
Good Governance in Pakistan: Parameters, Causes and Measures

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Good governance plays a vital role in uplifting and ameliorating the livelihood, lifestyle and life standard of citizens. But, unfortunately, it has been one of the biggest concerns in Pakistan since its inception. The interrupted democratic system, lack of accountability, corruption, and absence of rule of law have been major hurdles in the way of good governance in Pakistan. In addition to them, incompetent politicians and bureaucracy, unfair recruitment system, and an absence of accountability across the board have affected the efficient service delivery to the masses. Pakistan cannot fulfil its aspirations of future with this plight. Therefore, Pakistan has to take some concrete steps in order to ensure political stability, transparency, fast public service delivery, and responsiveness in its state institutions. For this, it must control the scourge of corruption, abuse of power, unfairness in its institutions by devising a proper mechanism of transparency and accountability.

Introduction

The forefathers of Pakistan established Pakistan for the purpose of providing open and free environment to its people in which they could pursue their social, economic, political and religious activities freely. Quaid-e-Azam Muhammad Ali Jinnah's speeches were guidance to the state machinery in which he stressed on improving the lives of common people. He clearly termed good governance is the only tool through which Pakistan can settle all its monumental problems. Successive political leaders tried their best to fill the aspirations of Quaid, but they could not succeed in it due to their political immaturity, and weak socio-economic condition of the country. Still, even today, the plight of governance in Pakistan is the same. That is why; Pakistan is unable to become a socially progressed, culturally developed, economically boosted, and politically matured country. There are many reasons behind this failure to maintain good governance. Absence of rule of law, across the board accountability, responsiveness, effectiveness and efficiency in state institutions are glaring reasons of bad and mis-governance. In addition to them, political instability, economic crisis, social degradation, and lack of political participation increase the woes of governance crisis. It is certain that in absence of good governance, Pakistan cannot integrate into the international

economy, and cannot drive its poor people out of poverty. Even, these conditions will lead it toward chaos and instability. Now, Pakistan is at the crossroads. It needs to bring reforms in its institutional structures, especially in financial and justice department. Political devolution at local level is prerequisite of those reforms. If Pakistan acts timely on reforms and enforce them as soon as possible. It will be able to get its desired position among nations of the world.

Governance simply implies the process of governing or the manner and actions of governing of an organization or a state. Talking about the general sense of the phrase of 'good governance', according to the United Nations Development Programme (UNDP) good governance is a process encouraging "staff incentives, training of civil servants, administrative and fiscal decentralization and dialogue between governments and civil society".¹ Etoungue Manguella over good governance is of the view that, "*Good governance implies presence of rule of law, safeguard of human rights, and existence of honest and efficient government, accountability, transparency, predictability and openness*".² Over the above-mentioned issue, Michael Johnston is of the opinion, "*Good governance is a competent management of a country's resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to people's needs*".³ Good governance is thought to be a constructive, positive and practical element of sustainable development.

Focusing on the particular problem, the Good governance Indicators of Governance in Pakistan present a very dull and unsatisfactory picture, though, Government is not entirely responsible for this. Good governance does not exist on one-way process; it demands active participation of society as well. Societal and public participation can be made in by various ways in the political, social and economic aspects of governance. In modern democracies, the worlds' constitutions in general and the Constitution of Islamic Republic of Pakistan 1973, in particular, guarantee a participatory culture, but unfortunately, it could not evolve in Pakistan. Perhaps the root causes of this may be found in the fact that the both civil and military regimes since independence, have curtailed civil, political and cultural rights of the masses which led or badly affected the process of governance in Pakistan. In this modern era, good governance and human rights are mutually interlinked with each other and enforceable simultaneously.

Good Governance in Pakistan: A Nightmare Scenario

Either good governance or its absence has always been very hot and primary point of discussion in Pakistan. When it comes to state duty to provide good governance to the masses, they should perform in effective manner at all tiers of the government. Unfortunately, but evidently, poor governance exists in country in form of corruption, institutional crashes, constitutional disaster, absence of accountability, absence of proper system of check and balance, poor condition of

law and order. Since the day of independence, Pakistan has always been affected by instability in political system both by civilians and military regimes.

