

## **Institutional Failure: A Challenge to Good Governance in Pakistan**

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### **ABSTRACT**

Good governance is a desirable process as well as end-result of participatory democracy. For the last three decades ‘good governance’ is more frequently used in the studies of political science because it is considered that good governance is a key indicat to judge the conducting of public institutions (that how efficiently and effectively they manage public recourses and administer public affairs). The existing literature on this subject matter identifies that good governance leads to sustainable development. According to international financial institution e.g. World Bank, lack of good governance in the third world countries is the main cause of their underdevelopment. Pakistan (one of third world countries) is a federation with diversified ethno-linguistic identities and since its emergence as an independent state; it has been facing the governance related issues seriously. This conceptual and analytical study aims to explain that how the failure and dysfunctionality of public institutions itself disrupt the process of good governance in Pakistan.

**Key Words:** Good Governance, Democracy, Sustainable Development, Pakistan

### **Introduction**

Governance as a concept is as ancient as the human civilizations started to learn to live in groups or communities and perception of governance developed when these communities learned to make decisions and implementation procedures to live orderly in their environment. This word is originated from the Latin and ancient Greek verb ‘*Kubernaein*’ meaning to steer, first being attested in Plato’s writings. Originally it means control, guidance and manipulation. Later its occasional use can be traced to early modern England for a specific activity for ruling of a country by William Tyndale using the phrase ‘Governing the realm’ and the aristocratic letters of James V of Scotland and Henry VIII of England also proved the usage of this term. Later constitutional and institutional writings of British also confirmed the usage of this term regarding arrangements of governing. It was differentiated from government and instead of a political term it is commonly used in economic and social sectors in British and many more European languages. Its current broader sense was acquired in 1990s when the political scientists and economists of UN, IMF and World Bank re-minted and disseminated it and steadily its usage

increased. It got a new denotation by the western economists and political scientists. However, World Bank propounded the term 'crisis in governance' in 1989 in its research report regarding African development issues (World Bank, 1989). Since then the term governance gain prominence in the studies of political development and especially used to narrate the political and official status of post-colonial and evolving countries of the world. This study is mainly aimed at the exploration of the facts regarding institutional malpractices and political corruption in Pakistan. Furthermore, the elements of good governance existing in Pakistan are not qualitatively sufficient enough for the attainment of sustainable development. For this purpose, historical, descriptive and analytical methods are adopted under the patterns of qualitative approach.

### **Governance: conceptual development**

Governance is the *modus operandi* of governing which could be implemented by any network (like government or market) over any level of social system either formal or informal within their jurisdiction through their respective legislatures. These laws can be based on certain norms, organized pressure groups or power as well. Moreover, it is the way in which rules and norms or actions are carefully planned, vigilantly structured, sustained for long time, officially regulated and held accountable. The degree of formality of any organization can be varied by more dependence on internal rules and externally by relations with different business associates.

In the most abstract sense, the theoretical concept of governance is referred to the behaviors and developmental processes by which usages and institutions built and carry on their proceedings. The decided actions and processes are operated in formal and informal organizations of any kind or size, could have evil or good purpose for their profit or interest. When the concept of governance conceived like that, it could be implemented at any state, business corporations and associations, non-profit organizations or NGOs, project members and to a number of labors working for determined ventures. Governance comprised on the processes of legislation, execution and exercise of authority to handle political, economic or administrative issues. It also decided to manage the countries' resources in more effective way. "Governance comprised on the mechanisms and processes of any establishment through which citizens and groups can communicate their interests, avail legal rights, fulfill obligations and negotiate about their differences." (Rizal, 2012)

Governance is a broader concept in a state apparatus. It is not confined to workability of government but an integral part of governing process. The other actors which can influence this process are influential business tycoons, landlords, religious clergies, different pressure and interests groups etc. Canada Institute of Governance defines governance as the process whereby societies or organizations make important decisions determine whom they involve and how they involve and how they render account. (Graham, 2003) Above definition of governance

