

## GOOD GOVERNANCE IN PAKISTAN PROBLEMS AND PROPOSED SOLUTION.

**Submission Date:** 19<sup>th</sup> Nov, 2013  
**Acceptance Date:** 16<sup>th</sup> Dec, 2013  
**Revision Date:** 24<sup>th</sup> Jan, 2014  
**Publication Date:** 28<sup>th</sup> Feb, 2014



International Journal of Modern Business  
Issues of Global Market (IJMBIGM)  
ISSN No. 2310-2527  
PP 40 -58

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**Keywords:** Governance, Good  
Governance, Governance in Pakistan,  
Role of Governance, Governance  
Problems and Solution.

**Abstract:** The purpose of this  
research report is to demonstrate and  
illustrate the good governance scenario  
in Pakistan also highlight the current  
problems and their proposed solution.  
This idea of governance is not  
developed from outside human's  
experience throughout the ages. This is  
primarily laid on the lessons from  
historical backgrounds which recorded  
both the collapse of different nations  
that was resulted from the bad  
governance and also lessons on how  
distinct nations raised to greater  
heights as a result of good governance.  
The government of the state requires to  
make sure the provision of fundamental  
social services involving infrastructure  
poverty reduction programmes,  
provision of fundamental education to  
its masses, easy access to health care,  
protection of environment from  
pollution and dangerous chemicals as  
well as security of its public masses.  
The government is not supposed to  
ensure the provision of all these  
services by itself.



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### Preface

What are those causes for the failure of democracy in Pakistan and why it has not able to create roots in Pakistan? Why Pakistan's institutes of democracy failed to maintain its sustainability? How can Pakistan develops and intensify its democratic institutes which can offer impartial and rational governance as solutions to all of these problems? Is it the misdemeanor of Pakistan's determined military Generals who had governed this nation for about half of its entire freedom and since right after its inception? Is there any possibility to enhance the performance of the politicians who got chance to rule the nation for thirty five years and yet failed to resolve the fundamental issues regarding industrial and human development?

There are numerous answers to all of the aforementioned raised questions. However, it is seen that middle class people are increasing in Pakistan after ten years of economic growth which also increases urbanization in the country, but middle class participating in politics alone cannot be able to help develop and sustain fair and rational democratic governance in the state.

Constantly talking about developing democratic institute is not enough either. What actually is required is to build



competence via rational and impartial governance, promote education for the members of those institutions such as at the executive level, the legislation and the judiciary.

In this research study, the author has attempted to dig out the most fundamental reasons of impartial governance failure in Pakistani state. Though there are various causes for its failure, the author has highlighted only those which in his opinion require instant attention. He also believes that in order to cope up all our past recklessness, we must be required to admonish the issues with an open mind and then develop different resolutions to fulfill and meet the challenges opposing us while enhancing good governance in Pakistan.

### **Executive Summary**

In the past decade of the 20<sup>th</sup> century, the idea of governance has developed from virtual dimness to take place in the modern debates in the field of social sciences. The basis of better governance lies on the guidelines of freedom of thoughts, freedom of speech, all masses acquire equitable rights, absence of discrimination, justice to all, honesty, transparency and responsibility.

Philosophical groups as well as religious texts are replicated with the definitions and examples of governance (with both good and evil). This idea of governance is not developed from outside human's experience throughout the ages. This is primarily laid on the lessons from historical backgrounds which recorded both the collapse of different nations that was resulted from the bad

governance and also lessons on how distinct nations raised to greater heights as a result of good governance.

Recently, the idea of governance is evolving from, as reflected by some authors and the confined definition employed by the World Bank as "the manner in which power is exercised in the management of a country's economic and social resources, to the broader definition adopted by the commission on global governance as "the sum of the many ways in which individuals and institution, public and private, manage their common affairs".

Good governance in the context of South Asia as well as in Pakistani context must go well beyond "good" politics or even the development of a "decent" society. It should facilitate the government, civil society as well as the private sectors to improve their both social developments an economical growth to make them the means of greater human progression and improved levels of human well being.

In order to understand the deficiencies in the Pakistani governance, one should search for the reasons behind the vulnerabilities in our political tolerances and identity. According to analytical results, there are apparent groups of rationally autonomous and long lasting perceptions and values within Pakistan that have significant outcomes in the society and of course in the political boundaries.

The expectation of authority specifically those who has been given the right to govern, should be understood and preferably



be changed in order to bring a system with sustainable democracy. Provision of legal rights and access to public offices are significant but progression in developing civil virtues and enthusiasm must also be encouraged. In the nonexistence of such kind of culture dissenting anarchy and authoritarian rule will remain prosperous.

Generally, the chances for an unambiguous governance, true democracy and civil society in Pakistan may only prosper when democratic activities are permitted to dominate under the preeminence of the unaltered constitution. The frequently repetition of dismissal or depose of elected regimes, amendments in the constitution that are more appropriate to the current ruler, leaves no optimistic memory and give little opportunity to institutes to adopt and support virtues to root.

Although the elections often are contaminated by design or overenthusiastic officials, the regular elections will eventually prove democratic exercises to the opponent in whom losers admit conquest and winners are generous in victory, the higher the opportunity for electoral procedures able to survive under probable challenges. The ineffective and incompetent politicians may continue to contribute and strive for acquiring power but the masses of Pakistan will also come to learn and understand healthy democratic virtues and accountabilities with the passage of time.