Can you imagine how a country governs its matters without constitution; Pakistan took nine long years to draft its 1st Constitution which was abrogated just after two years in 1958 by Sikandar Mirza with the imposition of martial law. Military interventions are bitter truth of our history which can never be denied. These interventions have an adverse effect on the system of governance in Pakistan. We had just completed 11 years (1947-1958) of civil rule and then had to suffer from 13 years (1958-1971) of military regime without any cause or necessity, although the principle of “doctrine of necessity” was evolved during this era,⁴ the doctrine which neither has been used in England nor in Anglo Saxon world ever. But in Pakistan this doctrine clung with constitutional history since independence till today. For example in the cases of Mulvi Tameez-ud-din Khan case 1954⁵, state v. Dosso 1958⁶, Asma gilani v. Government of Punjab 1972⁷, Begum Nusrat Bhutto vs. Chief of Army Staff and Federation of Pakistan 1977⁸, Be-nazir bhutto vs Federation of Pakistan 1988⁹, Military takeover by general musharaf in 1999, NRO in 2007 between Pervez Musharaf, Nawaz Sharif and Be-nazir bhutto, establishment of Military courts under 21st Constitutional Amendment (National Action Plan) in 2015 and lastly, re-establishment and Extension of Military Courts under 23rd Constitutional Amendment in 2017.

The Era of 1958 to 1971 was governed by two Military dictators consecutively i.e. General Ayub Khan and General Yaha Khan. Through his autocratic rule, President Ayub Khan centralized the government without the problems by adopting a new Constitution of 1962. Ayub Khan governed his regime with alliance of pre-dominant army and bureaucracy as well with inclusion of industrialists and landlords. In continuation to Khan’s military regime General Yahya Khan headed the military regime from 1969-1971. Heart bleeds to say that the dismembering and fall of Dhaka¹⁰ was also due to bad governance in Pakistan since the death of Quaid. The second martial law focused to run government on the theme of centralization. 1970’s general elections were held on the base of adult franchise and for the first time the doctrine of dominant socialism and ethnicity was brought to mainstream politics. In 1973 country framed its first unanimous Constitution with consensus of all provinces and religions elites of all major sects. New hope was raised with promulgation of Constitution. But in a meanwhile on July 5, 1977 Pakistan was victimized of *coup d’état* again and the 1973 Constitution was suspended. On the assumption of power General Zia-ul-Haq banned all political parties across the country.¹¹ In 1985 Muhammad Khan Junejo was nominated as Prime Minister of Pakistan. On May 29th, 1988 President Zia dissolved the National Assembly and removed the Prime Minister under the Article 58(2) (b) of the Constitution. After the crash of Zia’s plane¹², democracy and civil supremacy tried to raise its head, however due to civilian-military clashes and political wrangling the successive governments could not rule more than 3

years. The era of 90s is considered a wasted era in the history of Pakistan.¹³ ¹⁴Bureaucracy was used by the politicians for their personal interests. Consequently, bureaucrats were known to be sympathiser of particular political party. They were posted on crucial positions by judging their loyalty to party in power, not their competency. That trend vitiated the institutional performance.¹⁵ Again on 12th of October, 1999, General Pervez Musharraf imposed Martial Law and held the Constitution in abeyance. In the democratic era from 2008 to onward, the dream of good governance cannot be made a reality. The Pakistan People's Party (PPP) government had set records of mis-governance, bad governance and inefficiency, and Pakistan retarded in social and economic fields. However, after 2013 Elections, it looked that governance began improving. It was being expected that this phenomenon would lead to various economic and social relief to the people, however nothing good happened and the peoples of Pakistan remained unsatisfied from this government as well as always. These sentiments of population were utilised by the political parties in 2018 elections. The PTI government came in power on the slogan of 'Governance is a linchpin of Pakistan's progress'. But after one and half years in office, it could not do anything to revamp governance system of Pakistan.