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describes the governance at the organizational level but this term has broader perspective in relation to the state and government. For the particular study of this article, governance can relate and understood as the 'management' and good governance for the 'development' because of the ambiguity of the concept of governance. Traditionally it was associated to government, but it has a broader perspective that governance is the 'New Public Management'. According to World Bank, "governance is defined as the method through which power is exercised in the management of a country's political, economic and social resources for development" (Bank, April 30, 1992) while as per Asian Development Bank, "governance is the manner in which power is exercised in the management of a country's social and economic resources for development". (Bank T. A., 2010)

Recent study about governance made it clear that government and governance are passing through continuous evolutionary process. Yu Keping, the Director of the Center for Chinese government, is of the opinion that governance is a dynamic and vibrant socio-political economic phenomenon which is continuously absorbing different trends, techniques, processes and ideas from modern socio-economic and political fields. Furthermore, he discuss the set of five theories of governance which comprehensively describe the multi-dimensional phenomenon of governance.

First, the term 'governance' explains a situation in which institutions/actors (semi-governmental/private/autonomous), which formerly had derived power from government can, challenge the authority of the government. It holds up the idea that public support has capacity to mold the power hub and center at any level of governance.

Second, with changing trends of globalization, economic and social sectors are merged within the political governance patterns. The exclusive powers of public offices are being transferred to civil society or voluntary groups making the distinctions between state and society and their responsibilities blur.

Third, governance identifies the power dependence of institutions in collective actions, which maintains that certain institutions have to collaborate for collective goals and have to exchange their possessed resources as well as have to follow the rules and regulations under the specific conditions to achieve their targets.

Fourth, as far as the public administration is concerned, government always significantly rely on the network of autonomous and sovereign actors to enhance its capacity to deliver public service effectively. These autonomous institutions/actors are sovereign within their respective organizational sphere and have authority to issue orders in their own capacity to solve the public issues and in this way, they share the burden of government in public administration.

Fifth, governance appreciates the capabilities of the institutions to handle independently public affairs management. Government is responsible to direct and lead public affairs, but these actors are not bound to rely on government command or authority to use other management apparatus and modus operandi.

All the above-mentioned theories of governance provide a variety for the definitions and scope of governance in the institutions. Further it clearly mentions

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the certain variations in the concept of government and governance. In 1995 Commission on Governance defined it most comprehensively. "Governance is the sum of many possible ways through which individuals and institutions either public or private manage their common affairs. It is a continuing process through which conflicts regarding diverse interests may be considered worthy to accommodate and cooperative actions may be decided to resolve them. It includes those formal institutions and regimes that are authorized to implement obedience, as well as some informal arrangements like people and institutions either have agreed to or perceive to be in their interests". (Governance, 1995) All the information about the conceptual development provides further more information about governance.

### **Features of governance**

Above mentioned theories and definitions clearly defines the concept of governance. It has certain features which are helpful to understand the governance in more accurate and broader perspective. Mainly it has four features that are hierarchically interlinked with each other.

- i. Governance is itself a complete process not only a set of rules or activity.
- ii. Co-ordination not control is the base of the process of good governance.
- iii. The pair of public and private sectors are parties of it.
- iv. It is a continuous interaction of certain actors not only for an official institution.

### **Actors of governance**

The concept of governance as already described had variety of information and mainly we can conclude these actors of the governance common in every sphere. These actors of governance have emphasized on the relationships between these actors and considered as the necessary requisite to the act of governance. These are State, Market and Civil Society. It could also be said that governance is a way in which these actors are being able to organize themselves well and make decisions according to the set of formal or informal rules that integrated and form institutions. According to an article of UN-ESCAP, within the structure of governance, government itself acts as an actor and other actors varied in their capacity and level of government. At rural level, significant landlords, sharecroppers, Non-Governmental Organizations, research and finance institutes, clergymen, political groups and armed forces etc. included in other actors. But at urban level the situation became complex because it includes urban elite, urban middle and urban poor classes. Urban Elite includes (national/provincial government decision makers; appointed local decision makers; formal business decision makers), the Urban Middle Class (middle level government officers; national & local education providers & experts; private sector employees, CSOs, PVOs), the Urban Poor (daily wage laborers; government employees of low level;

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workers of the informal institutions; women) and the role of small scale entrepreneurs; trade unions, elected local officials and media, mafias and NGOs and CBOs etc. also involved in the urban governance.

