

ADMINISTRATIVE PROBLEMS ASSOCIATED WITH RISING NEED FOR NEW ADMINISTRATIVE UNITS IN PAKISTAN

Dawood Nawaz

Associate Lecturer (Public Administration) at Department of Political Science, The Islamia University of Bahawalpur, Pakistan.

dawood.nawaz@iub.edu.pk

Sarfraz Batool

Assistant Professor at Department of Political Science, The Islamia University of Bahawalpur, Pakistan.

sarfraz.batool@iub.edu.pk

Ishrat Fatima

Associate Lecturer (Public Administration) at Department of Political Science, The Islamia University of Bahawalpur, Pakistan.

ABSTRACT

Pakistan is suffering from administrative problems since long time and there are many challenges being face in the public institutions. Keeping in view the administrative issues and prevalent bad governance, Pakistan needs to rationalise its administrative structure. There are various aspects of this, including restructuring the whole administrative system which is currently based generally on the federal-provincial-district divisions; introducing extensive and across the board civil-services reforms; revisiting existing policies and plugging policy gaps. This study has employed analytical and descriptive research methodology to analyze the administrative challenges and problems in Pakistan by using the two main secondary sources; research articles and books. The main objective of this study was to highlighted the administrative problems and challenges which are being faced in Pakistan. In short, to achieve economic growth and to improve the quality of life of the people, Pakistan and its constituent provinces must bring about a radical change in the way in which they are governed and managed, particularly with reference to macroeconomic management, proper policy making, political stability, public administration, good governance, and adequacy of institutional capacity. However, some solutions and recommendations are provided to overcome these administrative problems and challenges.

Keywords: administrative problems, local government, Pakistan

INTRODUCTION

The administrative problems are increasing day by day in the public institutions of Pakistan which has widespread the mis governance and there is a need to rationalize the governance structure in Pakistan. There are also many facets to the managerial restructuring in these institutions, but the most important is to create more practical and administrative functional

departments (Islam, 2004). Moreover, the structure of local government can also become more accountable and transparent with the help of people (Khan, Shaheen, & Ahmad, 2019). As far as the overall administrative structure of the country is concerned and the policy makers should come up with new solutions (Mushtaq & Shaheen, 2017). The structure we have is colonial and that with the vast economic, political, social, technological and other changes, especially the qualitative population, the colonial structure is found to be necessary. However, a new administrative structure needs to be created in Pakistan which has the capacity to address post-modern issues (Khan et al., 2019).

The establishment of local government systems in the provinces has provided constitutional protection and district government in all over the country. Therefore, many districts and lower levels of municipal structures generally fail to inform people and solve their main problems (Nasir & Kathmandu, 2007) because the reason is that the states are reluctant to decentralize the financial as well as legal powers to the district and local governments. As a result, what we have seen is a kind of administrative hot pop that has a lot of officials and departments, but people have little time and flexibility to provide basic facilities and solve their problems (Majeed, 2010). Mushtaq and Shaheen (2017) pointed out that with this background, having more provinces has become exigent because with more provinces and federal administrative units, the problem of lack of regional capacity to handle many departments can be effectively addressed.

Mushtaq (2016) further said that the problem of creating more provinces is also very important for Pakistan as the country's population has increased so much and the problems of the people have also increased. When Pakistan came into being, the current population of Pakistan (then called West Pakistan before East Pakistan was separated as a Bangladesh) was over 300,000 people whereas today the population of Pakistan is estimated at around 220 million (Zulfqar, 2012). Furthermore, at the time of Pakistan's existence, there were three provinces in Pakistan which existed while Balochistan was declared a complete province in 1970 (Ahmar, 2013). Thus, with rapid and large population growth and its problems, they cannot be effectively addressed by just four states.

Time has strongly shown that governmental institutions remained fail to provide better structures and models of good and sustainable governance (Asghar, 2013). This is because the provincial government has a lot of difficulties and traps to negotiate, which makes it difficult for them to solve them. This became clear after the 18th Amendment to the Constitution was passed in April 2010, when the list of joint legislatures and the matters mentioned in the list were handed over to the provinces (Adeney, 2012). Bukhari and Faisal (2013) pointed out that, however, "what we have observed since the passage of the 18th Constitutional Amendment is that the provinces have gargantuan issues incapacitating them from being able to come up with sound legislation and policies regarding the large number of departments handed over to them".

Most important, debates and demands for the new provinces in all over the Pakistan have been under consideration for a long time and there are a lot of ethnic as well as political reasons behind it. But now it has gained the more importance in the current situation (Bukhari & Faisal, 2013). The last most important debate in the country which slogan was a large number of provinces, began in the rule of the Pakistan People's Party (PPP) during their government

2008-13. Moreover, this ruling party PPP had revealed that ownership of the Saraiki region could be included as part of the party's election manifesto for the elections in 2013 (Alvi, 2017).

ADMINISTRATIVE PROBLEMS AND CHALLENGES

1. Need of Administrative Restructuring

The most important aspect of administrative restructuring is to create more functional and administratively efficient provinces. With the passage of time, it has been observed that provinces are failing to provide structures and models of good and sustainable governance (Asghar, 2013). Further, there are lot of problems and difficulties facing by the provincial governments, but they feel unable to respond effectively. This has been the case since the 18th Amendment in 2010 when the provinces were given more topics to legislate and regulate (Bukhari & Faisal, 2013). These provinces have a wide range of administrative issues which can enable them to formulate good laws and policies in respect of the large number of departments assigned to them (Adeney, 2012). Further, Mushtaq and Shaheen (2017) pointed out that comprehensive public service reforms have become important because the broad professional cadre, whose members consider them civil servants rather than rulers are being accountable to public representative, can be implemented. In this regard, with the fundamental changes in the political system, restructuring the administration is the only way to overcome the growing problems and difficulties of the administrative system in Pakistan.