### **Background: Governance in Pakistan: Reasons for Failure and Strategy Ahead**

In Pakistani state, democracy, openness of economy, size of the population, peace periods, rate of unemployment, exchange rates, budget deficits, expected human life and levels of education are all considered to be the key macroeconomic parameters of impartial governance. The government of the state requires to make sure the provision of fundamental social services involving infrastructure (i.e. energy and water supply, construction of roads and sewerages), poverty reduction programmes, provision of fundamental education to its masses, easy access to health care, protection of environment from pollution and dangerous chemicals as well as security of its public masses. The government is not supposed to ensure the provision of all these services by itself.

However, in certain circumstances, for example promotion of education and health care, it might be more relevant that government must boost competition among the private firms. Whereas, government's role is more critical in marinating and developing economic policies, escalating and intensifying judiciary systems, enhancing bureaucracy, offering transparency and providing access to public affairs, sustaining public responsibility, intensifying the political party systems, offering reliable basis for education structure and devising and implementing various economic reforms.

This study is an attempt to demonstrate the causes for the failure of good governance in Pakistani state. This study is followed by a thorough analysis, its influence on the

Pakistani population and formulation of future strategies.

### **Introduction:**

### **Governance**

The governance is related to the procedures and structures by which an organization or a society works.

To administer such procedures and structures, governments are tending to established more frequently. The word “governance” is derived from the Latin word i.e. “Cybern” that means to guide; it acquires the similar roots as “cybernetics” which illustrates the science of control. Thus, governance can be described as “the capacity of government to make and implement policy in other words to steer society<sup>1</sup>.”

Governance can also be defined as the procedure of making decisions and the procedures by which those decisions are implemented, public institutions carry out public affairs, manage public resources and take accountability of the security of human rights<sup>2</sup>. Additionally, the word Bank is also described as an exercise of political authority which can utilize the institutional resources to help maintaining society’s issues and affairs.

### **History of Governance in Pakistan**

In order to have a clear understanding of the problems in Pakistani governance, one must need to search for the vulnerabilities in its

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<sup>1</sup> Jon Pierre and B. Guy Peters.”Governance, Politics and state

political tolerance and identity. Logically, there are various combinations of sensible autonomous and long lasting perceptions and virtues within the state that have significant outcomes in both the societal as well as political dimensions.

It is seen that political culture of Pakistan has roots from its historical backgrounds since from the pre partitioned British rule<sup>2</sup>.

The Pakistani politicians (or leaders) has adopted the so called ‘vice regal system’ from this inheritance and which has created very little or no awareness or involvement popularity. This type of system is supposed to govern the masses and intended to maintain order and collect huge amounts of taxes.

However, there was often a contradiction emerges between the British philosophies of governance and their practices. The ideal representatives of government and equalitarianism before law were considered imperfect transformations.

The territorial problems and border clashes with India, the dissimilarities in socio cultural environment within the state, efforts for distributing power between the two countries (i.e. India and Pakistan) and the early demise of the Pakistan’s founder Muhammad Ali Jinnah, are some of those real aspects that not only contributed in politicizing the policy makers and their eagerness to introduce impartial governance and democratic processes but it also stimulated non democratic rudiments involving the armed forces (particularly army)<sup>2</sup>.



Similarly, even after half of the century since from the inception of Pakistan, the state could not be able to clean itself from the systems of feudalism, tribalism, and 'Punchayat' systems by leaving behind amateur sectarian segregation and public.

The state of Pakistan was remained informal without a written constitution till 1956. The myths pertaining to democracy that often sustain the system were vulnerably implanted and standards were created in such a way that destabilized some of the parliamentary and democratic values that could be drawn upon<sup>2</sup>.

In prior years, non-party prime ministers were usually selected by the president of the country instead of by those who appealed for elections. The massive involvement of population in politics, if described by rallies and time to time chance to vote, eventually increased by the years.

Street demonstrations were supposed to bring down governments, particularly Ayub's in 1977. However, such activities helped in strengthening the feelings of efficiency but none of these can be easily equaled with the democratic procedures<sup>2</sup>.

Whatever was the shape of the government, the state however has been ruled in a greatly centralized manner. The last constitution of the state was finally devised and implemented in 1973 which developed the similar system in the state. There had been important alterations since then because Pakistani constitutions have been reformed several times in order to benefit its rulers<sup>3</sup>.

The country had undergone deterioration due its misrules. The state is weakened from inside. The situation has become very compelling. When the era of democracy of Pakistani civilian government failed, the economic and public matters have gone worse by the time. Today Pakistani state is out of order mainly because of weak impartial governance and certainly people of Pakistan are suffering because of inadequacy in the political structure<sup>2</sup>.

Along with the shortcomings of public affairs and efficient public opinions, the political structure has given wide birth to ruthless and fraudulent political governors.

It is seen that rather than including citizen masses in the political procedures, authority was only confined to the hands of elite bureaucrats and over determined militants. The system developed by the semi feudal systems and its hierarchy also offered the same uncongenial soil for building the democratic system. The customary power brokers and the elite and well off feudal lords were always ready to form alliance with those who promised to secure their materialistic interests and ways of living<sup>2</sup>.

The civilian government on the other hand surrendered to military rulers that attempted to dealt with the public through attacks on the democratic ideals and political institutions in the prospect of leaving them in disgraced and perished situation.

In spite of the renewal of the democratic situation from passage of time, it is still unsurprisingly held in wariness. The doctrines of the civil society, the idea of a

justifiable opposition party, originally won small acceptance among all the competing political elites or within greater public, such expressions have identified a collapse in law and order system and above all highlighted the absence of trust among the authorities.