It has been 72 years since Pakistan came into being. But it cannot ensure sustainable economic growth, social progress, and cultural development. The reason is that Pakistani political leadership has not learned from their previous mistakes. Now again, when formidable challenges have surrounded Pakistan, some power-hunger politicians are trying to topple the elected government on the pretext of massive rigging in the 2018 Elections. Until this political thinking prevails, Pakistan cannot materialize its dream of good governance.

1. PARAMETERS OF GOOD GOVERNANCE

Globalization, incorporation and innovation in technology are the factors¹⁶ which can change political culture over time. Recently, the 18th Amendment in the Constitution of Islamic Republic of Pakistan where it empowered the provinces for more autonomy and self-governance, it has cumulated and enlarged the guarantees and fundamental civil and political rights i.e. freedom of assembly, freedom of association, freedom of speech and the right to information.¹⁷ In presence of such constitutional guarantees, a prosperous participatory culture should have been evolved. But regrettably, our regimes have curtailed these fundamental rights by both hands.

There are a lot of hurdles in order to active participation of society in the procedure of governance. In political history of Pakistan, the public protests and gatherings have been barred; civil society has been frequently detained and political pressure has been used in order to bring opposition on track.¹⁸ As far as civil society is

concerned, the multitude and multilateral divisions have been made among groups on political, ethnic and sectarian basis.¹⁹ This brought about overall failure and led to halt to emerge as united and strong voice.²⁰

The arrogance of regimes has been unpredictable towards civil society and NGOs, being frequently constructive and destructive as well to NGOs and aggressive to such bodies. Historically the participation of the individuals in governance has been absent or partial practically, but may be found in papers theoretically; however, confrontation to non-democratic governments has always been existing. The role of civil society has never been such crucial in earlier regimes either civil or military but it became more visible during the era of Pervez Musharraf and after that, it has seen the new apexes. Now, a participating culture is taking deep roots in the society due to general displeasure of the persons against useless governance, extensive corruption and deteriorating law and order situation.

What it is or what constitutes exactly the good governance is debateable yet, however there are eight widely recognised elements of governance²¹ in the world, although some of them²² are overlapping²³ to each other. These elements include participation, rule of law, transparency, and responsiveness. In addition to them equity, effectiveness and efficiency, accountability, and strategic vision are also part of it. The countries that are good at these indicators, their governance is termed 'good'. Moreover, on the basis of these governance indicators, the World Bank, International Monetary Fund, and the United Nations Development Programme (UNDP) gauge the performance of every country in its social, economic and political fields. Following may be the indicators of good governance in any society;

3.1. Participation

Participation is a significant element of good governance. A participatory government invites all stake-holders to take their input in the policy formation about any issue, and then its implementation in an effective way. In a democratic country, the most important stake-holder is considered the masses of that country. So, all decision-making is done with public will. This practise brings a stout commitment and support for those decisions. Therefore, it is imperative that participation must be informed and organized. It can only be possible in the presence of freedom of speech and association along with the organized civil society.

The building of good governance is structured on four basic pillars which play a primary and paramount role in order to evaluate the overall governance level. A proper construction is not possible without ensuring to construct these pillars. These foothold columns may be enumerated as Accountability, Participation, Predictability and Transparency. The fundamentals of 'good governance' are based

on the ethics of freedom of speech, freedom from harassment, freedom from starvation, impartiality, non-discrimination, justice, transparency and accountability.²⁴ Knowledge and awareness about citizens' rights is directly associated to good governance, while extreme satisfaction with government's ability to solve problems, blind trust in government officials and non participation of citizens are negatively affecting the good governance in Pakistan.²⁵ Lack of citizens' participation or lack of citizens' interest to participate is one of the major issues that are hindering good governance in Pakistan. The masses are not much aware of their participatory rights, so they don't keep eyes on public officials, don't raise their voices and don't put pressure on government to enforce their legal rights.

