

MAKING THE ELEPHANT DANCE: CASE STUDY ON MUSTAFA KAMAL AND (CDGK)

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Abstract

“Mega city status for Karachi would be a hollow slogan if it does not attract investment”, is the watch- word for the City District Government Karachi (CDGK). Municipality plays a crucial role in creating the image of a city. Unfortunately, due to bureaucratic culture of these organizations their efficiency and overall effectiveness remain below standard. However, whenever dynamic and sincere leaders take the rein of these organizations, prosperity trickles down to the masses. CDGK is one such model of the recent era, which has spread its wings and literally used a magic wand to transform the city of Karachi. Syed Mustafa Kamal as city nazim during a brief span of three years has been the motivating force in transforming this semi-autonomous body into an effective and efficient organization. Besides his charismatic personality, Kamal’s crystallized vision and his ability to obtain the cooperation from a bureaucratic body could be attributed to his success. Leaders, who are able to lead by personal example, communicate intensely and practice team-work will always motivate others. Political support and transparency of budgets were also important factors that led to this phenomenal progress.

Keywords: Public sector, city government, Nazim, Annual Development Program, Tameer-e-Karachi, Union councils, municipality

In the last three years, Karachi the commercial hub of Pakistan, has witnessed a phenomenal pace of development of its infrastructure, improvement in provision of services to the citizens, and solutions to municipality related problems. This has led to a marked improvement in the credibility of public utility sector. Public opinion on the performance of the city government has improved significantly, and about 80% of the respondents were of the opinion that the city government is performing excellently. All this change may be attributed to Mr. Syed Mustafa Kamal, City Nazim Karachi and his team. His efforts were recently recognized by the weekly Time Magazine, which published a story titled, “Karachi Dreams Big” in its August, 18 2008 issue. The story was about the challenges that Mustafa Kamal needs to surmount to achieve his vision of matching Pakistan’s sprawling metropolis with Dubai in five years (Baker, A. 2008). Under Sindh Local Government Ordinance-2001(SLGO -2001) the military government of Pakistan brought a major change to devolve power at grassroots level and induce citizens into participatory management. Under the new system, Nazims all over Pakistan replaced the traditional mayor system of administering cities, and the powers which had earlier been exercised by civil bureaucrats were delegated to elected local leaders. These structural changes have had a far reaching impact in improving the quality of the life of general public. (Amjad, R. 2007).

The origin of Karachi goes back to the eighteenth century when Baluchi and Makrani tribes established a fishing community which was called as “Kolachi”. Historians have different depictions of this city portraying it in some accounts as a fishing community, and in some as a seaport; the city was never in the limelight as compared to Thatta a commercial hub, or Debul the gateway to Sindh; however over a period of time these cities faded away while Karachi grew into a metropolis. After the independence of Pakistan in 1947, a heavy influx of refugees from India changed the demographic character of the city with the migrants from India becoming the majority community and the original inhabitants of the city being reduced to a minority. Karachi being the only seaport and the commercial center

of the country remained the capital of Pakistan until mid 1960’s. The Father of the Nation, Quaid-e-Azam Mohammad Ali Jinnah predicted, “I envision the future of Karachi as truly great because it has tremendous potential for development and the prospects of its expansion and progress is limitless”. As predicted by the father of the nation over the last six decades this city has transformed into a sprawling metropolis. It is now ranked amongst the 10 mega-cities of the world. The continuous inflow of streams of migrants to the city has completely changed its demographic profile. The heterogeneous characteristic not only adds to the diversity of the city but it has also been a source of ethnic strife.

Karachi Municipal Corporation was formed in 1933 to administer the city. The word municipality is derived from a Greek word “munis” and “cipes” where the former means ‘service’ and later “participating citizens”. From 1976 to 1996, the city was divided into five administrative districts that were under the administrative control of district magistrates/commissioners. The system however was not that effective because the city being the hub of commercial activity in Pakistan was growing at a faster pace than envisaged. The city remained infested with all kinds of problems ranging from inefficient amenity service, choking traffic congestions, and deteriorating law and order situation.