These kinds of unstable movements have proclaimed demands for good presentation but within themselves there seemed more signs of frustration and agony than in a more diversified forbearing political systems<sup>2</sup>.

### Characteristics of Good Governance

Governance is said to be the procedure whereby public institutes carry out affairs pertaining to the public, maintain public resources as well as assure the security of human rights.

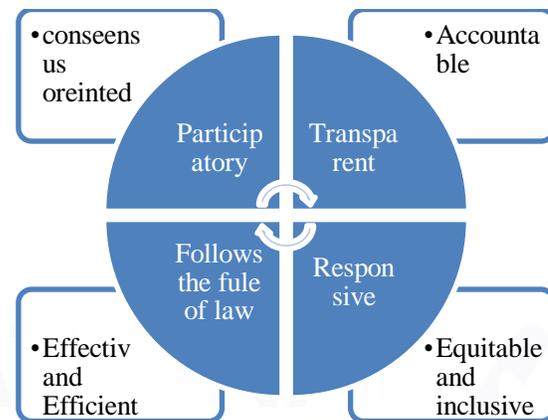
Impartial and rational governance can achieve this while substantially free from maltreatment and fraudulent and that dealt with the rules and regulations under the law. The actual test for 'good governance' is the extent to which it offers and fulfills the promises regarding human rights including social, economic, cultural and political privileges<sup>2</sup>.

Impartial and rational governance of the state can be demonstrated as a combination of eight key attributes<sup>2</sup>. These are 'participatory', 'consensus oriented', 'accountable', 'transparent', 'responsive', 'effective and efficient', 'equitable and inclusive' and 'follows the rule of law'.

These attributes attempt to guarantee that corruption could be reduced to a minimal level, the opinions of minorities could also

be considered and also the voices of the most weakened present in the society could also be heard while making decisions. These are also receptive to both present and future societal requirements<sup>2</sup>.

**FIGURE – 1: GOOD GOVERNANCE ATTRIBUTES**



The explanations of the aforementioned attributes are presented as below:

#### 1- Participation

Contribution of both males and females is one of the key attributes for impartial governance. The fundamental idea of contribution can be derived from an acceptance that people are willing to make developments<sup>2</sup>. They are not only considered as the eventual recipients of the developments but they are also the agents for bringing developments. They can participate as groups or associations (such as trade unions, chambers of commerce, NGOs and other political parties etc) and can act as individuals as well (such as those participating in voting).

As developments are for and by individuals, they must have the access to those institutions that encourage it (for instance representative bureaucracies)<sup>2</sup>. Such participation requires to be acknowledged and ordered. This reflects liberty of association and representation on one hand and an efficiently organized society on the other hand.

## **2- Rule of Law**

Superior quality governance is required to have an impartial legitimate structure that is supposed to be enforced fairly. This also needs to have full security of human rights, specifically those for minorities in the state<sup>2</sup>. Fair implementation of laws needs autonomous judiciary and unbiased and imperishable police force<sup>3</sup>.

## **3- Transparency**

Transparency is described as decisions that are considered and their implementation must be done in a way that obeys rules and regulations under the law. This also demonstrates that information can be easily available and directly accessible to those who will be influenced by such decisions and by their implementations. This also reflects that sufficient information is being provided and which is provided by using simple explicable forms and media<sup>2</sup>.

## **4- Responsiveness**

Impartial and rational governance also needs that institutes and procedures must strive to work for all the stakeholders within their appropriate time duration.

## **5- Consensus Oriented**

There exist numerous view point in a society regarding governance. Impartial governance needs conciliation of distinct interests of the society to accomplish a wide consensus and decide the aspects that are in the best interest of the entire community as well as how this can be accomplished. This also needs wide and long lasting perspectives which are needed to sustain human developments and the achievement of those developments. This can only stems from the demonstration of historical, cultural and societal contexts of a present community<sup>2</sup>.

## **6- Equity and inclusiveness**

The wellbeing of the society can be ensured when every member of the society perceives that he/she belongs to that society and do not feel isolated or excluded from the mainstream of that community. This also needs the participation of all the class groups specifically the vulnerable ones to acquire the opportunities to enhance their well being<sup>2</sup>.

## **7- Effectiveness and Efficiency.**

Fair governance also means that procedures and the institutions that produce outcomes must fulfill the requirements of the society by making the full utilization of the resources at their disposal. The idea of efficacy in case of impartial governance also protects the sustainable utilization of resources as well as the fortification of the environment<sup>2</sup>.

## **8- Acceptability**



Responsibility (or accountability) is considered to be another essential need of the fair governance. It is seen that not only government institutes but also private firms and civil society firms must show their accountability towards public and their institution's stakeholders. Who will be responsible for who varies mainly depending on whether decisions or actions availed are either internal or external to that sector or organization. Generally, an institute or an organization is responsible to those who will be influenced by those actions and/or decisions. Such accountability cannot be implemented in the absence of transparency and the rule of law<sup>2</sup>.

### Governance Institution and Development

Since from the period of its inception, Pakistan is going through several challenges pertaining to insecurity in provinces, sectarian ferocity, political ambiguity in provinces, vulnerable law and order system, weak access to judicial system, tribal system feudal system and several other hidden "Ism Mafiz"<sup>2</sup>. The current situation of weak Pakistani governance can be characterized by the factors demonstrated in the following paragraphs.

