacher,"<sup>91</sup> who is in

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<sup>89</sup> Chruden and Sherman, op. cit., p. 22.

<sup>90</sup> Koontz and O'Donnell, op. cit., pp. 389-411.

<sup>91</sup> Ibid., p. 389.



need of winning whole hearted cooperation.

The successful direction of an enterprise requires authority matching duties; the right to perform the functions assigned; and the intelligence to use the power as a privilege and not authoritatively.

Specific principles of directing used as guides were:

1. Direction must have personal meaning to the individual supervised.
  - a) There must be opportunities to know what is done by others so that each individual can relate his job to the whole organization and to the organization's objectives.
2. Techniques of direction should be appropriate to the individual supervised and the task to be accomplished.
  - a) Techniques of supervision and direction must accomplish objectives without inhibiting creative action by subordinates.
3. Direction in coordinating must unify activity and effort.
  - a) Coordination is a blending, balancing, timing and integrating of activities for which a manager is responsible.
  - b) Effective coordination will be an automatic consequence if the objectives, policies and

- procedures are adequate and realistic.
- c) The role of the manager is to attune activities and personnel to influence effective coordination within the department and between departments.
  - d) Differences in individual approaches and desires must be adjusted so that objectives are satisfactorily attained.
4. Ability to lead is essential to the directing function.
- a) Ability to inspire confidence and to cause subordinates to perform work to maximum ability is characteristic of managerial leadership.
5. Training is a key to successful direction.

#### V. PRINCIPLES OF DELEGATION

Of all the problems pertaining to management, the act and function of delegating work to others was the most difficult and often the most disastrous to handle. Too often, it was handled at the whim of and degree desired by individual managers when it should have been a philosophy and process of the organization itself. It should develop as a general attitude, depending on "such factors as the

management of authority and responsibility."<sup>92</sup>

The action which takes place in delegation and, as described by Schell, "transfers to someone else a portion of our authority and responsibility, still retaining the accountability for seeing that the assignment is carried out."<sup>93</sup> The primary purpose of delegation was found to be getting work done more effectively and releasing time of the manager to more important duties. No manager should ever do work which someone under his direction can do or can be trained to do. Successful action in this area achieved "organization that is effective and efficient to accomplishing group objectives with the least cost in time, materials, and dissatisfactions."<sup>94</sup>

Although the manager appears to make all the contributions to the process of delegation, trust, faith, responsibility and authority, the person accepting the delegation assumes an obligation and accountability for satisfactory performance of the duties. The delegation, however, must be equal to the obligation and matched by authority to use necessary resources and take required action.

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<sup>92</sup>Allen, op. cit., p. 134.

<sup>93</sup>Schell, op. cit., p. 77.

<sup>94</sup>Koontz and O'Donnell, op. cit., p. 85.

In setting steps for delegation, Allen refers to a three step process:

- (1) establish goals -- to accept the delegation enthusiastically, he needs to know that his work is both necessary and important . . . delegation by objectives.
- (2) define responsibility and authority -- written positive guides to provide a basis for agreement between each supervisor and his superior as to the objectives, responsibilities, relationships, and limits of authority of each position.
- (3) motivates subordinates -- stimulus of challenge . . . people react well and production actually increases if work is purposely made more complex and challenging.<sup>95</sup>

Specific principles of delegation used as guides were:

1. Delegation must accomplish expected results.
2. Delegation must be positive.
3. Delegation must be downward in the organization as far as possible.
  - a) Delegation must be to the lowest man in the organization.
  - b) Delegating must be with a positive attitude for personal and organization efficiency and development and training of personnel for the future.
4. Delegated responsibility must be matched by authority.

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<sup>95</sup> Allen, op. cit., p. 137.

5. Delegation must be matched by training.

a) Delegating responsibility, even with authority, is unwise without some form of preparatory training.

b) Training can be a simple step beyond the individual's present job.