3.2. Rule of Law

Rule of law is an indispensable character of good governance that ensures equal opportunities in a democratic country. It maintains human rights and provides protection to the minorities in the society. In this manner impartiality, predictability and stable legal framework come into existence. The courts play an important part to implement rule of law in the country along with the police and persecution departments.²⁶ Thus, an independence of judiciary is emphasized in the well-governed societies. The situation of rule of law have always been in trouble and deteriorated throughout the post-independence era. The lawyers' movement in 2007 seemed bit historic²⁷, but it lost its hype for the rule of law after the restoration of judiciary. In Pakistan, the rule of law has been confined to conventional concepts of law enforcement and internal security to cope up with security threats, elimination and control of crimes. But the rule of law interpreted and applied in Pakistan misses the basic elements such as transparency; accountability before the law; equal, just and clear application of law; recognition and protection of fundamental human rights; and impartial and accessible dispute resolution.

3.3. Transparency

Transparency is considered the best tool to curb the corrupt practises in the modern world. It urges the administration to make, and implement decisions according to the laws and regulations. Otherwise, they know that they will face accountability for violating them in the presence of a transparent system. A strong and vibrant media plays a crucial role to enforce transparency. The stringent information Acts passed by parliament further compels authorities to remain in their jurisdiction and avoid abuse of power for their personal gains.

Unfortunately in this regard Pakistan is far behind the required standards in respect of culture of openness, willingness of Government and public officials to share information with citizens. Pakistan ranks 117 out of 180 countries with very low score of 33/100²⁸ in respect of transparency and corruption. However the positive sign is that in 2010, through 18th Constitutional Amendment a new Article 19-A was incorporated in Constitution of Islamic Republic of Pakistan regarding the

transparency and right to information. Beside this Amendment, all four provinces and Federation also have enacted laws for transparency and right to information, such as at federal level, The Right of Access to Information Act 2017, and at provincial level, The Balochistan Freedom of Information Act 2005, Khyber Pakhtunkhwa Right to Information Act 2013, The Punjab Transparency and RTI Act 2013, Sindh Transparency and Right to Information Bill 2016.

3.4. Responsiveness of Institutions

Good governance requires an element of responsiveness in the state institutions. It must be binding on the institutions to provide services to the public at their door-steps in the hour of need. In case, any dispute arises among the people about any policy matter, there responsibility lies on the institution to negotiate with all stakeholders and finalize the matter what is in the true interest of people and the country. This practise eschews the mistrust between the public and the institutions. At the end, sanity and goodness prevails.

In Pakistan, the whole domain of responsiveness is retarded and outdated, such as, mechanism to facilitate the access to information, that includes, nomination and designation of officials, accessibility of source of information, availability of standards for access to information services, availability of explicit linking of priority programs with relevant sector policy, complaint mechanism, acknowledgment of complaints both online and offline, standards of redress services for grievances, availability of online services of information, complaint and registration. The research shows that the institutions of Pakistan have very poor performance in respect of accountability and responsiveness²⁹, which depicts that the institutions of Pakistan are unaccountable and unresponsive to stakeholders and public at large at the same time.

3.5. Equity and Inclusiveness

Equity and inclusion are such fundamentals of good governance as ensure the equal opportunities for all people in the society. In societies, many people laggard others in terms of wisdom, wealth, and intellectuality. Owing to this, they cannot become able to sustain themselves equally to the other privileged people of the society. Here the government's intervention becomes compulsory to maintain equality. In such circumstances, the government recourses to progressive taxation to spend on the inabilities of the down-trodden segments of the society to bring them parallel to the other privileged classes. This equality empowers the countries and develops them politically, economically, and socially.