Furthermore, at the national level, internal, external and non-state actors (like groups of lobbyists, national media, MNCs, international donors, kitchen cabinets, organized crime syndicates like land mafias and informal advisors etc.) play a vital role in legislation or also in affecting the processes of decision-making. Even in some rural areas some local powerful families can influence the decision-making which is used often to cover their corrupt practices and it ultimately leads to more corruption. The chain of all above mentioned factors define the broader scope of governance without limitations in any sphere and institutions. For more understanding, "Governance can be understood in terms of three major components: first is the political regime, second is the systems and procedures for implementing power regarding the management of the socio-economic resources and third is the ability of governments to fulfill all the government functions equitably, efficiently and effectively through design, confirmation and execution of sound policies". (Niazi, 2006) Professor Yu Keping also considered that, governance is the name of exercising authority on the public to maintain order in society or state and main purpose is to guide, steer and regulate citizen's actions by different systems and collaborations to capitalize the public interests. In the arena of political science, governance is the name of the processes of political administration. It includes the normative foundations of political authority, approaches to deal certain public affairs and patterns for the management of public resources. Particularly, governance determines that in maintaining order in society, what would be the role of political authority and administrative power in their defined field. (Keping, 2017)

Governance' normative approach may define it overlapping with government or may remain unable to clearly define its sphere or scope. Its implementation was also mostly considered to the economic and social sector but the involvement of political arena in it neither it only increased its scope but also provided a greater sphere for every institution. An institution may be run without government but not without governance. In the political arena specifically when it involved with economic and social circles it ultimately broadens its sphere, division of authorities may or may not be checked or evaluated in the framework context. It leads to corrupt practices. If evaluation persists then joint venture is the best possible option for survival. There is no science behind the differentiation of good and bad governance. Good governance involves rule of law, legitimacy, transparent administrative system and responsibility, whereas bad governance indicates the tendency towards arbitrary policymaking which is opposed to the rule of law. Bad governance is the element which develops an unfair and unjust legal system and destroys the relations among ruler and the ruled. (Tufail, 2018) The involvement or interference makes a clear way leads to corrupt practices. So here a common framework structure for every sphere of governance is described.

## **Governance- A Framework Context**

<b>Level</b>	<b>Activity</b>	<b>Concept</b>
Micro	Project	Management
Meso	Program	Administration
Macro	Policy	Policymaking
Meta	Politics	Governance

Source: Institutional Reforms in Pakistan (2017) (Sherani, 2017)

Within the framework context of the governance every institution has different framework structure, governance grants powers to maintain order may it be practicing at micro level or meta level, but some loopholes always make way forward for corruption.

### **Good governance**

Good governance a more renowned and appreciated term in the contemporary times. Good governance and governance often mistaken as a single term or overlapped but these two are not the same. Initially, the concept of good governance associated with the economic arena's development, but the amalgamation of economic, political and social sector proliferates its scope as well because many of the contributors of poor governance and human misery involve political and social sector. The notion of good governance became popular in World Bank's report in 1989 on Africa. In its actual sense Michael Johnston defined, "good governance as competent management of a country's resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to people's needs". (Johnston, 2004) Further in 1992 World Bank treats good governance as 'synonymous with sound development management'. Later it also associated with feature of sustainability means not only development but sustainable development. So, it can be deduced from the above discussion that, good governance comprised on the processes of legislation and execution of decisions about best possible process for making accurate decisions, not making best decisions all the time. It is the form of governance in which all the needs of citizens are fulfilled in an accurate manner is known as good governance. The concept is also been identified as counter narrative to bad governance, which includes corruption, unaccountability and deficiency in respect for human rights." ("Good Governance in Multiethnic Communities, Conditions, Instruments, Best Practices, Ways to Achieve and Measure Good Governance at the Local Level", 2007) Although, Good Governance is a concept which always appreciated to eliminate the malpractices in governing but it still being criticized for being normatively idealistic rather than realistic by adding the word good to it. This phenomenon is being impossible to get extreme ambitious interpretation regardless of the fact that even the developed countries also have severe issues of good