6. Accountability must be protected and controlled.

a) Controlling should be a process not a constant peering over-the-shoulder supervision.

b) Processing should follow a pattern similar to a delegation procedure outlined by Schell:

- (1) Define the job or the responsibility which is to be delegated (a) the precise activity to be delegated; (b) the facilities or services to be assigned, (c) the extent of authority and responsibility, and (d) the proposed method of evaluating accomplishment.
- (2) Select the subordinate to receive the assignment.
- (3) Lay the opportunity before the subordinate and see if he takes to it.
- (4) When the subordinate has been selected, give him all the information necessary for a good job.
- (5) Encourage frequent and perhaps regular contact between yourself and your subordinate, as his work proceeds.
- (6) Arrange milestones whereby accomplishment may be summated and measured, methods examined in the light of experience, and improvements planned.
- (7) After progress has been attained and your relationship

with the subordinate stabilized, you may consider . . . greater dependence upon the decisions of the subordinate, larger areas of discretion in which his personal judgment may be exercised.<sup>96</sup>

## VI. PRINCIPLES OF COMMUNICATION

Communication, functioning as a transfer of information or philosophy with understanding as the end product, clarified and contributed to the understanding of the interaction between jobs; of the unique role of each job; and of the role of the job personnel who must interrelate with each other. Understanding originated best in the exchange of thoughts and ideas through communication on a face-to-face basis. It provided a quick, understandable method of exchanging information. As Allen has shown, communication:

. . . is the sum of all things one person does when he wants to create understanding in the mind of another. Communication is a bridge of meaning, it involves a systematic and continuing process of telling, listening, and understanding.<sup>97</sup>

Understanding of the spoken word always created problems. Information given orally to many individuals simultaneously resulted in many different interpretations. Uniformity of understanding and consequent action was found

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<sup>96</sup> Schell, op. cit., p. 82-7

<sup>97</sup> Allen, op. cit., p. 146

to be so important that the spoken word had to be supported by written statements. As Koontz and O'Donnell described the process of communication:

The principle of direct contact states that coordination must be achieved through interpersonal, horizontal relationships of people in an enterprise. People exchange ideas, ideals, prejudices, and purposes through direct personal communication much more efficiently than by any other method, and, with the understanding gained this way, they find means to achieve both common and personal goals.<sup>98</sup>

Only when adequate communication channels existed could a unified approach to objectives be maintained while at the same time permitting the greatest possible freedom for independent action. Communication procedures were necessary keys to cooperation and coordination for "you cannot throw a crowd of men together and expect to have a successful organization any more than you can place a man, a woman and children within a house and expect a happy family."<sup>99</sup> Words and ideas also transmitted attitudes and feelings which were barriers to the clarity of reception:

One of the major ways to improve communication is to try to understand the other person's attitudes and feelings about certain subjects, to understand our own, and to work from there in finding a common ground of understanding.<sup>100</sup>

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<sup>98</sup> Koontz and O'Donnell, op. cit., p. 39.

<sup>99</sup> Schell, op. cit., p. 17.

<sup>100</sup> Chruden and Sherman, op. cit., p. 276.

Specific principles of communicating used as guides were:

1. Communication is dependent upon relationships.
2. A direct flow of information is essential for communication.
3. Comprehension of communicated information must be clear.
4. Managers are the principal communicators.
5. Communication is a continuous process.

#### VII. PRINCIPLES OF CONTROL

Controls provided braking devices; the check points; and, as described by Dimock, the efficiency of operation:

It is also necessary at all times that the directive official keep his eyes on the speedometer so to speak. This is called the control function. It is in essence finding out whether you are achieving your predetermined goals on time and in an efficient manner.<sup>101</sup>

In a more formal statement Koontz and O'Donnell termed control as a process, determining need for correcting deviations, accomplished by evaluating performance.<sup>102</sup> Allen refers to the differences between command and control as "control means to guide something in the direction it is intended to go. This is not the same as simple command - the

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<sup>101</sup> Dimock, op. cit., p. 210.

<sup>102</sup> Koontz and O'Donnell, op. cit. p. 22-3.



giving of orders - with which control is often confused."<sup>103</sup>

Control has also been implied as activities designed to compel events to follow plans.

Whatever the definition, the problem of control increased to the degree that decentralization and delegation were practiced. Bethel, and others, discussed managerial control as having these purposes:

Since it is not possible for the executive to keep in touch personally with routine details of the operations of a big company, he must develop managerial controls. . . to check or regulate . . . to keep within limits. Yet managerial control carries a much broader connection, i.e. to apply not only the check rein but also the whip; not only to regulate but also to stimulate.<sup>104</sup>

The effectiveness of control proved directly proportional to the accuracy of planning, the adequacy of communications, and the skill of supervision. In an emphasis on these points, Koontz and O'Donnell presented the most satisfactory definition:

The managerial function of control is the measure and correction of the performance of subordinates in order to make sure that enterprise objectives and the plans devised to attain them are accomplished.<sup>105</sup>

Specific principles of controlling used as guides were:

1. Control must be applied to existing plans.

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<sup>103</sup> Allen, op. cit., pp. 44-5

<sup>104</sup> Bethel, et. al., op. cit., pp. 54-5.