The inclusive governance and inclusive decision making is totally absent in Pakistan. The political culture has not developed on such basis where the other members or the masses have been consulted properly, but only one family, one man either of military or so called democratically elected person has been the authoritatively decisive authority. Although there are many provisions in Preamble, Article 2-A and chapter of Fundamental Rights of the Constitution of Islamic Republic of Pakistan regarding equity and equality, but practically the

cleavages and bays between the different classes are very wide and becoming even wider with the passage of time, that seems very difficult to be bridged in near future.

3.6. Efficiency and Effectiveness

Similarly, efficiency and effectiveness are the main pillars of good governance. They make the institutions able to come up with the wishes and needs of the public by utilising minimum resources and time. They play a significant role in upgrading the standard of lives of the people in their meagre resources. There exist many countries in the world that have multiple resources, but due to lack of efficiency and effectiveness in their institution's working, they cannot make progress. While there are several examples of such countries having handful resources but are doing great job for the betterment of their masses. There are poor process indicators of institutional efficacy, efficiency and effectiveness in Pakistan such as, absence of relations between institutional activities and resources and institutional outcome; budgetary execution; implementation of priority programs; strengthening and enabling capacities of institutions for policy and plan implementation.

3.7. Accountability

Accountability is the key component of good governance. It is directly associated with the rule of law, and the system of transparency in the governing system. For this, various committees, and watchdogs are established by the government to prevent corruption and mal-practises in the state institutions. Moreover, political leaders are held accountable by their voters at the time of new election. These steps increase the efficiency, effectiveness, and responsiveness in the state machinery.

Islam being the state religion of Pakistan³⁰, which emphasise much on self-accountability and accountability of state officials to citizens, have always been a dream in the country that the public officials be accountable to masses. All kinds of accountability such as Internal, external, political, and accountability of state to citizens have been missing in political culture of Pakistan. Ehtesab Ordinance 1997, Ehtesab Act 1997, and then NAB Ordinance 1999 have been enacted for accountability and to curb corruption and corrupt practices in Pakistan, but it the process of accountability has received severe criticism that it is used to victimise, persecute and outrage political opponents by the Government. NAB itself has been under the criticism by the Supreme Court of Pakistan for maladministration, mismanagement and plea bargaining which court named as "institutional corruption"³¹.

4. CAUSES BEHIND THE ABSENCE OF GOOD GOVERNANCE IN PAKISTAN

4.1. Deterioration of Political Fabric

Political instability is termed as the biggest problem of mis governance in social, political, economic arenas of Pakistan. Political parties in opposition try their best to topple the government by hook or by crook in order to establish their own government. This myopic approach of political parties obviates the culture of engendering consensus on major political issue of the country. These practises affect bitterly the continuity of the state policies, their timely implementation. At the same time, political instability is exploited by corrupt bureaucrats who do political engineering instead of concentrating their concentration on providing services to the masses. Hence political instability staves off the country to achieve its potential because it directly hit on the governance structure of the country.

4.2. Shady Nature of Accountability

Poor accountability system is one of major reasons of bad governance in Pakistan. Despite of having many accountability committees, and agencies, across the board accountability cannot be implemented in the true sense. The main reason behind it is the political objectives that every government tries to achieve them either by disgruntling oppositions' members or to suppress censorship against the government. Secondly, there exist numerous accountability agencies: The Federal Investigation Agency, The National Accountability Bureau, the Auditor General of Pakistan, and provincial Anti-Corruption Agencies in each province to hold accountable the corrupt persons in the society. But, very often, these watchdogs' come in conflict with one another over the matter of their jurisdictions that comes on the surface, and vitiates accountability process. In these cases, only corrupt factors take advantages. Thirdly, political expediencies have made parliamentary committees on accountability redundant in their accountability drives. It is very rare that the meeting of the Public Accounts Committees of the National Assembly, and the Provincial Assemblies are convened to discuss the complaints against officials, and to take exemplary actions against them. Same indifferent behaviour is meted out to the reports of the Auditor General of Pakistan. Such absence of accountability influences governance and make in worse rather than improving it.