governance. They may be better than developing countries but perfection in good governance is hard to achieve yet.

## **Components of Good Governance**

All the definitions and explanations of good governance have many characteristics of similar one but the common of all are these eight:

- The first and foremost component of 'good governance' is **Rule of Law**. It refers to the impartial implementation of law on every individual and in response every person is equally accountable to law if he/she found guilty in any case.
- The second component is **Transparency**. It means all legislative and executive institutions are responsible to provide satisfactory details of the rules and regulations to the associated institutions and to the concerned people as well. In addition, all public institutions will make sure that their decision-making procedures would be transparent.
- The third is **Responsiveness**. It instructs that all respective public institutions would be efficient to provide a good response to all members/stakeholders. For this purpose, they will capacitate themselves with advance technology and human resource management.
- The fourth is **Consensus oriented**. It instructs that collaboration of varied interests of the public build up a wide range of harmony which ultimately lead to sustainable human development and decide the blueprint to attain it.
- The fifth is **Equity and Inclusiveness**. It ensures that every individual must feel himself/herself a significant part of society's mainstream and must enjoy his/her share in society.
- Sixth component is **Effectiveness and Efficiency**. It means that institutions and processes have capacity to ensure that all available resources are being utilized in their best manner, guarantee that prolong use of natural resources which helps in the fortification of environment and ensures proper dumping.
- The seventh component is **Accountability**. For working of this component rule of law and transparency is mandatory. Every association and institution have some powers and every person having authority must be accountable to those people on whom their authority is being implemented.
- The last component of governance is **Participation**. It refers that every member of society must participate in the political processes. It represents the freedom of association and expression in civil society and also represent that norm of organized civil society are being followed.

All of these are interlinked and support each feature to advance other trait. If anyone of them is missing or not working properly whole system is upset and a disruption is initiated.

## **Difference between government and governance**

It is quite difficult to draw a clear-cut line between the scope/sphere of government and governance due to divergent views of political and social scientists on both of these concepts. However, it is necessary to distinguish governance from the government so that the importance of 'governance' can be best defined in modern participatory democracy. (Gaudin, 1999)

The in-depth study of governance theories highlights some observable difference between the two. For instance, at initial level, governance and government can be differentiated with each other as the process they adopt to run political administration. Government is the set of institutions which essentially derives its power from the state, but governance is a set of bodies/institutions who are either autonomous in their very nature or derived their power from government's organs. So, all public institutions come under the scope of government while governance can be composed of all private and public institutions or a combination of two (semi-governmental or public-private partnership) as well. Governance maintained co-operation between public and private parties at any level to make public administration efficient and effective. Co-operation of civil society with government to handle crucial socio-economic issues is quite significant but this is an admitted fact that governance can manage issues without the involvement of government if their norms and patterns working in efficient orderly way.

There are many tracks through which power travels in the processes of management. The varied flow of power in management processes could be another distinction between government and governance. As far as the governmental management institutions and processes are concerned flow of power is always centralized and hierarchical (top-down). On contrast, in governance flow of power, usually, two-way or multidimensional to manage all public affairs because its mode of working is co-operation. Governance did not rely on government's administrative mechanisms to resolve their issues, but it counts on mutual network co-operation.