<sup>105</sup> Koontz and O'Donnell, op. cit., p. 587.

2. Standards of accountability must be established.
  - a) Accountability could be compelled only when the standards of control were defined.
3. Control is exercised by the individual who must achieve the objectives.
4. Controls should prevent and correct deviations from plans and objectives.
  - a) Controlling devices measure both work and worker to determine deviations.
  - b) Detecting deviations early enough for corrective action contributed to accomplishment of objectives.<sup>106</sup>
5. Controls are concerned with accomplishment of goals and plans.
  - a) Supervising and controlling are not synonyms as control implies regulation of the plans not concerned with guidance of personnel.
6. Deviations must be corrected.
7. Effectiveness of controls depends on the effectiveness and efficiency of subordinate personnel.

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<sup>106</sup> Ibid., p. 702.

## VIII. PRINCIPLES OF MOTIVATION

Motivating personnel involved all phases of the relationships between the manager and staff; selection, communication, participation, appraisal, counseling, coaching, training, compensation, direction, and dismissal. The application of motivating principles presupposed "a condition within the individual that is usually referred to as need and something outside of him that is known as an incentive."<sup>107</sup>

Motivation was more than personal contacts, personal relationships and a fatherly interest:

. . . the organization structure itself can influence the motivation of people within the company. . . . to the extent that the organization structure facilitates participation, communication, and delegation, it also motivates managers to highest productivity.<sup>108</sup>

The philosophy of top management established the climate for motivation and pervaded the entire organization including the form of the structure. "Morale was effected by the clarity with which the structure established the duties and responsibilities of the individual."<sup>109</sup>

Specific principles of motivating used as guides were:

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<sup>107</sup> Chruden and Sherman, op. cit., p. 234.

<sup>108</sup> Allen, op. cit., p. 170.

<sup>109</sup> George Howard, "A Philosophy for R and D Managers", Research Development, (November, 1961), 89-102.

1. Substitute motivation for command.
2. Motivation involves a partnership.
3. Motivation influences behavior.
4. Organization structure provides motivation.
5. Relationships must be motivating.
6. Direction must be efficient.
7. Motivation is influenced by communications.
8. Motivation is effective when personal and

organization objectives harmonize.

- a) Personal and enterprise objectives when compatible and the future of one is closely associated with the future of the other strongly motivates the individual.

9. Motivation benefits from positive discipline.

- a) Disciplining should be the application of techniques that re-enforce self-discipline. Pigors and Myers approached the discipline problem in this manner:

It is the intention of management to promote, at all times, and throughout the whole employment relationship, the high morale that makes for self-discipline in every employee, and group discipline within every work team. When it is necessary for management representatives to resort to discipline, such action should demonstrably implement two related purposes: (1) to inform, remind, and encourage employees in regard to accepted standards of work and of conduct, and (2) to prevent an unruly minority from exercising an undue influence on standards

of behavior . . . <sup>110</sup>

10. Instruction and training motivates growth.

11. Motivation to become self-motivating results  
when management is also leadership.

#### IX. PRINCIPLES OF EVALUATION

Glover stated that "managerial instruments for measuring and appraising are standards, criteria, and records. These were the instruments used to accomplish evaluation, the effort to see whether objectives had been or were being accomplished.<sup>111</sup> Although a form of control, evaluation served the specialized process of analyzing control information. As Allen indicated, "The purpose of evaluation is to compare actual performance with the standards established . . . Evaluation leads to determination of need for corrective action."<sup>112</sup>

Evaluation depended upon the existence of goals, objectives and procedures and had to be continuous appraisal providing the yardstick to measure both accomplishment and

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<sup>110</sup> Pigors and Myers, op. cit., p. 324.

<sup>111</sup> Glover, op. cit., p. 246.

<sup>112</sup> Allen, op. cit., p. 236.

the need for improvement.<sup>113</sup>

Specific principles of evaluating used as guides were:

1. Evaluation must be made against standards.
2. Evaluation is essential to clarification.
3. Evaluation is a form of personal counseling.
4. Evaluation is a form of training.
5. Evaluation must be made at regular intervals.