Under the new system put in place in 2001, the City Government is headed by the City Nazim. The city is further divided into 18 towns each of which has its own Town Nazim. This forms the second tier of the City Government. There is also a third tier which consists of 178 Union Councils. This three-tiered federation of elected representatives is responsible for the infrastructure development, spatial planning, and municipal services in their respective jurisdictions. The city government is also responsible for performing its traditional Municipal function of administering the water & sanitation, health, education, building control authority, fire fighting, community services and transport services.

Muttahidda Quami Movement (MQM) won a majority votes in the City Government election of 2005 and therefore got the right to form the City Government.

The newly elected members took oath of the office in Oct 2005 after which the process of formation of City Government began. These newly elected members of MQM had an added advantage of being coalition partners of parties that has formed the government at provincial level.

Mustafa Kamal was the minister of Information Technology (IT) in the Sindh Provincial Government before his nomination as the Nazim City by MQM. He was considered as a key resource person during his tenure as minister of IT. Prior to his nomination as City Nazim, little was known about his personality or style. A senior politician of MQM remarked on identifying him as a key resource person with these words, "People are developed the same way as goldmines, several tons of dirt must be removed before an ounce of gold is found. But you do not go into the mine looking for dirt. You go in looking for gold." Soon after assuming the charge as City Nazim, sparks of dynamism began to emerge. Leading from the front was his style and appearing at every crisis situation was his norm. This style differed from his predecessor who was an easygoing person lacking vitality and exuberance. His youthful exuberance energized the dull and bureaucratic offices of the city government. In Jan 2006 he unveiled the "Tameer-e-Karachi" program. The Government of Pakistan supported this program by providing a development package worth Rs. 29 billion. At the commencement of the program, a few skeptics thought that this program like previous ones would not go beyond the blueprint stage. However, very soon even the skeptics had to admit that this person means business and is ready to push for implementing the planned projects at a lightning speed. The salient features of the "Tameer-e-Karachi Program were": -

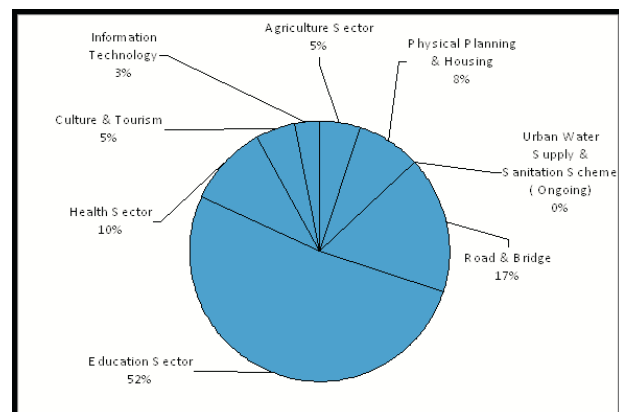
- Preparation of a master plan for the development of the city.
- Development of the communication infrastructure to reduce traffic congestion.
- Enhancement of the working efficiency of municipality and other amenities.
- Improvement of surface drainage system to reduce inundations due rains.
- Refurbishing the existing water distribution system.

The city of Karachi always had the potential of becoming

a global mega city; it contributes 60% towards the national revenues, 25% towards the GDP, add 42% value through large scale manufacturing units, and the Karachi Stock Exchange contributes 8% towards the economy (Business week, 2005). Despite this huge share in every sector the city was unable to achieve its full potential because of its obsolete infrastructure and dearth of development projects. The underlying strategic vision conceived in the above was to transform the city into a hub of commercial and mercantile activity in this part of the world in the shortest possible time, and at the same time ensuring a comfortable urban living environment of befitting stature. There was a short and a long-term orientation in this program. Matters needing urgent attention affecting public life and opinion were prioritized as short-term goals. The short-term goals were aimed at revamping the old and dilapidated water, sanitation, and education infrastructure. At the same time a master plan for communication development was conceived as a part of the long term objectives which included mass transit program, circular railway, and signal free corridors.

The vision of the city government is reflected in the Annual Development Program 2007-08 which included 296 projects worth approximately rupees two billion. A substantial amount was earmarked for infrastructure development, education and health as shown in the graph below. The significant achievement however was the fact that 61 projects were completed during the period under review which reflects the focus of the city government on the implementation of their plans.

FIGURE -1
EXPENDITURE ADP-2007



Source CDGK Annual Development Program 2007-08.