4.3. Deep Rooted Disrespect of Rule of Law

Pakistan is facing tremendous difficulties in maintaining the rule of law in its societies because court has failed to deliver speedy and expedient justice to the people. Corruption has become rampant in the judiciary. Witnesses give false testimonies in the courts. Police, prosecution, and local bars do not cooperate with the judicial system. In such uneven ambience, rights of people cannot be protected. Actually, such absence of rule of law prevents investors to invest in Pakistan because in case of any dispute, they know they will not be heard, and deprived of their capital. Besides it, the principle of 'right is might' is prevailing in the society. These flaws in governance system have caused the social, political and economic degradation in the country.

4.4. Shrinking Space for Public Participation

Participation of people in the governmental affairs is very minimal. The factors behind this are; low literacy rate, lack of access of common people to the information, and absence of organized and vibrant civil society. In such environment, only few people utilize the resources of the state and get personal advantages from them instead of trickling these benefits to the common people.

4.5. Dearth of Transparency and Responsiveness

Besides absence of active participation of people in the affairs of the state, transparency and responsiveness also miss in the working of the institution. In case of eruption of any new matter, the relevant institution does not respond to it immediately. It does not seek the input of all stakeholders in that matter. But capricious decisions are made by politicians and bureaucrats keeping in view the situation. However such decision-making that is made without institutional process and sorting out information from different angles have proved flawed in the long run. Therefore, absence of institutional decision-making has only added troubles in the governance system of Pakistan.

4.6. Acute Malfunctioning of State Institutions

Inefficiency of some key institutions like the Federal Public Service Commission, and the Provincial Public Service Commissions have failed to recruit best of the best talent of the country. They follow obsolete ways of judging the knowledge and proficiency of English language of students, while the new ways of administration have been introduced by the advance countries. In these circumstances, Pakistan's bureaucracy cannot manage to conduct affairs of the state effectively and efficiently.

4.7. Weak and Meek Politicians

Incompetent leadership have affected the system of governance immensely. They lack the strategic vision for Pakistan. They do not conceive Pakistan's emerging challenges, and their best possible solutions. They have failed to realize that Pakistan can only become a reliable and strong state if it educates its citizens, equips its workers with skills, expands its tax-net, and enhances its trade with its neighbouring countries. But due to this cause, Pakistan has estranged into debt trap where it has not an independent foreign policy, and plan to bring million of people out of acute poverty.

4.8. Spiralling Scourge of Corruption

Corruption is considered the mother of all social evils. Undoubtedly, it has permeated in every department of the government of Pakistan. Its wretched implications have affected the governance system of the state. It has become the

priority of every official, businessman, even common individual to get advantages more and more in his respective field and become rich overnight. This mind-set is not only affecting the efficiency of the institutions, but also obstructing the national development.

The power struggle among the key state institutions i.e. the Legislature, the judiciary, and the parliament is also the one of the reasons that promoted bad governance in the country. They do not prefer to work in tandem with one another to enhance the efficiency and effectiveness of the government. Sometimes, executive tries to bypass the parliament. In the same vein, the Parliament also strives to assert its supremacy in the institutional hierarchy. Above all, the judiciary very often dominates all other institutions through its judicial activism or judicial constitutionalism³². This wrangling among institutions discourages the collective working and devising of proper system of checks and balances in the country.

4.9. Blatant Disregard of Human Rights

As mentioned earlier, the state of Pakistan has failed to enforce rule of law in its land. This causes a great blow to human rights in Pakistan. This highlights lack of state's interest in lives of its citizens. Therefore, good governance that produces ease for citizens has never been the priority of those who have been leading the country since independence.

4.10. Economic Crisis

Economic crisis do not let Pakistan to invest on improving the efficiency of governmental departments. In this crunch, the government has cut off its expenses in order to narrow budget deficit. In addition to it, the IMF's structural programmes have made Pakistan unable to work for the betterment of its people.

5. MEASURES TO ENHANCE GOOD GOVERNANCE

Following measures may enhance good governance in any state, likewise in Pakistan as well.