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<sup>113</sup> Dale Yoder, Personnel Principles and Policies  
(Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959),  
p. 323.

## CHAPTER VI

### CULTURAL, RELIGIOUS, AND NATIONALIST INFLUENCES MODIFYING OBJECTIVES AND PRINCIPLES OF A RECREATION SERVICE

#### I. INTRODUCTION

Islamic culture and the traditions, the folkways, and the mores of the Pakistani were so interrelated as to be treated and defined as a single subject. Although caste was presumed to be non-existent among the Muslims, converts from Hinduism maintained vestiges of social stratification sufficiently strong to be considered part of the mores.

Basic to the treatment as a single subject was the Koran, the sacred scripture of Islam, and the unifying force controlling the Muslim and his beliefs, attitudes and actions. Literal interpretation of the Koran, written for another time and a remote generation, was conservative and, in many ways, oriented to the past with little acceptance of or desire to adapt to contemporary problems. Thus Islam arbitrated both life relationships and culture and, lacking a trained body of religious interpreters, a priesthood, the interpretation could only be according to tradition.

Traditions, folkways, mores, religion, and caste remnants were social institutions as "organized patterns of

group behavior, well-established and accepted as a fundamental part of a culture"<sup>114</sup> exerting a powerful effect on the authority of the Mangla Dam Contractors. Not only could these social institutions and Islam limit change but also effected nationalism and the individual drive for more personal freedoms. "The mores of the group confer powers that supersede individual desires."<sup>115</sup> These institutions, wielding such strong controls on the Pakistani, were limitations requiring careful study. Koontz and O'Donnell, referring to limitations on authority, affirmed that "within a business enterprise the exerciser of authority must ever keep in mind that his effective power is limited by the mores of those over whom it is exerted."<sup>116</sup>

The Mangla Dam Contractors and the project recreation manager were wise in accepting the pressures of the social institutions as limitations which had to be accepted. The project recreation manager had to recognize that he was not working with the Europeanized, westernized Pakistani of the cities or the educated and pseudo-educated of the intellectual centers. The personnel in the camps was the backbone of the

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<sup>114</sup> C. L. Barnhart, The American College Dictionary (New York: Random House, 1961), p. 631

<sup>115</sup> Koontz and O'Donnell, op. cit., p. 52.

<sup>116</sup> Ibid., p. 153.



population, the villagemen, who were estimated as 90% illiterate, and conservative, devout, orthodox Muslims. The people who served their social institutions without question and resisted change in the basic attitudes instilled in them as the values one lived by.

Change could not be in conflict with the social institutions. Change, if at all possible, had to be accomplished in a slow process of training and education for, as Campbell asserted, deviations were shunned with suspicion:

. . . cannot be developed overnight. Among an economically depressed, underprivileged, illiterate, village oriented, agricultural, traditional society there must first of all be created an awareness of desirable change . . . and the picture is one of a people who are proud but apathetic, afraid of change, distrustful of those who would help and at the same time unreasonably demanding.<sup>117</sup>

Traditional society had a low potential for adaptation as the entire structure provided protection to members of the society:

The pattern of life is carefully and obviously structured to give individual members of the society a maximum predictability of the actions of others. This eases the anxieties produced by the less formal and more demanding interpersonal relationships of modern, dynamic societies, paths of life are provided for everyone, and trail blazers are not only not needed they are not wanted. A society of this sort is massively resistant to change.<sup>118</sup>

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<sup>117</sup> Campbell, op. cit., p. 87.

<sup>118</sup> Ibid., p. 89

## II. THE LAWS OF PAKISTAN, ISLAM, AND THE TRIBAL AREAS.

Pakistan law. Although the majority of Pakistani society was traditional, Tribal, and agricultural, an educated and British aligned minority governed the country. The laws of Pakistan, adapted from modern British law, were applied to a peoples with no understanding of either modern society or the type of laws required for such a society. The laws were for the elite minority.<sup>119</sup> The education of the Pakistani, from a traditional society to a people politically capable of exercising their franchise in a democratic form of government, was estimated by government officials to approximate twenty years. In the intervening years democracy would function in such a manner that the broad base of voters were without franchise but voted for representatives who voted for the key government officials. Democracy in this form functions within knowledge and ability while protecting the illiterate from manipulation by the more politically astute.