Western political and management scientists differentiated between governance and government when they look at the reasons which make market and state vulnerable in allocation of social resources in a society. They are convinced that collaboration of state and market is necessary to avoid market and state failure and to achieve the political and economic interests of state and market (Jessop, 1999). Certainly, governance can provide multiple accurate ways to overcome the deficiencies of market and state regarding regulating their relations and strengthen co-ordination among them. The joint venture of state and market can capacitate both institutions to get their desired results in allocation of social resources in their respective fields. Furthermore, this co-operation-based model of governance would be helpful to avoid failure of both institutions. Previously, for the solution of this challenge and numerous other ideas like meta-governance, sound



governance, effective governance and good governance were being introduced. Among all of them, the dominant one is 'good governance'. It provides a better solution for the state and market failure by providing a new relationship between political state and civil society, along with the most advantageous state of two.

### **Parameters of good governance**

Good governance is a concept which requires some parameters to work in a state. States have different political patterns frameworks rules and structures, so it is also difficult to work a uniform nature of good governance in varied patterns in different states. After the inclusion of political administration in the concept of good governance there are some aspects which are similar in states whether their systems or structure may be different. Regarding this, scholars opine that commonly states can be categorized in strong states, weak states, failed states and collapsed states. The categorization is fully based on the ability of the states to deliver political goods to the inhabitant of the state. Robert I, Rotberg defines vastly the status of states in these spheres. The hierarchy of political goods is security (especially the human security is the most necessary one), Law (the codes and procedures which regulate the interactions and conduct of citizens), medical centers and health care institutions, educational institutions and instruction, critical infrastructure, money, finance and banking system, business atmosphere, medium for civil society and a method for regulating environmental similarities. He opines that, *strong states* have full control over their territories and ensures the supply of high-quality products to their residents. They are performing well in GDP per capita and ensure continuous growth in UNDP's Human Development Index, transparency international's corruption perception Index and Freedom's House freedom of the world report.

*Weak states* entangled in many ethnic (religious or linguistic) and other tensions that limit its ability to deliver political goods. Open conflicts, declining GDP, privatization of education and medical institutions, wane rule of law, authoritarian rules are major characteristics of weak states.

*Failed states* provide very little political goods. Political goods are being distributed to warlords or non-state actors, non-existent security, failed economic structure, declining health care, educational system is in shambles, declining GDP, inflation circles, flourishing of corruption and frequent shortages of food.

*Collapsed states* are the failed states with complete vacuum of power (it is quite rare). There exist black holes regarding all indicators of political development. Collapsed states can become failed states with intervention. (Rotberg, 2019) All these types of state structures also determine the status of good governance in states and institutions because the policies will be affected by the local patterns. As far as the matter of Pakistan is concerned, Pakistan is not good at providing all political goods to the public, but some political goods are available and at certain level economic or social sectors are the problems. So, we

could say that Pakistan is not a *strong state* but is working to become a strong state.

## **Good governance in Pakistan**

Pakistan is a developing country and making progress, means moving towards development but sustainable development is not achieved yet. So, the delivery of political goods will determine the level of good governance in Pakistan. The broad and ambiguous concept of governance and good governance had been discussed above and understand the basic difference between governance and government. Regarding Pakistan's concept of good governance, we need to narrow down the conceptual definitions of good governance. So, for this study we will focus on more surviving elements of good governance that are 'development and sustainable development' because it relates to the effective management.

After the inception of Pakistan, the early resettlement issues are numerous in numbers and unfortunately the vacuum in good leadership never allowed the political system of Pakistan to grow in the decided path of Quaid-e- Azam. The institutional structures and frameworks also lacked the proper rule and regulations. Initial issues could be summarized as: political disturbance, military intrusion, no democratic setup, feudal dispensation, massive corruption, constitutional crisis, institutional clashes, mismanagement of resources escalating inflation, lack of accountability, deteriorating law and order condition, no rule of law, ethnic conflicts, sectarianism, over exploitation of funds, extremism, lust of power and international conspiracies. Such severe causes never allowed the political and institutional structures of Pakistan to grow on the international standards of the governance. All these issues were so interconnected and deep rooted that it was impossible to eliminate them the system and they are waning the roots of Pakistan. Political instability is the root cause of all evils in Pakistan because it leads institutional overlapping and made the ways clearer for corruption.