5.1. Coordination among different levels of Administrations

The scale of governance can be enhanced to manage better relations among different administrative levels of government and institutions professionally. It is a primary subject in public governance. Almost all states in the world have decentralized to one degree or another and there is same case in Pakistan. In

Pakistan, there are three tier management hierarchies of government which is federal, provincial and local government system. There must be better co-ordination among all three subjects of government in order to dispense good governance.

5.2. Enhancing Access to Information

In order to design, implement and deliver public policy. The process of policy making is affected terribly with information inadequacy, which leads towards poor policy decisions, that again results to a bad form of governance. Before any kind of policy making there must be proper mechanism to collect information, so the right resources are utilized on right place.

5.3. Capacity Building

Human resource deficiency, poor and inefficient infrastructure leads towards unsustainable capacity of masses. It is result of inadequate human knowledge to carry out tasks at different levels of government. This is dire need of time to take serious and stern measures in order to build capacity to enhance human and financial capital to deliver the public goods on excellence.

5.4. Managing Unsystematic Fiscal System

Unsystematic fiscal system is difference between revenue and the expenditure, which replicates the variation between revenue and the expenditure at different tiers of government in order to meet their tasks. As the unsystematic fiscal system broadens, sub-central structures look towards the central structure to get funding and bailout, which designates a straight necessity on upper levels of government for subsidy, so they meet their prescribed and needful obligations.

5.5. Specialized Bureaucracy

Pakistani bureaucracy is not specialized in its respective fields. Now the modern era gives monumental importance to specialized officers in their respective fields. Therefore, there is dire need of bringing reforms in bureaucratic system that would ensure right person for the right job.

5.6. Encouraging Institutionalised Policy Making Process

In order to up to the mark policy making, it is necessary to empower institutions. When policy making process includes demands of people, input of stake holder, and strict evaluation, all policies are made according to the needs of people. People follow them because they have a seminal role in making policies for their own.

5.7. Fully Empowered Local Government System

Democracy means when people get solution of their problems on their doorsteps and in such case local governments play a very vital role. As Abraham Lincoln said, “Democracy is for the people by the people and through the people.” Active participation of the masses is important for a democratic setup. In order to strengthen the power at grass root level, provisions of the representation of people apply to local government polls; especially the aspects which remain undefined by the provincial law should be clarified. Election Commission of Pakistan should be up-hold and permitted independence by empowering it. This is duty of local government to solve the issues of public not the duty of Member of Assemblies; their primary duty is to make laws and they should be in their limits. Thus, local governments should be given fiscal and administrative power to solve the issues of common public expeditiously.

5.8. Bridging the gaps/ holes for Good Governance

It is popular trend all over the world that the developing and usage of comprehensive mechanisms to help connect/bridge such holes, expand the consistency of bi-level strategy making, and flatter the inequalities that could ascend from the distribution of responsibilities and capitals. Specialists and experts are working in the public management as a side-role; public-policy has appeared as a conventional discipline with enhanced results in order to deal with goods and their delivery to public.

6. RECOMMENDATIONS

- Democratic system should be strengthened; when democracy is disturbed it corrupts the whole system.
- There must be a strong and an independent accountability mechanism which should deal un-discriminately with corrupt elements across the board.
- In order to increase awareness among masses, the literacy rate should be increased.
- Civil Military relations should be on one page, in past military regimes have affected governance very badly in Pakistan.
- There must be system of check and balance in the Constitution of Pakistan like Constitution of United States of America.