### Democratic Instability

Democracy is said to be based on two fundamental principles i.e. 'participation and accountability'. Thus, in the light of the aforementioned comments when there is less or certainly no democratic pervasiveness in nation, this reflects that there are ambiguities present in the governance as well. Thus, the scientific principle lie as "no

democracy no governance". Regrettably, six decades of Pakistan's history is depressed from both of the prompt implementation of accountability and the contribution of the people's authorization by their selected representatives even after the due share of both the military government as well as democratically elected government. One way or another, both of these golden principles of democracy are enjoying entirely complete 'absentia' in Pakistani states<sup>2</sup>. The rank of Pakistan among other states in accordance to the World Democracy Audit Report 2010 is exhibited below:

**TABLE – 1: PAKISTAN ACCORDING TO WORLD DEMOCRACY AUDIT SCORES AND RANKINGS 2010<sup>2</sup>**

Topics		
World Democracy Audit Overall Ranking	1-150	108
Political Rights	1-7	6
Civil Liberties	0-1	5
Press Freedom	0-100	95
Corruption	0-150	117

It is evidenced from the historical background of Pakistan that democracy, impartial and fair governance, economic affairs as well as social sectors are in some way irreconcilable. The government of the state is still confronting many aspects in order to be coherent in developing and sustaining democratic parliamentary system in the state. Neither opposition nor government is taking place in accordance to

<sup>2</sup> Pakistan World Audit Democracy Profile 2010 Available at <http://www.worldaudit.org/countries/pakistan.htm>

their mandate<sup>3</sup>. It is exhibited as “It is not the gun but it is the man behind the gun that matter”. Similar is the case with the political structure of Pakistan when the people who are operating the system are not sincere, how a system must function, it will eventually become unsuccessful. This is a real cause of the failure of Pakistani political structure<sup>3</sup>.

### **Broken Judicial system**

Judiciary is also considered to be one of the three pillars of the country<sup>3</sup>. However, in Pakistani context, corruption has already scrambled deep into its judiciary system. Appointing or hiring judges rather than lawyers, is considered something plaintiff try for. Additionally, the existence of socio-political differences makes justice even harder to achieve. This is obvious from the fact that in spite of the constitutional assurance for it, the scales of justice always lean towards the favor of the state if there is a conflicting situation between that of the state and a common citizen<sup>3</sup>. The executives have led to a deteriorated situations and the common citizen in the street has mislaid his/her trust and faith from the judicial institutions<sup>3</sup>. It is an obvious fact that Pakistan, in spite of a written constitution, has never acquired an independent, impartial and daring judiciary to implement the basic rights of the country’s citizens that are preserved in its 1973 constitution.

Justice still continues to be indefinable for a common citizen. Only talking for justice and equalitarianism before law are not enough, Pakistan is still miles away from what one should imagine in a civilized community.

Justice is considered to be more expensive and increasingly tardy, which as a result, people who can’t be able to afford to pay greater costs or wait for a long period in order to get justice provided to them are compelled either to take the law by their own selves or relinquish their fundamental right to be provided impartial treatment in the law<sup>3</sup>.

The Pakistani masses have extremely gone through various challenges and still continued to be suffering particularly as the judiciary is not playing its constitutional role and is not considering the suo motu notice of the unconstitutional policies followed or actions simply adopted by the military and civil governments over the last sixty five years. Governments always tried to have a tame and passive judiciary. Renowned legal authorities offered their services to dictatorial regimes to restrain the judiciary by causing immense damage to Pakistani state<sup>3</sup>.

### **Economic inequality**

The most troublesome facet of the poverty condition in Pakistan is due to the growing economic disparities in the country<sup>3</sup>. The Pakistan economic Survey 2009 - 2010 highlights that the gap between the elite and the poor in the state has been broadened in the periods of 2005 and 2008.

The shove towards the privatization of facilities in various social sectors, particularly, education and health care, has created such services even more expensive and less affordable for the common citizen; people however are now forced to spend

more to fulfill their basic necessities. The government's own survey exhibited that the poor are now making 14.6% spending on health (comparatively to 2005) as well as they are spending 50% and 11% more on transport and food respectively<sup>3</sup>.

### **Inconsistent Micro-Economy**

Along with the political supremacy in Pakistan, the enhanced macro-economic sustainability has not yet stabilized the infrastructure for poor masses in rural areas. Though numerous economic reforms have been designed in order to economically authorize or to bring opulence towards the lower decrepit classes of the society, yet the outcomes are not that productive<sup>3</sup>.

Opportunities for the employment, FDI, investment oriented environment is moving from steady pace and in case if political predicament condition will remain the economy might not achieve the prosperity at large. Since good economics is said to be good politics and in situations when there is a weak and deteriorated politics is involved, the problem of good governance automatically and critically takes place instead of further uplifting the spirit of establishing fair and impartial governance<sup>3</sup>.

### **Lack of Transparency**

The vulnerable state of Pakistani government is due to lack of significant transparency and access to information in public matters, which ultimately confines the capability of its common citizens, civil societal groups and public representatives to efficiently observe the productivity and

performance of the public institutes. This shortage of transparency is more likely to lead it to ambiguous and non-participatory decision making, incompetent project implementation and uncontrolled financial corruption of the public bodies. The shortage of transparency and access to information also participates in sustaining increasing bureaucratic controls and non-functioning of democratic institutes<sup>3</sup>. By the passage of time, this non-transparent, non-participatory and unique structure of governance has become a focus of growing censure, since it is viewed as entirely incompetent of responding to the requirements and ambitions of the citizens in the community.