Islamic Law. Wallbank defined Islam as "more than a religion; it is a way of life; a veritable culture all its

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<sup>119</sup> Ibid., p. 41.

own."<sup>120</sup> Campbell emphasized the influential position of the culture and religion as deeply embedded in the Pakistani life. Although no formal priesthood or clergy serves Islam all men are potential religious leaders. The self-selected mullahs were influential; tended to be conservative; and preached against racial discrimination, colonialism, and independence of women. Their influence and their interpretation of the Koran as Islamic law depended on their biases, education, and qualities of leadership.<sup>121</sup>

The depth of this influence and the power of this religious law, although weakened by westernizing colonialism and nationalism, exerted almost total control of the orthodox Muslim:

. . . law like everything else was part of religion. Human beings were believed to be living under the rule of Allah, as divinely revealed through his prophet Mohammad, the Koran and the associated Sunna or customs, and as interpreted by theologians in the religious laws known as the Sharia. The faith, therefore, stretched forth very far, in all sorts of practical day-to-day details.<sup>122</sup>

Tribal law. The law of the tribes of the Tribal Areas, although unwritten, functioned as effectively as the formal laws of Pakistan and depended almost completely on

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<sup>120</sup> Wallbank, op. cit., p. 29.

<sup>121</sup> Campbell, op. cit., p. 91

<sup>122</sup> Stephens, op. cit., p. 23.

interpretations of Islamic law:

These are the rules of the tribe or village. Since its origin, Pakistan has recognized the importance of tribal laws to the people of the Tribal Areas . . . Article 223 of the present constitution specifies that no laws made by either the National Assembly or the Provincial Assemblies shall apply to a Tribal Area unless the president so directs. . . provision has been made for conciliation of disputes at the village level without the complexities of formal laws and formal court procedures.<sup>123</sup>

III. TRADITIONS, CUSTOMS, FOLKWAYS AND MORES.

Wallbank attributed the potency of tradition and customs to conservatism, "The village was the great fortress of conservatism."<sup>124</sup> Campbell believed that the majority of the eighty million illiterate farmers were bound to the village; that their welfare and the village welfare was their salvation and their only concern.<sup>125</sup> In such a stratified society, it was difficult to move from one level of existence to another with more status, income or prestige. Pressure from an outside source, not personal accomplishment, broke the rigid lack of opportunity. Acceptance of conditions was customary and change became political resulting from outside intervention.

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<sup>123</sup> Campbell, op. cit., p. 41.

<sup>124</sup> Wallbank, op. cit., p. 20.

<sup>125</sup> Campbell, op. cit., p. 52.

Tradition and custom guided employment of personnel at Mangla Dam in many ways. Four limitations were indicative of the problems imposed:

1. There was no caste system in Islam but only a "sweeper" cleaned latrines.
2. Prestige based limitations required a job to be performed in narrowly proscribed functions strongly akin to craft unionism restrictions.
3. Retired military officers seldom accepted positions under men of inferior military rank.
4. Matriculates and low rank education achievers were not accepted as superiors by graduates.

Tradition, from the recreation point of view, meant the presentation of traditional sports, observance of all religious holidays; and acceptance of all religious laws or stipulations against specified activities. In another limitation, tradition was often invoked to avoid an action that was personally unacceptable despite the general eagerness of the Pakistani to experiment with new skills and knowledges.

#### IV. NATIONALISM

Although Pakistan achieved independence by political means only an infinitesimal number of Pakistan's millions were part of the maneuvering for independence. A nationalistic

spirit, the love of country, was non-existent as an influence. The movement for separation from India was between Muslim and Hindu and the 'war' of the Partition was between religious factions not Pakistani against Indian. The movement for Partition, although proclaimed on the Islamic state concept, did not originate with religious men. The Muslim League, pre-Partition voice for Pakistan, was political not religious. Nationalism, based on an Islamic state, was contrary to Islamic theory against division of the Muslim world into separate states:

The foremost men in the Muslim revival during seventy years or so before the new State was born were all reformers, persons unorthodox in outlook, disapproved of by the theologians.<sup>126</sup>

Although only once in the seventeen years of independence was nationalism threatened by religious control, the brief 1953 anti-Ahmadi riots in Lahore, religion does exert a powerful but indirect influence on nationalism:

Although lacking political implications, the importance of the ulama in political thinking and nationalism stems from Pakistani parochialism; religious loyalties have substituted for non-existent national loyalties. And so long as religion is the only genuine emotional bond among Pakistani, the interpreters of Islamic law will be looked to for political wisdom.<sup>127</sup>

If religion was considered neither a force for or

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<sup>126</sup> Stephens, op. cit., p. 26.