It is not the purpose of this case study to extol the achievements of CDGK but to discuss the leadership and managerial skills of Mustafa Kamal. The research questions that provided the thrust for this case study were: the initiatives undertaken to change the corporate culture of the public sector organizations, which were known for their inefficiency, snail pace of operations, and rampant corruption? What were the strategic actions implemented by him to bring about this turnaround? How was he able to motivate these disinclined services to respond earnestly to the call of the residents? How was he able to use his charismatic power to push for the completion of gigantic projects at lightning speed?

Karachi has a number of unique characteristics blessed with two major seaport of the country, a bustling commercial center, skilled manpower, and a multiethnic population spread over an area of 3,500 sq km. The population of the city is over 15.5 million and is growing at the rate of 5% per annum. A number of vital installations like oil refineries steel mill, dockyard, and a great many large scale manufacturing units are located within the environs of city. The presences of these attributes imply that a positive climate exists for commercial growth in the city. At the same time it is also very important that the residents should find the living conditions congenial with access to civic amenities. It is only when such an enduring environment exists in the metropolis; domestic and international investment will follow. Unfortunately, this did not happen in the past because vested political interests in the past also deferred allocation of resources to the development of city. This led to corrosion of the civic infrastructure supplemented by lack of funds. A blue print for the expansion of the city also did not exist in the past. It was only when the majority electorate of this city wielded real authority over apportioning of resources that the development materialized.

The City Nazim envisioned an ambitious plan for the development of his home city. Leading from the front with intense personal involvement in the projects and on-spot monitoring he brought about a turnaround in

the operations of civic bodies. One of the nightmares of any mega-city is heavy traffic flow. According to an estimate 1.5 million vehicles ply on road daily in Karachi with an increase of 400-500 cars being added every day. Flyovers, underpasses, concentric ring-roads are some of the measures adopted by developed countries. Under “Tameer-e-Karachi” a comprehensive blue print was prepared to bring the traffic congestions under control. A web Storm water drains; flyovers and underpasses throughout the city were constructed to facilitate the smooth flow of traffic. All these projects worth Rs. 1 billion were completed in record time. It is important to determine the cost/benefit analysis of such gigantic projects. Unlike profit making private sector organizations the non profit public sector organizations do not have concrete measurement tools like bottom line figures to evaluate their performance. It is therefore imperative that new criterions need to be developed to measure the productivity of municipal services. There is also a need to develop benchmark that can be used to challenge employees to maintain high performance standards.

TABLE –1
PROJECTS AND COMPLETION

PROJECT NAME	COST	COMPLETION TIME
Fly overs		
Askari IV	249 m	4 months
Johar	250 m	4 months
Gulshan	391 m	4 months
Sohrab goth	580 m	
Nagan Ch	499 m	4 months
Under passes		
Gharibabad	135 m	12 months
Liaqatabad	350 m	8 months
Nazimabad	367 m	8 months
Signal Free Corridors		
Karsaz	170 m	6 months
National Stadium	448 m	8 months
Hasan Square	497 m	6 months

The above Table shows a list of some of the projects that were undertaken by the city government along with

the completion time. The time period in which some of the projects were completed is commendable. Perhaps it was the personal involvement of the City Nazim which was at the heart of the expeditious completion of all the city government projects. Although a number of new projects were being implemented concurrently the Nazim made it a part of this routine to visit the project sites on a regular basis. He was regularly seen at project sites inspecting, coaxing, and motivating the laborers. The key to this efficiency was the team spirit and the sense of responsibility displayed by the engineers, suppliers, and laborers. The Nazim also introduced monetary and non-monetary benefits for high performers. Talking to the author he remarked, "I addressed a number of initiatives concurrently, next I channeled the departments discontent constructively and encouraged inquiry and reflection on part of everyone to achieve team-work." He also mentioned that he displayed patience allowing subordinates time to change their attitudes. The achievements of CDGK were recognized when in 2007 International Organization of Standardization, Geneva conferred it with ISO Certification 9001 standard for Quality Management System. These initiatives of the city government have not only resulted in reducing the environmental pollution it has also eased the traffic congestion. One can now cruise at a higher speed and reduce travel time.

The second priority projects like parking plazas and better and fuel-efficient commuting facilities are presently under way. Bus terminals operating within the heart of city have been shifted to the outskirts of city.