### **Ineffective civil services**

The civil forces have established an excessively centralized organizational framework which is sluggish, not very effective and uninspired. Discipline is almost negligent and regulations are not evenly imposed effectively. The internal responsibility processes have become vulnerable over time, similarly the external responsibility via legal systems have also become weak. By the time professionalism in civil services has battered.

Political influence in civil services has damaged the efficiency of state machinery<sup>3</sup>. The bureaucracy has simply not kept with the contemporary trends in other developed nations. Pakistan is going through a vulnerable state capacity and ineffective management of public sector. There is a deliberate need to enhance Pakistan's administrative efficacy and effectiveness.



Issues with its administration involve vulnerable planning, inefficient management, inefficacy and the nonexistence of work ethics<sup>3</sup>. Intersections of legal authority as well as the nonexistence of unambiguous authority demarcations and control of administration have caused devastation with the performance of the Pakistani government. The distance between making of policies and their execution is very wide, particularly because of the political interferences and bureaucracy and commonly due to the low quality of state's personnel. The efforts for restructuring of the state have been too chaotic and poorly planned<sup>3</sup>.

### Scourge of corruption

Vulnerable governance can lead to any sort of enhancement in corruption in various ways, for example it can be encouraged through inducements (mainly bribes) and blackmail (or threats), discrimination (nepotism) and deception and cheating (embezzlement). These acts generally decrease the efficacy on which the economy is dependent and by enhancing the costs of investments, this will encourage to lose the potential returns. This also decreases the state's resources and thus its capacity to investment comparatively to other south Asian nations.

Corruption issue in Pakistan is considered unique in a sense that it occurs at the top state management, it acquires wings which motivates reduction in capital instead of wheels that motivates reinvestment and it frequently offers rewards instead of punishes because the legal procedures to

combat with corruption are vulnerable in themselves and judiciary is willing to free the accused if the price is high and agreeable. The scourge of corruption has been determined at the time of Pakistan's inception by no less a person than Quaid-I-Azam Muhammad Ali Jinnah who said<sup>3</sup>.

“One of the biggest curse from which the country is suffering is bribery and corruption. We must put it down with iron hand.” Unfortunately, the warning has not been combated during the last sixty three years. Corruption has damaged each and every dimension of Pakistan's administration, politics, economy and social activities. All of the efforts in order to fight with nuisance were not effectively made but all the endeavors were unenthusiastic and involved lacking of political determination.

Transparency International has listed Pakistan as 142<sup>nd</sup> out of 163 nations on its list of corrupted nations, which indicates that corruption in Pakistan has enhanced since 1999 military conquest, where Pakistan was ranked 87<sup>th</sup>. Pakistan is continued to remain amongst the concentration of so called failed nations at the bottom of the ranking list, mentioned in a report which was released on the day of anti-corruption<sup>4</sup>.

Thus, after devoting hundreds of millions of rupees from the taxpayer's money on NAB, the Pakistani government is still failed to minimize the corruption in the country and it

<sup>3</sup> “Combating Corruption” “THE NATION”, 10 December 2009

is found that white collar crimes are continued to booming.

**TABLE – 2: EXTRACTS FROM CORRUPTION PERCEPTIONS INDEX 2010<sup>4</sup>**

Ran k	Country	Cpi Score	Survey s used	Confidenc e Range
138	Niger	2.3	5	2.1-2.6
138	Venezuela	2.3	7	2.2-2.4
142	Congo, Republic	2.2	4	2.2-2.3
142	Kenya	2.2	7	2.0-2.4
142	Kyrgyzstan	2.2	6	2.0-2.6
142	Nigeria	2.2	7	2.0-2.3
<b>142</b>	<b>Pakistan</b>	<b>2.2</b>	<b>6</b>	<b>2.0-2.4</b>
142	Sierra Leone	2.2	3	2.2-2.3
151	Belarus	2.1	4	1.9-2.2

### Flawed Educational System

The development of educational sector is always been overlooked which is a consequence of not achieving stability in our political and economic sectors. However, there is a potential in educated population who can lead to political responsibility, its stability, economical developments, effective use and progression of technology as well as enhancement of household management and the overall state's solidarity<sup>5</sup>.

It is said that any nation can only achieve prosperity and progress when it offers a nourishing and beneficial education system to its masses which must be liberated from all kinds of restrictions.

However, unluckily this situation is quite distinct in the context of Pakistani economic

<sup>4</sup> Ibid

structure since no realistic approaches have been executed or adopted for the past six years. Thus, as a consequence, the local people suffered frequently and are still deprived of beneficial education framework. Numerous reasons are actually taking part as key factors for this failure system. Among these include, confused attitude of the government's personnel, meaningless and worthless educational policies, deficiency in research work, unqualified teachers, a wide gap between students' and teachers' relationships, poor quality text books and most of all abandoned education system are key hindrances in the way of promoting education in Pakistan.

### The Police Department

The police station is considered as the key center of corrupted activities as wide range of powers has been devoted to officer-in-charge of police stations or Station House Officers by the law. No single job is done by the police without charging a certain amount of fee. There firms are commonly refused, exaggerated and falsely created just for the want of some money. Another reason of not writing any fir is that it requires to do lot of work.

### Proposed Approach

Pakistan suffers from crises of governance. The efficiency and effectiveness of government departments are getting worse not better, with very few exceptions. The need for re-engineering the system of governance is being felt by many in Pakistan.