<sup>127</sup> Campbell, op. cit., p. 59

against nationalism, the attitude of another group, the wealthy and well-educated Pakistani was more easily fined. In the change from a feudal society, loss of prestige, privilege, and security failed to make these people strong leaders of the movement that caused their loss of power.<sup>128</sup>

Nationalism occupied a secondary role for great numbers of Pakistani. A man was a Muslim; he was a Pathan, a Punjabi, a Sindhi, a Bengali, a Kashmiri; he belonged to a certain tribe, a village, a city; he came from distinguished forebearers; he was an Abassi; and, finally, he was a Pakistani. It was Campbell's contention that, "the major effort of any central government in Pakistan must be to create, develop, and strengthen a feeling of nationalism."<sup>129</sup>

The effect of nationalism on the operations of the Mangla Dam Contractors and the Recreation Department were difficult to assay. Personal and national sensitivity, personal advancement, and resentment of the foreigner for both personal and economic reasons were impossible to evaluate. The degree of personal and nationalistic sensitivity could not be determined but the educated personnel felt strongly that they, not the expatriates, should be performing the technical and administrative work of building the Dam.

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<sup>128</sup>  
Ibid., p. 62.

<sup>129</sup>  
Ibid.

## V. CHARACTERISTICS OF PERSONNEL

Characteristics are traits, qualities; a distinguishing feature which is typical and distinctive,<sup>130</sup> the evidences that makes one individual or one nationality different from another. As this thesis was neither a sociological nor a psychological study, the characteristics described were those observed among the Pakistani personnel as sufficiently distinctive to warrant comment and apparently applicable to the majority.

Acceptance of direction and authority. Unquestioning obedience, a commendable trait in some circumstances was in others the cause of unimaginable difficulties. If the person issuing the command was a person in authority the response was unthinking action. Until a mutually satisfactory arrangement was reached, it was possible to issue an instruction and have it accepted when the recipient knew that it was wrong. As Campbell states, "In the so-called "authoritarian" cultures people learn to accept ideas, decisions and orders if made by someone in a position of authority."<sup>131</sup> The Pakistani, if not in an authoritarian culture, were members of a society that submitted and yielded without question to parents, to

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<sup>130</sup> Barnhart, op. cit., p. 202.

<sup>131</sup> Campbell, op. cit., p. 30.



age, to a uniform, or to a superior.

This unquestioning acceptance of authority was partly the result of British training and partly knowing that acceptance was an escape from retaliation. It also placed the responsibility for the care of the individual receiving the order on the shoulders of the individual giving the order. Moreover, people of the depressed groups avoided, in submission, conflicts which were known to be useless and costly in retaliatory measures. The right of power and the privilege to misuse that power was accepted willingly both by those who received the power and those against whom the power was applied.

Authority and power abuse was so thoroughly entrenched that the payment of a bribe was a national institution practiced by most anyone in a position to control the needs of another:

Work could be secured only through a middleman, the jobber. Payment of a kind of bribe put the new worker into the debt of the jobber, a condition in which he often remained permanently. The jobber was actually employed by the factory management and in a sense was an essential intermediary between the employer and his men.<sup>132</sup>

Rank was invested with autocratic privileges. It was customary and unquestioned that the individual in authority could wield that authority as he chose, insofar, as it did

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<sup>132</sup> Wallbank, op. cit., p. 20.

not conflict with the authority of his superior. Rank was a privilege often abused and, to Americans indoctrinated with the equality theory, unacceptable. Unfortunately, forcing the person with rank to act democratically resulted in the lesser ranks moving to usurp the power position. Presently, the supervisor would wonder what was happening to the crew's morale, efficiency, cooperation and work production as each pretender to the rank undermined the authority of his superior.

Belief in personal ability. Personal ability was seldom questioned or limitations recognized. In demonstrating an inability to perform, candidates pointed, from the worst of failures, to partial successes with the statement, "in five days I will know it." Experience and skill required was seldom recognized and the evident impossibility of successful achievement ignored. A concurrent problem was the assumed infallibility of personnel in improving a process. Independence emancipated the Pakistani from the rigidity of controls and sanctions against the individual. This was manifested most frequently in independently undertaking unauthorized actions. Few methods or procedures were accepted without an attempt to vary and change instructions. Belief in ability was such that it never occurred to personnel that the result could be anything less than praise and approval.