- As the role of media is always very crucial in educating the masses, so it should be made responsible to spread awareness. Media's humorous and stunning role be mitigated on commercial and sensational basis. Media and civil society should launch mass awareness campaigns.
- Right person on right job, is key to good governance. This principle should be adopted and implemented thoroughly from lower to upper levels in order to enhance good governance.
- Presently working service structure system in Pakistan needs reform. Procedure of posting, transfer and promotion should be revamped.
- Material delivered and broadcasted by media is important in opinion making regarding democratic accountability. A distinction should be drawn between real and formal accountability.
- Educational reforms for inculcate moral values, create awareness about cancerous roots of corruption, relationship and qualification of voters and candidates could may help to elect such masses who can safeguard good governance.
- The law regarding right to information should be enlarged and should guaranteed for whole of public on large scale, which will resultantly create sense of responsibility in the government institutions.

7. CONCLUSION

In Political and constitutional history, the governance have been a 'suffering experience'³³ in Pakistan because of directionless and nomadic political situation since its independence or at least after the Federal Court's decision in the case of Maulvi Tameez-ul-Din Khan, where Pakistan was de-tracked and is never back to track on the basis of which it came into existence. The major problems which hinder good governance such as corruption, illiteracy, security, poverty and unemployment etc. have never been curbed out. All eight indicators of good governance such as participation, rule of law, transparency, responsiveness, equity, effectiveness and efficiency, accountability, and strategic vision, never met the required standards. It's the not only Government, but all the institutions of the state and the masses as well are responsible for such a deteriorated society of Pakistan administratively, legally and morally as well. The multiple coups d'état and their prolongation with endorsement and the development of doctrine of necessity on the part of judiciary has caused Pakistan to suffer a lot in area of governance and of course development. Pakistan needs bold steps to be taken to be placed in the list

of countries having good governance, wherefrom it may gain respect and honour in international community.

Notes and References

¹ UNDP, *Good Governance and Human Development Report 2002*, Available at: <http://hdr.undp.org/en/content/human-Development-Report-2002>.

² Pierre Landellmills and Ismail Serageldin, Governance and the external factor, *World Bank Economic Review*, 1991, pp. 303-320.

³ Michael Johnston, *Good governance: Rule of law, Transparency and accountability*, Colgate University New York, 2004, available at: <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan010193>.

⁴ The doctrine of necessity was first ruled impliedly in the case of maulvi Tameez-ul-Din (P L D 1955 FC 240), when in 1954 Governor General Ghulam Muhammad dissolved the Constituent Assembly on the ground that it did not represent the peoples of Pakistan. Maulvi Tameez-ul-Din challenged this act in Sindh Chief Court, which gave verdict in favour of Maulvi Tameez-ul-Din and held that the act of Governor General was illegal and unconstitutional, but in appeal, Federal Court Reversed the decision of Sindh Chief Court and gave the verdict in favour of Governor General and held the act of Governor General as legal and the circumstances necessitated it. This verdict not only put deleterious effect on the progress and prosperity of Pakistan but put far reaching effect on the political and constitutional history of Pakistan and changed even faintly the directions and destinations of this nation. After this verdict, a number of decisions were based on the doctrine of necessity and even all the military coups were justified under the umbrella of “doctrine of necessity”. The ouster and hanging of Zulifqar Ali Bhutto, legitimizing Zia’s Martial Law, its continuity and General Musharaff’s coup d’état in 1998 where elected government was Nawaz Shareef was over threw, are all have been justified under the umbrella of doctrine of necessity. However like earlier, in 2009, Supreme Court of Pakistan held that the doctrine of necessity needs to be buried for always and be never used again in Pakistan.

⁵ Federation of Pakistan v. Maulvi Tamizuddin Khan, P L D 1955 FC 240

⁶ Dosso vs state, PLD 1958 SC 553

⁷ Asma gilani v. Government of Punjab, PLD 1972 SC 139

⁸ Begum Nusrat Bhutto vs. Chief of Army Staff and Federation of Pakistan PLD 1977 SC 657

⁹ Be-nazir bhutto vs Federation of Pakistan, PLD 1988 SC 416

¹⁰ On 16th of December 1971, East Pakistan became Bangla Desh with the help of India and USSR.

¹¹ Some Issues of Governance in Pakistan, Zafar H. Ismail and Sehar Rizvi, May, 2000

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