Health services for general residents that have always remained under pressure due to the continual influx of migrants from other part of country have been upgraded and improved City hospitals have been upgraded with sophisticated apparatus. A trauma center has been added to Abbasi Shaheed hospital, blood banks and ambulance services have been expanded. Funds worth Rs. 120 million were allocated to the health sector in 2007.

Another need that had remained unfulfilled the availability of adequate recreational facilities for the general public. Most of the facilities present in the city are located in the

affluent areas of the city. CDGK initiated a number of schemes of develop recreational parks in the various districts of the city. Ibn-e-Qasim park overlooking the Arabian Sea with its soothing ambience and the cool ocean breeze which provides relief to the visitors from the scorching weather in the summers. Another facility worth mentioning is the Goaish adventure park for youth. These initiatives have added some color to the life-style of an average family.

To improve the efficacy of the civic services the capabilities of information technology were incorporated in to the city administration functions. This included the setting up of the 21 complaint call centers which work round the clock to receive complaints and feedback from the general public. City government has also setup its web page which other than providing information on the city government also disseminates information of the happenings in the city. These measures have helped in reducing the distance between bureaucracy and the general public. The city government has also planned the construction of an IT tower which will host a 10000 seat call center besides commercial offices and other international executive facilities. One of the key objectives of the project is to develop the potential of Pakistan as a major Business Process Outstanding centre, and also to provide training to the youth on the modern usage of technology. IT Tower project which was an initiative of the City Nazim Mustafa Kamal is another illustration of his wisdom and far-sightedness to upgrade the competency of human resource.

One of the weaknesses of government agencies is that it is unable to attract and retain top quality talent (Gowing & Payne, 1992). This is perhaps the reason which Public sector organizations are usually impaired by inefficiency, lack of public orientation and low-productivity. This was also the case with the municipal services provided by the City Government of Karachi where although the middle management and lower cadres are regular employees in different departments, the senior hierarchy however is deputed by the respective provincial governments. This ad hoc arrangement leads to instability and lack of consistency. Mustafa Kamal knew that his vision for the city and the objectives of development that he had

envisioned would be handicapped by the prevalent culture of the municipality. It was therefore imperative that the corporate culture of their municipal services had to be changed on asking about his strategy to bring about this transformation Mustafa Kamal remarked, “I learnt it the hard way that to become a credible person and enlist support from within the organization is necessary to earn the trust of the staff before you start trying to be an agent of change. If you think you are going to make change happen simply by force of personality or position or intellect, you are mistaken”. He tackled the laid back and complacent attitude of the staff towards their work through his personal example, which included intense communication with managers and motivating the lower cadre of employees. His natural charisma brought about the cultural change in departments with public orientation. Concrete results in the shape of projects being completed in record time also spurred the employees towards super-ordinate goals. Although Mustafa Kamal by the sheer verve of his personality been able to bring a positive change in the corporate culture of the bureaucracy of the city government to institutionalize the change may be it is time to create a full-fledged HR cell and a core of die-hard officers in CDGK to ensure smooth transition.

Devolution of power was one objective of the new Ordinance. The other objective was to induce participation of public towards social responsibility by 2007. CDGK had established its credibility therefore projects requiring public empowerment were initiated in 2008; notable examples are anti-beggary drive, community policing and community related work. All these projects were fully endorsed by the public through their active participation. Campaigns such as “cleaning the city”, facilitating traffic and events and mohalla policing were at times entirely managed by youth wing of CDGK.

The task of the Nazim has not been without its fair share of problems. Mustafa Kamal was however able to use his informal flair and his dynamic and assertive style to initiate intense dialogue with people from all groups, including these from the opposition parties. The following are the few examples of initiatives by the nazim helped in pacify in the apprehensions of his adversaries, as well as those of the cynics.