### Democratic Governance

Good governance and a corruption-free society require a system which is based on

the rule of law. Specifically, this means democracy. No doubt, democracy itself is imperfect because it is run by humans. Democracy can only be authentic when there is real separation of powers and when all institutions of the state abide by the roles assigned to them by the constitution<sup>5</sup>. In the case of third world countries beset with poverty and illiteracy, democracy will take time to mature and strike root.

Also, democracy does not have a built in mechanism to keep the corrupt out. The corrupt will be there if society is born to it. But ultimately it is democracy and its accountability that cleanses the system and moves towards such perfection as is humanly possible<sup>6</sup>. Whether it is war on corruption or creating a society wedded to honesty, answerability and responsible conduct, it is the people who can achieve these ends through and inter play of democratic forces.

Moreover, improving the quality of democratic institutions and processes, and managing the changing roles of the state and civil society in an increasingly globalized world can be instrumental in poverty reduction, sustaining the environment, and promoting human development<sup>7</sup>.

The overarching goal of the Democratic Governance in Pakistan is the creation of an enabling environment within which the people of Pakistan can influence the direction and conduct of their governing institutions. Government must strengthen Pakistan's capacity in areas governing institutions. Government must strengthen

<sup>5</sup> "Ex-generals, MPs want Military out of politics" "DAWN" 23 July 2009

<sup>6</sup> Report on Human Development in South Asia 1999, The Crises of Governance. (New York, Oxford, 1999)

<sup>7</sup> Ibid

Pakistan's capacity in areas such as democratic processes, policy development, development management strengthen of civil society, and public private linkages. In all areas, special emphasis is placed on provincial and local processes and on community empowerment.

### Strengthen Judiciary System

Effective enforcement and protection of basic rights by the superior judiciary can mitigate the sufferings of the people and can lead to the protection of life, liberty, honor and property of the citizens for a peaceful and civilized life<sup>8</sup>. The government also needs to increase the equality and effectiveness of our judicial system. The quality of judgments can only be improved by the recruitment of quality judge. We cannot have quality judgments by mediocre judges. This is most important at the highest level<sup>9</sup>.

The government is also considering major reforms in the subordinate judiciary. A report by Asian Development Bank on the subject, plus proposals submitted provincial law ministries and bar councils, combined in a final document<sup>10</sup>. Contains the following proposals:-

1. The bifurcation of the judiciary and the executive should be enhanced. For a proper functioning of the judiciary, it must be separated from the executive

<sup>8</sup> Ragnath Misra, Governance and Judiciary. Governance-South Asian Perspective(New York, Oxford, 2000) p115

<sup>9</sup> Good governance issues and the Musharraf Regime: An Analysis By Dr. Sohail Mahmood Available at <http://www.hometown.aol.com/wignesh/AA2DPakist an.htm>

<sup>10</sup> "How to ensure Justice for all?", "DAWN", 16 September 2009

and not be dominated by it. Otherwise, the cause of justice cannot be served.

2. Tighten entry requirements for civil judges. Only advocates with a minimum of 2-4 years of experience should be eligible for appointments as civil judges.
3. Improve the salaries and other benefits of the subordinate's judiciary.
4. Recruitment and promotion is to be based only on merit. No other consideration is made, especially in the selection of the higher judiciary.
5. The number of courts is inadequate to serve a growing population. Therefore a bigger court system should be established.
6. Laws may be simplified gradually. A hotchpotch of laws: Islamic, British, and traditional cannot be effective, especially if they cover the same subject matter.
7. Selection for higher judiciary positions should be made a more difficult and painstaking process rather than as it is at present, similar to most developed countries. An elected public body may also be involved in the ratification of nominations for higher judiciary positions cleared by both the executive and the higher judiciary itself. The intention is to get the best people to be appointed as judges.

### To Improve the Bureaucracy

Bureaucracy is obviously an essential element in governance; the objective being to make it less wasteful, more efficient, and honest. Numerous commissions and committees have studied the existing

situation and proposed improvements. But governance has deteriorated, not improved, over the years. The findings of these commissions have been ignored<sup>11</sup>.

Previous regime had established the National Reconstruction Bureau (NRB) to devise, and then oversee, agencies and instruments for enhancing governmental effectiveness. It came up with a local government system that incorporated elements of Ayub Khan's "basic democracies." The government has established another agency whose mission appears to be similar to that of the NRB, called National Commission for Government Reform (NGCR)<sup>12</sup>.

It consists of 11 members five of whom will be serving or retired civil servants three federal or provincial ministers, and two drawn from the corporate sector. The commission will report once every three months to a "steering committee", co-chaired by the president and prime minister and including the four provincial chief ministers. This committee will consult the central and provincial cabinets, higher civil servants, politicians, and "Nazims" regarding the commission's recommendations. Once it has approved them, they will be deemed to have been approved by governments at all levels<sup>13</sup>.

The NCGR aims to make the bureaucracy both efficient and responsive. The quest for efficiency may require modernization of equipment, change in methods and procedures, simplification of work flow skipping unnecessary stops on the way up or down), delegation of authority and responsibility, and mitigation, if not

<sup>11</sup> Opcit

<sup>12</sup> "Reforming Governance", "DAWN", 23 July 2009

<sup>13</sup> Ibid

elimination, of corruption are the more intractable problems<sup>14</sup>.