Political instability and institutional mismanagement and interference create a huge gap between political policies and economic development. Social sector was also vulnerable because of the malpractices. As it was described earlier in the concept of governance that three sectors (economic, political and social) was collaborated for the better implementation of governance and fruitful results. And for good governance participation, transparency and rule of law are the basic tenets which further lead to more good governance' norms. But in Pakistan these were the most unstable parameters of politics. Good governance cannot be established in the presence of political turmoil. So, the democracy, rule of law, transparency and accountability are the most disturbed features of the Pakistan governance. Good governance is not a single element to handle but a joint collection of certain components. Keeping this in mind Pakistan needs to assess her capability to find the ways to improve its capacity to foresee and cope up with risks and to react immediately to the emerging complex problems of the region and world. Because these issues have global nature and Pakistan has a geo-strategic position so

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Pakistan can't tackle their issues in isolation. Pakistan has four major issues regarding governance which were brought to light after facing the suffering crises within different timeframes

- (1) Policy making based on confirmation and evidence
- (2) Integrated public sector
- (3) Co-ordination of policies and programs at all levels of government
- (4) Fiscal sustainability

These areas can help to design strategies to deal with the growing problems of governance, as it mentioned in many studies as well. (Asghar, 2019) The contemporary wave of globalized market processes and trends of liberalization greatly insist on civil society and human rights which refer that empowerment opportunities for masses can be achieved only through good governance. Mustafa Kamal and some other scholars asserted that, the central issue to the good governance is the civil society building. Similarly some scholars believed that civil society is a dynamic prerequisite for political and economic reforms which lead towards good governance. (Pasha, 1997) Good Governance in Pakistan has been mostly remain disturbed by the corrupt practices and inefficient working of the institutions so for better administrative results Pakistan needs to reform the institutional structure of Pakistan then we can advance with sustainable development in all fields.

### **Institutional imbalance and failure cause governance issues in Pakistan**

In literal meaning 'failure' means lack of success or deficiency of expected quality. Institutions are the main arbiter authorities in the state systems. Their procedural management and decisions refer to what governance is, whereas 'good governance' is the constructive outcome of the governing bodies leading to a sustainable development. Douglass North has defined the institutions in which limitations are formulated by humans and that limitations help to structure political and socio-economic relations by the implementation of laws, rules, customs and norms which are assembled to progress and protect socio-economic order. (North, 1991) By containing these characteristics institutions could be defined as the pillars of the states which carry out the significant tasks for the regulation and betterment of the society. Institutions can be varied in form of formality, hierarchy and analysis area.

Under the degree of formality, institutions could be formal and informal; formal rules comprised on constitutional laws, common laws and features/tools of enforcement of policies; while informal rules are basically the interpretations (like modifications, elaborations and sometimes extensions of formal rules); social taboos (traditions and customs) and internally enforced standards of conduct.

At hierarchical level, (i) institutions are social norms, customs and traditions, (ii) mainly, it includes formal institutions (such as conventions or laws) but sometimes informal institutions also share many responsibilities, (iii) institutions

which are working orderly and have their own incentives helps to build the structure of governance in a society resulting in the formulation of strong organizations (iv) institutions have authority to define the limits in which adjustment can occur through cost or amount of the product, and institutions also control the mechanism of the allocation of resources of state . Lastly, the area of analysis relates institutions may be political, legal, economic or social. (Kemal, 2004) Moreover, organizations are the sub related bodies to institutions that relates and implement its policy which can be identified as governance and good governance within the available resources ensures sustainable development. While it's already described that sustainable development is the prerequisite norm for building good governance in Pakistan. Within the systems of Pakistan deep rooted corruption makes it more threatening and leading Pakistan to weak state's level or if the condition persists it can lead to the failed states as well.