Emotional stability. The Pakistani, particularly the men from the Tribal Areas, were volatile and emotional. However, the average Pakistani was hospitable, anxious to please, delighted to talk, sincerely interested and dignified. In his working relationships, he was cooperative, pleasant, affable and enjoyed humor and laughter. When he did become emotional it was over beliefs rather than personal problems. Under tragic conditions, the Pakistani displayed immediate, heartfelt and primitive reaction but morale never was completely destroyed. Tragedy was so constantly real and close that it was casually accepted.

Integrity. The process of self-advancement, an individual's efforts to raise himself in rank or to better himself in position, could be viciously self-centered. Harm caused other people, rejection of friends, and even temporary rejection of personal and ethnic standards of conduct could be excused on the grounds of personal need.

The use of malicious rumors aimed at the integrity of another individual was a favorite weapon used indiscriminately against friend or foe. The poison pen letter, an unsigned statement of harmful but generally refutable material, was frequently mailed, hand carried anonymously, or secretly affixed to bulletin boards. Money was commonly used to buy privilege or to degrade and discredit others in an effort either to perpetuate self in a position or to obtain a

better situation.

The majority of recreation personnel problems were traceable to lack of integrity, the abuse of integrity, or immoral bids for power. The files of attacks and defenses and the necessary conferences to fix responsibility were many, tedious and detailed.

Fatalism. Predetermination of a life role, the acceptance that all things are inevitable, played a curious part in Pakistani life. The expression, enshallah, 'it is in God's hands', was frequently used. It did not, however, detract from actions to change the inevitable. Fatalism appeared to be applied to and be the concern of others. Allah's will could be modified by man's strivings and did not inhibit the active seeking to favorably influence results. 'What must be must be' was influenced by both manipulation and effort. In a country rumbling with nationalism; with constant newspaper emphasis on problems of national pride and affronts to that pride; and the jockeying for personal gain, fatalism was also used to excuse failure as an other personal cause.

Any conversation with Pakistani beyond the social amenities reached one invariable topic of conversation, the extent and necessity of their children's education. A fatalistic acceptance of a pre-ordained life was never apparent; education could change the future.

Social amenities. The amenities were the prerogatives that accrued to position and rank either by regulations, practice or custom. These were the benefits due because of the position held and were the visible recognitions accorded the position; the gratuities which were rights of the position; and the social respects paid to the position. The social amenities, as applied to a recreation service, were primarily in the recognitions accorded guests and visiting athletes. The service of tea was inevitable and the ceremony of a chief guest and the amenities attached to so prosaic an event as the awarding of trophies, were elaborate and ritualistic.

Status. Status, the impression one was able to give another of his importance or the symbols of status, privilege, rank, special clothing, preferred office assignment, and job titles were must sought. When matched with such needs as desire for self-expression and recognition, status symbols became more desirable than financial remuneration. This characteristic was not limited to the Pakistani, as shown by Chruden and Sherman in discussing job attitudes, but it had great influence:

The location of an employee's job within the organizational structure can have an important bearing upon his attitudes and behavior patterns and upon his social status. Such status can have an important effect upon the confidence and recognitions and satisfactions that he gains from the

job. 133

The value placed upon status was a side effect of British colonialism. Prestige meant privilege and became so ingrained through the bestowing of titles emphasizing position, prestige and privilege as to survive in any status symbol. The philosophy of status was solidly entrenched in national life.

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<sup>133</sup> Chruden and Sherman, op. cit., p. 51.

## CHAPTER VII

### SUMMARY AND CONCLUSIONS

#### I. SUMMARY

If a single paragraph would be acceptable to present the problems encountered in providing a recreation service, on a construction project, in a foreign country, staffed by and serving the nationals of that country, this statement would suffice: The development of a recreation service within an organization uncertain of the value of the service; for personnel religiously and culturally different; and with a philosophy of life geared to the present and the past required time, tolerance and patience.

In essence these were the facts. A service, recreation, operated for management, the Mangla Dam Contractors, providing a program for participants, the Pakistani personnel, in a foreign country, West Pakistan.

The results were accepted as satisfactory. The process of planning; the setting of objectives; the application of plans through procedures; and the use of procedures and staff to achieve the objectives produced a program acceptable to management and personnel.