### Devolution

The Government of Pakistan must have an ambitious and comprehensive program of governance reforms. Devolution of power to local governments needs to be key features of this program<sup>15</sup>. In the recent past, Pakistan has implemented a radical restructuring of government, developing the main responsibility for the delivery of education, health, water and sanitation, roads and transport, and agriculture services to district tehsil, and to some extent, union governments. For instance, the Local Government (LG) Ordinance 2001 makes significant provisions for greater public participation in the functioning of union, tehsil and district authorities<sup>16</sup>. The details of this ordinance are enumerated in Appendix III

Devolution remains mere window dressing until local governments get the authority to levy taxes and raise revenues to meet their normal expense, without having to look to the provincial or the central government for grants- in -aid<sup>17</sup>.

Local governments should concern essentially with providing services for the local communities like municipal services, primary education and health care, these services are obviously very essential and

local governments are given elected councils so that the citizens can have open access to them and get the services they desire.

Local problems are best handled locally. The governments need to apply the subsidiary principle in government. The principle simply advocates that decision making should happen at the lowest level possible. It is argued that decentralization is a tried and tested method to solve acute governance problems in developing countries like Pakistan<sup>18</sup>.

### Transparency and Access to Information in Public Affairs

In view of growing criticism of the culture of secrecy and rampant corruption, the government of Pakistan has recently enacted certain laws with the aim of promoting transparency and access to information in public institutions 61.

However, these initiatives have not proven very effective in terms of promoting transparency and access to information<sup>19</sup>. It is important to carry out scientific research into the causes and mechanisms of prevailing culture of secrecy at various tiers of governance in Pakistan and, on the basis of it, make sound and realistic policy recommendations for reform<sup>20</sup>.

On the one hand, such a policy research would benefit the government, or the

<sup>14</sup> Ibid

<sup>15</sup> Good governance issues and the Musharraf Regime: An Analysis By Dr. Sohail Mahmood Available at <http://www.hometown.aol.com/wignesh/AA2DPakistan.htm>

<sup>16</sup> Ibid

<sup>17</sup> S Campo and Sundaram, Improving Public Administration in a competitive World (ADB, 2001)p247

<sup>18</sup> Tasneem Ahmed Siddique, Perspective on Local Governance in Pakistan. , Governance-South Asian Perspective(New York, Oxford, 2000)

<sup>19</sup> Lack of Transparency and Freedom of Information in Pakistan: An analysis of government's functioning and realistic policy options for reform by Mukhtar Ahmad Ali Executive Director with Center for Peace and Development Initiative, Pakistan (CPDI-Pakistan)

<sup>20</sup> Ibid



elements in governance. On the other hand, it would serve as a good basis for public advocacy as well as lobbying by the non-governmental organization. The proposed research must focus on the federal level of governance in Pakistan, including the executive, judicial and legislative branches.

### **Public Accountability**

Government must tackle the problem of corruption in Pakistan on a war footing. The stat should identify a few big tax evaders, corrupt officers, and give them exemplary punishment. People think that corrupt individual, including the corrupt military top brass and judiciary, should be hauled up in the accountability net. There should be no exceptions whatsoever. The universal norm of justice and fair play demands it<sup>21</sup>.

In addition, Islam is adamant that all be treated equally under the law and that every criminal, regardless of his position in society, be punished. The Prophet Muhammad (peace b upon him) declared that he would even punish his own daughter if she were to commit a crime. The noble examples of justice set by Khulafa-i-Rahidun are also a part of the Muslim legacy. Under Islamic tradition, absolutely no one can be spared of a punishment for a committed crime.

### **Strong Economy**

The latest IMF estimates place GDP growth at 207% for 2009-10 as compared to 2008/9 when the GDP grew by 4.2%. While the Asian development bank (ADB) forecasted GDP growth at 3% this year. Until the economic crises of 2008, Pakistan had enjoyed a relatively robust economic

performance. Warning signs emerged in 2007 and early 2008, as inflation began to rise and external imbalances arose.

Conditions deteriorated in mid - 2008 with the sharp increase in international food and fuel prices and worsening of the domestic security situation. The fiscal deficit widened, due in large part to rising energy subsidies, financed by credit from the central bank.

As a result, the rupee depreciated and foreign currency reserves fell sharply. Inflation reached 25 percent in mind-2008, harm to vulnerable social groups. As the population is increasing, one cannot govern Pakistan sitting in Islamabad, Karachi, Lahore, Peshawar or Quetta. One has to devolve powers, decentralize and delegate authority, provide resources to the local/district governments so that they can take decisions at their own. Those decisions would be very much in accordance with the requirements and the needs of those communities. Sitting in Islamabad one cannot visualize what need in Chagi or Loralai, but the people in Loralai and Chagi know exactly whether they need water, fertilizers or fruit processing industry.

Let us devolve powers to the people ate the grassroots level and there would b much better allocation and utilization of resources. There must, however, be accountability of the local governments by provincial governments and of provincial governments by the federal government but not interference of usurpation of powers. If we do that, then a lot more can happen with same amount of resources which are being wasted today, and the economy growth rate can be raise considerably.

<sup>21</sup> "Combating Corruption", "The Nation", 10 December 2009

### **Need to strengthen the Political party system**

The regime needs to revamp the political party system. We badly need strong political parties that can deliver what they promise. It has been argued that political parties are weak simply because they are never given a chance to take roots in Pakistani political soil. Pakistan has been ruled by the military for nearly half of its history. The military has cast a long shadow on the political party system in Pakistan<sup>22</sup>

### **Dysfunctional Public Services**

The requirements of the contemporary era dictated the need for establishing and effective and efficient public administration<sup>23</sup>. It is important that the credibility of the service be restored. The background of many evils presents in the system lies in improper incentives and controls. There is a need to develop the package proposals to improve the functioning of the public sector. In the quest for excellence in the public service, the regime requires that a culture of innovation, creativity, and efficiency be inculcated in all state agencies<sup>24</sup>.