- The Union Councils (UC) represented by opposition parties initially remained hostile towards the development works initiated by the city government. The Nazim was however able to pacify the antagonism of the opposition by the initiating new projects in their districts; projects worth mentioning are the Lyari and Bhit Island Water Projects, which are located in areas controlled by staunch opposition party loyalists. The residents of the area welcomed this initiative as a just and fair decision.
- A major problem that the city administration had to face in the last couple of decades was the ethnic conflict between different warring groups which caused a lot of bloodshed in the city. CDGK through early warning systems and direct negotiations by union representatives has been able to maintain peace in the city between the rival groups. the policies of the provincial government also helped in reducing the tensions between the different ethnicities.
- Encroachment of land by land mafia and land grabbers was one problem which the Nazim tackled very sternly. The land mafia in Karachi has a standard operating procedure of occupying government as well as private land by bringing people from other parts of the country and creating a shanty town, and then demanding a price to vacate the land. All such encroachment was removed at times through the use of force. The media and vested parties did try to play on the sympathy vote but it did not deter him from taking action against the land grabbers. Besides restoring the land to its rightful owners, the actions of the Nazim also cleansed the city to some extent of dilapidated environs.
- Law and order situation has been a major problem of the city. Incidents of bomb blasts, kidnapping and arson keep disturbing the life of the city dwellers. To control the possibility of such incidents CDGK recently unveiled a comprehensive close-circuit TV monitoring project based on Wireless Hybrid Video Security Surveillance technology.

This measure aims to provide first line defence against criminal and anti-state activists. Communications along with communication system have been installed sensitive routes covering 36 sq.km to provide live information to the law enforcement agencies. This project was launched in January 08 and the first phase was completed in June 08. Another initiative is the introduction of community policing to deter miscreants from carrying out any pillage activities, as well as, to provide a helping hand to the traffic police during the peak hours.

All these measures were aimed at not only improving the quality of life of the resident of the city, but also to provide conducive environment for attracting investments in the city. In this respect the Nazim undertook many international visits. Far sightedness prompted the Nazim to set up a department in CDGK named Enterprise and Investment Group that provides useful data about the city on a global network to prospective investors. The efforts of Mustafa Kamal have started to bear fruits to other countries and multilateral financial institutions to persuade them towards investment in Karachi. Asian Development Bank (ADB) in its revised policy has promoted good governance as a conditionality of financial assistance has cleared CDGK projects as being acceptable for its financial assistance. Projects worth \$ 13 million are being supported by ADB. Other examples of foreign investments are: Shanghai Shin Gong Environmental Ltd from China which has undertaken a solid waste management project worth Rs.750 million to be implemented in three years time; Microsoft which has signed a MOU for transfer of technology, and ITOCHU from Japan which is investing in logistics services.

In 2008 the budget of CDGK was Rs. 37.1 bn, of which around 50% was dedicated to development projects in the social sector with a substantial allocation for education, health and communication infrastructure. City governments in Pakistan have been unable to generate substantial revenues by themselves. Same is the case with CDGK budget which is generated through grants from the Federal and Provincial Governments. The rest of the 30% comes

from property, water, conservancy, and Billboard hoarding taxes.

The general election of 2008 in Pakistan has changed the scenario. The support, which was previously assured to CDGK, does not exist any more the budget of the local government has been reduced substantially, and petty games of power politics have erupted. In view of these changed circumstances it is difficult to comment on the future performance of the local government. The remarkable performance record of Mustafa Kamal during the last three years has raised the expectations of the public. Under the changed circumstances following the 2008 elections the Nazim has a difficult period ahead of him. The remaining period of his tenure certainly demand adroitness, patience, and perseverance. We wish him best of luck!

ISSUES

1. What were the measures undertaken by Mr. Kamal Mustafa as Nazim Karachi City to bring about this turnaround? How did he motivate the unwilling Services to respond to the call of the residents?
2. What criteria could be selected to measure the productivity of municipal services?
3. Would it be worthwhile to create a full-fledged HR cell and a core of die-hard officers in CDGK to ensure smooth transition and succession in planning?
4. What should be the next priority of development for the CDGK in the next 5 years in light of the vision conceived for the City?