This was an assumption neither documented nor factual. It was assumed to be true because management continued

financing without curtailment through periods of astringent economy and personnel participated without expressing dissatisfaction.

The research, descriptive research, undertaken was conducted as a primary, on-the-spot recording of the development of the service, the shaping of management's attitudes, and the efforts to understand the participants through explorations to:

1. Apply theories of recreation and group work.
2. Select objectives and principles for administration, management and supervision.
3. Determine the attitudes of people of different religious and cultural beliefs.
4. Understand a construction operation and a construction management philosophy.
5. Create positive policy from an indefinite and fluctuating managerial attitude toward the recreation service.

In the development process of setting objectives, formulating plans, and establishing procedures, the most difficult limitations were those imposed by the culture and the religion. The process became, first, an identification of the problems and, secondly, a study of those problems to determine procedures. In reaching tentative judgments to select procedures to be tested, the question was not how



the job should be done but what were the limitations. Procedures stressing ways and means were evaluated to determine effects on a people regimented by religion, folkways, mores, and customs.

## II. CONCLUSIONS

Five broadly stated conclusions, formulated as a result of the study, were pointed to the participants and the recreation service. These were primary as the end product of the development of a recreation service was a program for people:

1. People with leisure should be stimulated to use this time creatively either as spectators or participants in activities which attract and satisfy them.
2. People living in the mass conditions of a housing camp are potentially dangerous if they are stimulated to use their leisure destructively rather than creatively. Idle people become the prey of their emotions and the dissident elements within their ranks.
3. People living under conditions which restrict their mobility and their housing and food services need a recreation service as positive as the conditions of control are negative.

4. People must be provided a recreation service which conforms to the social institutions of the society in which it functions.
5. People should have a recreation service which offers routinely desired activities and introduces new activities in slow, careful experimentation.

### III. RECOMMENDATIONS

Four recommendations were selected and directed toward the recreation management as being important objectives of the chief recreation manager of any similar project:

1. Establish a rapport with management, staff and participants. Failure to have the support of any one of the three groups will prove to be a serious limitation on ability to produce.
2. Strive for an impartial, interpersonal attitude akin and pertinent to the role of a mediator handling each situation by an attitude and a response which is fluid but applied to similar situations in a similar manner.
3. Accept a management role that is as far removed from top management and easy quick decisions as it is from the participants and easy quick understanding of their needs. In this role,

intermediate managers above the recreation manager will interpret top management decisions and nationals in recreation management below the recreation manager will interpret the personnel and their needs.

4. Accept the nationals of the country as individuals and human beings without reference to race, creed, or color; feelings of superiority, class consciousness, or adverse beliefs.

#### IV. SUGGESTIONS FOR FURTHER RESEARCH

Suggestions for further research were selected as areas in need of clarification and greater understanding:

1. Study the culture, the religion, nationalism, family and village life, and the characteristics, attitudes and social and economic problems of the national group to be served.
2. Study the potential to accept change in the national group to be served. The development of a program should start at the level of interest and desire and adaptation and variations introduced at a rate of speed in harmony with wishes and ability.
3. Study the purposes, objectives, principles, managerial attitudes and philosophy of overseas

construction and developmental managements providing recreation services.

4. Study methods and procedures for working with people not only culturally, racially, and religiously different but also representative of widely varying social and economic levels.
5. Study the objectives of recreation in general as preliminary to devising a set of objectives with specific reference to a recreation service in a foreign country.

#### V. LIMITATIONS OF THE STUDY

There were important cultural and religious influences modifying the normal functioning of a recreation service. The understanding and acceptance of these limitations facilitated (1) planning a program of activities; (2) selecting a staff to activate the program; and (3) stimulating participation. The pressures of construction and the pressures to produce limited adequate research procedures. Although every attempt was made to use research techniques and to evaluate results against principles of management and knowledge of people and country, the study remained a review of the complications and problems of a day by day experience in the direction of people to serve other people with a specialized program.

Preparation of a thesis from day by day actions was not productive of a tested and documented report. Under these conditions, the value of the research was in the planning, the procedures used, and the development of a service stage by stage from a one man operation to a staff of sixty-five assigned to nine separate offices.

As a concluding statement it is emphasized that the findings and information presented are nothing more or less than the interpretation of actions taken to pioneer and create a recreation service under unique conditions. By any analysis of the results, the material represents an evaluation of a personal experience and has value to the extent it can be used as a preliminary step toward further research.

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