These organizations are required to review and update procedures and regulations that are obsolete and implement effective work systems to ensure that their outputs satisfy customers.

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<sup>22</sup> "Dilemma of Good Governance in Pakistan", By Mahjabeen Agha "Al-Jazeera", 17 October 2004

<sup>23</sup> S Campo and Sundaram, Improving Public Administration in a competitive World (ADB, 2001)p649

<sup>24</sup> Good Governance Issues and the Musharraf Regime: An Analysis by Dr. Sohail Mahmood Quaid-I-Azam University, Islamabad

The public service must fully recognize the role played by a culture of excellence, creativity and innovation in the quality improvements of service and towards increasing public satisfaction. At the same time, all ministries, departments and statutory bodies, in their efforts to encourage their staff to strive towards excellence, should be continuously innovative and creative, and establish their own individual systems of recognition. Only in this way can values of excellence be successfully institutionalized in the culture of the public service<sup>25</sup>.

### **Sound Basis of Education System**

There is need to revamp education system. Key features to include macro level reforms in planning, procedures, resources mobilization and utilization, sector-wise approaches for reinforcement of linkages between sub-sectors (primary/elementary /non-formal, literacy, secondary/technical, and higher education and quality assurance structures) a holistic basis for planning human resource development institutional reforms at all levels, maximizing equal opportunities and reducing the gender gap literacy through education for all, delivery of quality education and building a public private partnership to bring the educational system at par with international standards<sup>26</sup>.

We have been spending very less on education in past, as compared to other developing countries of our region. The need is to think expenditure on education as an investment rather than a burden. Moreover syllabus should be ideological and able to

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<sup>25</sup> "Poor Governance due to Erosion of Public Administration", By Aftab Ahmed Khan "The NEWS", 11 November 2006

<sup>26</sup> "Noaman Imam Lt Cdr PN Good Governance in Pakistan"-Imperatives and Benefits

groom an individual as a better citizen of the state<sup>27</sup>.

### Police Reforms

Though police reforms are already in process, following among others area requiring change and/or re-vamping must be included. There areas of jurisdiction of police stations may be reallocated/redistributed to make it more practicable for exercise of authority and maintenance of law and order. The pays and allowances of the employees should be substantially increased to pay handsome salaries to improve the quality of life, which they are at the moment managing through all ill methods, prevailing in the department. The procedure of registering the FIR should be made simpler and more transparent

### Conclusion

It is now crystal clear that Pakistan which is a paradox of fast economic growth with vulnerable social indicators, poverty and disparities can be demonstrated by having a glance at the government institutes of Pakistan. The entire government framework through which social and economical procedures are intermediated has become putrefied and has blocked the transmission of benefits to a large segment of its population.

Beginning with moderately sound institutes of executives, legislatives and judiciary, there have been a gradual corrosion in these institutes' capacity that are accountable to deliver goods and services to its public equitably. The seepages, wastage and corruption encouraged by the benefaction and privileges being exercised by the elite classes have established a wide lodge in the

<sup>27</sup> Ibid

way of distributing wealth and have exerted different influences of growth on distinct groups (classes), regions and other various societal segments.

Since most of the institutes are under controlled of the elite classes who take advantage of their authorities and privileged statuses in accumulating the benefits resulted from growth and the primary public services are limited by the access, the poor community is comparatively at a greater disadvantage as they do not acquire such access. The outcome is thus obviously resulted in the shape of poverty, disparities and vulnerable social indicators in spite of its swift economic growth. A strengthened reform agenda is required to develop in order to reestablish and empowered these government institutes to change the existent distributional framework.

### Recommendations

1. Responsibility and accountability throughout the board must be guaranteed in each institute involving civil services, bureaucratic civil institutes, judiciary as well as politics and media.
2. Public institutes must be strengthened by hiring professional and competent individuals and devising predefined rules and regulations and preventing any sort of political interference on their work.
3. There is a significant requirement of taking into consideration an internal security circumstances. The government has already launched reforms in security services via newly established police ordinance. The accomplishment of recent reforms is greatly dependent on the full execution of that new ordinance.



4. In the judicial framework, there is also a requirement of introducing reforms in order to address the sufficiency of staff, the assurance required to safeguard the independence of the judiciary and the accessibility and readiness of the solutions for the public involving the need for an effective and well established subordinate judiciary.
5. Pakistani government must focus on intensification and amalgamation of the delegation process, must strengthen oversight and regulatory procedures at its national and sub-national levels and enhance accessibility to judiciary and other human rights.
6. Accountable institutes (such as Auditor General's Office) should be intensified as they are considered to be the constitutional ombudsman of the government revenues and expenditures.
7. The salary framework of the government employees should also be enhanced so that the crises of corruption can be controlled. Furthermore, the corruption initiates in the individuals' minds and it's a mental attitude which requires to be fixed as regulations alone cannot cope with this issue.
8. The government must also follow and execute civil reforms in all the aspects.
9. The foundation of the educational policies must be strengthened and initiated towards accomplishing targeted objectives. Syllabus must be designed and implemented in order to establish great ethical fiber and the development of critical thinking in the mass population.
10. Critical problems are making hindrances in the way of effective function of present local bodies which must also be taken into consideration immediately by making them robust and unambiguous of any sort of political and/or bureaucratic interference.

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