As Ishrat Husain writes that, states can achieve success when political and economic institutions are pluralistic and broader in their scope; have capacity to encourage everyone to invest again for long-term partnership in future. Nations failed when institutions are considered a great source to take out income by the small elite class and these institutions provide good shelter to the political and economic power (abuse of their power) of only that elite class that gets income from everyone else. (Husain) This makes it very clear that these practices leading Pakistan to institutional dysfunctionality. The famous quote that poor governance is obvious in wane institutions and structures, it is quite satisfactory answer for the deficient economic and social progress and institutional performance of Pakistan almost from the last three decades, to all responsible institutions. As there is a famous saying that, 'absolute power corrupts absolutely' and within the state structure decay of institutions leads to poor governance. There is a certain view that institutions of Pakistan serve the interests of political elites with money, influence power and connection. The continuous declining practices of the integration of institutional capacities, arbitrary actions, conflicts of interests, politicization of public sector management and this heavily destabilizing the processes of accountability and technocratic capability in public service, all these are fabricated ways of poor governance in Pakistan. Furthermore, politicization of the civil service due to ineligible or unskilled political appointments, a long heritage of military authoritarianism due to corrupted civilian tools of governance, institutional dependencies on benefactors and lack of capability to draft long term policies, a lack of institutional revenue due to low tax base, the political class's insufficient enthusiasm towards public welfare and the state's deep neglect of institutions and needed governance reforms are leading Pakistan towards poor governance. (Kugelman, 2018) Strong states never possess the traits of institutional imbalance or failure.

## **Indicators of institutional failure in Pakistan**

Since the inception of Pakistan, the political sphere suffered from uncontrolled and unlimited corruption and malpractices. The main reason behind this was the patronage behavior of the political leaders. It is like a transmitted infection which polluted the whole structure and system of national institutions and ultimately appeared as sinister threat to the state and democracy. Umbreen Javaid identifies two major crises in the genesis of corruption in South Asia: defense purchase amid and later World War II, and secondly allocation of departed lands and property after the partitions. Corruption continued during the decades of 50s and 60s in Pakistan through issuing of licenses (industrial and trade) and investment schemes like bonus vouchers and route permits based on nepotism and favoritism. In 1970, Bhutto's nationalization policy paved the way for corruption in public offices, and the decade of 80s witnessed the extension of corrupt practices in religious and business circles. (Javaid, 2010)

In Pakistan, institutions are politically influenced; their regulatory functions are hindered by undue interest oriented-political interference. Absence of meritocracy and working out of their constitutional limits and non-cooperative attitude impacted the overall regulatory assertiveness. Political appointments and the traits of nepotism and favoritism in appointments deteriorated the institutional performance.

Good Governance Report 2010 displays ten possible factors that have impacted the civil services structure in Pakistan: 1) the belief that government is to create job opportunities in public sector; 2) poor salary structure; 3) protecting their status-quo; 4) opposition to share the information; 5) centralization of decision-making; 6) members are deficient in discipline; 7) members lack the spirit of professionalism and performance orientation; 8) corruption; 9) ancient operating procedures and regulatory mechanism; and 10) public dislike to public servant. (Ahmad, 2006) All these traits became the main reasons for the deterioration of the civil services in Pakistan. Moreover, the culture of personality-oriented management and personality related activism has led to institutional imbalance between and within the institutes, affecting the long run performance and sustainability. Besides, these indicators of institutional failure some elements are providing helping hand for the imbalance in institutions in Pakistan these are: strong legacy of colonialism in South Asia and specifically in the region of Sub-Continent. Civil-military institutional imbalance is also an edge for the deterioration of the political setup. These activities combined affect the economic activities of the country and economic field's decay and rusting initiated. Weak fiscal management, low tax revenue collection, rising public debt and poor delivery of public service are the problems which arose with economic instability. These all lead to severe institutional consequences and governance and make unsustainable development. Pakistan is the country which recently had mixed systems and patterns for the governmental processes and governance. Institutions are also some working according to rules and some for the personal interests and

these phenomena falling Pakistan in the arena of weak state. Political goods are providing to the public but not with the efficient and accountable means. Personal interests of the authorities remaining involved at some level. So, we can say that Pakistan can be included in the list of strong states if parameters for sustainable government and development has been adopted and implemented with proper rules and accountability.