PART- B INSTRUCTOR'S NOTES

1. The new local government system introduced in 2001 envisions the Union Council as the first level of government administration. One of the distinctive features of the new local government system is that it recognizes the union administration as a corporate body with financial responsibility. Another important function of the union administration prescribed in the Local Government Ordinance is to identify deficiencies in the delivery of services. Another principle, on which the strategy for

devolution of power is based, is to make politics and development process people centered. It seeks to create an enabling environment for citizen empowerment, participation, and representation making government increasingly bottom-up and responsive. (Ahmed, M. 2007)

2. Local Government function all over the world managing cities. The first official government in Australia was the Adelaide Corporation in 1840. The local government in Australia has a limited scope managing roads, parks, and waste disposal. They are at times caricatured as the 3Rs- rates, roads, and rubbish. On the other hand New York City provides for a strong mayor council system. It is responsible for public education, public safety, recreational facilities and welfare services. (www.wikipedia.org)

3. Virginia Beach City Council, USA is one of the cases worth examining. It is the largest county in Virginia. During the decades of 1970s and 80s, the population soared to 0.5 million. In early 90s the council initiated a Quality Service System for which it received the US Senate and Quality Award in 1999. Some of the measures adopted by the City Council were: -

- Through workshops between the different tiers of management the vision for the future was crystallized. These themes were labeled "Destination Points". Management Leadership Team (MLT) was formed which included city managers and other executive leaders to align the resources towards a common goal.
- A steering committee guided the Council to establish organizational core values and quality principles. Beginning early 1990s work force was reduced by 10%, which resulted in saving of \$ 40 million. Note that CDGK spends up to 33% of budget on salaries.
- Strategic Planning Teams were created to develop an overall strategic document in 1998 called Virginia Beach, Community for lifetime- a strategy to achieve the City Council's Vision for the future. One of the weakness revealed during these session was the mindset of operating in independent silos.

This was overcome by adopting a time-allocation model; managers at a certain level were required to spend a certain percentage of time on creating the future, improving the system, or operating the system. This led to dialogue and a shared understanding between the different depts.

- For more reading refer to Human Resource Management Fall 2002, Vol. 41 Number 3 issue which is dedicated to HRM in the public sector.

4. In 1990, the President's Quality Award Program was instituted in USA to recognize quality improvement in federal agencies. This was the public- sector counterpart to the Malcolm Baldrige Award.

5. The international financial institutions are convinced that Structural Adjustment Programmes (SAP) funded by them would fail unless accompanied with stable governing institutions. This international institution's approach to good governance is wedded to promote a market friendly state-less government and better governance. To accomplish this, the world Bank encourages liberalization. What is required is to co-opt the competence of the citizens and the civil society organizations to design and implement public policies in the social sector. (Islam, N. 2007)

6. Personnel Resource and Development Center (PRDC) of United States helps public sector organizations to determine high performance criteria as perceived by employees as a feedback to the management. One such study carried out in 1995 determined 17 dimensions (Usala, 1996). These dimensions are rewards, training/career development, Innovation, customer orientation, Leadership and Quality, communication, employment involvement, use of resources, work environment/ quality of work life, work and family life, teamwork, job security, strategic planning, performance measures, diversity and supervision. Opinion polls on these dimensions can provide useful feedback to the management. Comparison across time is also critical for tracking the effectiveness of change management programs. Though organizational culture is resistant to change, but with proper commitment and champions

advocating the cause, culture can be changed with considerable benefits accruing to all the stakeholders.

7. Human Resource function has been useful in designing personnel policies. City Governments should endeavor to create cells within their organizations to mandate this function. Their main function should be to advise management on appropriate ways to measure employee and public satisfaction. Two methods in vogue in developed countries are The Balanced Scorecard approach (Kaplan & Norton, 2001) and Customer Satisfaction Survey (Schneider & Bowen, 1995). The nine public-service dimensions identified are Access, Choice, Courtesy, Knowledge, Quality, Recovery, Reliability, Tangibles and Timeliness. For further reading, refer to Human Resource Management Fall 2002, Vol. 41 Number 3 issue dedicated to HRM in the public sector.

Balanced Measure Perspective	Generic Measure
Financial	Return on Investment= net benefit/ cost
	Revenue Factor = Total Revenues/ no of full time employees-Equivalent employees
	Productivity= Operating funds/ employee cost
	Productivity= unit of output/ number of employees
	Innovation revenue= % of revenues from new products and services
Customer	Customer Satisfaction
	Number of repeat customers
	Number of customers complaints
Internal Processes	Timeliness or cycle time
Learning and growth	Employee satisfaction
	Employee skill Assessment
	Employee turnover

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8. Another advantage of balanced Scorecard approach is that it provides the executives to focus on a limited set

of measures, which may also be used by public sector organizations.

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