## **Recommendations for sustainable institutional development in Pakistan**

This research study offers specific recommendations about how to co-ordinate reforms of governance within the institutions of Pakistan for better performance. From the above discussions of this study we can deduce the fact that Pakistan was suffering from great challenges of governance because the governments of the previous times never fully understood the significance of the institutional stability and did not pay proper attention to the institutional strength and development. Only the building of the institutions better represent the wane, corrupt and politicization of the institutions to the extent that they may only functional for the fulfillment of personal interests and some may have become non-functional. To achieve the goal of sustainable development in Pakistan the governing leaders must reform the governing patterns and institutional development. Some recommendations are mentioned here for better functioning of the institutions.

As for the good governance practicing in the institutions, researchers can construe that the crisis of good governance emit when personalization is the significant feature for the officeholders not the strengthening of institutions, absence of meritocracy, favoritism, corruption, impermanent short-term policies and ineffective implementation, unsuitable priorities to system, anemic liability/accountability, wane ruling institutions, self interests of leaders and most important political instability. So, the reforms for institution building and strengthening must be at these parameters.

- Effective implementation of laws means laws should be formulated with effective strategy of execution because if the execution is not effective then laws may be best used as protecting the corrupt and corruption.
- State institutions must be strengthened for the salvation of sovereignty at the national and international levels.
- Independent state institutions must be free of undue influence of political authorities and other influential institutions.
- For better governance, institutions of accountability and law-enforcing agencies must be empowered to avoid corrupt practices and to punish the corrupt persons must be the goal rather protecting the prestige.
- Political stability must be ensured to sustainable development parameters.
- For good governance, institutions must be the encouragement of the healthy growth of democratic system in states because it ensures the maximum participation from each group of society.

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So, it could be said that, governance guaranteed the reduction in the practices of corruption, the views and necessities of all minorities are estimated and calculated, and in the process of decision-making the demands and voices of the vulnerables must be in notice of higher authorities. (Crisis of Governance in Pakistan)

#### **Guide way for the transition of institutional improvements**

In Pakistan, to make an effective transition for institutional improvements is to enhance the caliber of the servants of civil services, the incentive facing them and the accountability for results. They must be allowed with the power and authority to act in larger interests of public while accountable to the same public as well when anything goes wrong. Many scholars suggest that the initiation of merit-based qualified system is the solution for this problem which further leads to continuous skill improving trainings, proportional opportunities in career development, sufficient enough reimbursement, neutral performance assessment, financial auditing and accountability and rule-based agreements.

Second, the most important way to improve institutional capacity and credibility is being the responsive within proper timeframe according to the public demand. Most of the studies approve that the performance of institutions proved to be effective when they involve production industries and common masses to work in partnership with them in building and implementing policies. Within the jurisdiction of institutions decentralization and public/private partnerships including NGOs-public collaborations are quite helpful to encourage good governance in institutions.

The changing trends of globalization regarding integrated global market system always provide faster pace of development because it foster the competitors and skills of the people in fairer accountable manner. According to Acemoglu and Johnson, good institutions ensure two desirable outcomes - that there is a relatively equal access to economic opportunity (a level playing field) and those who provide labor or capital are appropriately rewarded and their property rights are protected. (Hussain, 2009) So, for better institutional performance the power authorities must act in accordance with the strict norms, rules and regulations of good governance not only for their own personal interests but the larger public welfare must be the aim to achieve for all participants.

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