2. Need of Functional Local Government System

In provinces, the formation of the system of local government has been a positive political development but most district and lower level structures fail to inform the people and address their key issues (Musarrat & Azhar, 2012). Therefore, the main reasons for this are lack of willingness, capability as well as capacity among the representatives of the people. Another major reason is the reluctance to hand over the administrative, legal and financial powers of the state to the district and regional governments (Soomro & Chandio, 2013). Another major reason is the reluctance to hand over administrative, financial as well as legal authorities to the local government. As a result, there are many hot springs with many officials and departments, but people have got some relief and relief in providing basic facilities and solving their problems (Parveen, Dasti, & Khan, 2016). Thus, these issues can be effectively handled by making new provinces and the structure of local government can be made more functional to give some value to the people.

3. Need to Strengthen the Financial System

Most of the government officers and politicians are aware that the government apparatus has contributed to the current situation. In addition, the centralized management of the resources available to the federation and each province is not strong enough to get the best value for money (Asghar, 2013). Further, some of the hardworking and honest officials are frustrated with ineffective expensive systems and policies and the population faces an irresponsible bureaucratic and political system which is not responsive to the basic needs of the people; Moreover, entrepreneurs are facing a lot of controversial policies that are designed to increase in the existing corruption (Alvi, 2017). Thus, there is a need to introduce such kind of financial system which must be follow the principles of good governance.

4. Need of Accountability in Civil Services

Ullah, Khalid, & Hassan(2017) stated that the civil service reforms have greatly need to improve to make public officials accountable for their actions. The only significant improvement, so far, is the introduction of 'lateral entry' into the civil service which was implemented in the year of 1973. Apparently, this measure was introduced to improve the professional quality of the cadre. In fact, it was become only a source of strong political influence. The present status of “permanent non-terminable” should be changed with a new system where the incompetent or corrupt officials can be eliminated in a short period of time (Shah, Ahmed, & Yousaf, 2017).

5. Need of Infrastructural Changes

Zulfiqar (2012) stated that efficiency can be achieved in many ways. One of them is the use of proper mechanisms that guarantee the highest value for money. Other methods may include active legislation to ensure regulated management or suggest ways to use the information to analyze deficiencies and improve. Still others can use regular mechanisms that ensure that the provision of services and the development of private sector and the infrastructural development mechanisms do not require rent for secure community segments. Shah et al. (2017) argued that the development and implementation of standard processes and forms can be a pillar of change in the use of information technology, wider access to information, database and standard information and the relationship between them. While private sector participation can address many of the shortcomings in infrastructure development and service management, unless managed and controlled, it can lead to monopoly, church and limited business practice situations.

The legislative framework sets the boundaries by which public-private partnerships can take place. So that's why, these laws need to be translated into a functional and transparent regulatory framework (Mushtaq, 2016). Although there are a lot of regulatory agencies, they deal with a lot of issues related to the corporate sector and are now just starting to address issues related to the environment (Alvi, 2017). Without the knowledge and understanding required to adapt to rapidly changing to operating the environments, systems as well as procedures, many existing organizations are run by staff that can create mutual trust between the two agents; the entrepreneurs and the regulators (Asghar, 2013). However, where skills are available in other agencies, staff are recruited or they have retired from the agencies they need to manage, thus working in conflict of interest situations.

6. Need of Industrialization

The study done by Aslam and Yilmaz(2011) concluded that the financial environment and international trade is must have to continue for the industrialized nations. Authors further stated that there is a need to ensure that, to deal with the international community, professional ranks are mostly used for the negotiation access and concessions. The current use of the services of a trained bureaucrat general to oversee and guide all such transactions has in the past been deemed inappropriate.(Jamil, Askvik, & Hossain, 2013). Moreover, on most occasions, the private sector representation is clearly seen in its absence. Therefore, Pakistan greatly needs to adopt such kind of strategies that have been successful in newly emerging industrialized states, for example, Korea, Malaysia, Singapore, and Taiwan, Korea, that is from the beginning to the implementation of the private sector.

7. Need to Strengthen the Private Sector

Pakistan should involve the private sector in all aspects of preparation of status documents and preparation of underlying research with the international community, full negotiation and monitoring and management of further agreements (Jamil et al. 2013). In addition, the common complaint about Pakistani exports is the lack of quality control. The private sector must ensure that this is a necessary for export to check the quality control (Haque& Mohammad, 2013). Thus, trade associations should be encouraged to set up and manage training and quality control centers to achieve this goal. Moreover, they must have to set mandatory standards, and establish systems that penalize violators.

8. Need of Good Governance

Zahra and Jadoon (2016) stated that the laws must ensure that the policies which once announced are apply to the lifetime of the government and are presented or amended only after on the demands of the public before the Parliamentary Selection Committee. This will ensure accountability, coordination, equity, consistency, and transparency. In addition, the main responsibility of any government must be the efficient allocation of resources to ensure the comprehensive and equitable development of a country's economic and social development is only with the good governance but unluckily, in Pakistan, policy makers and public can only dream for it because of the old dated administrative system (Alvi, 2017). However, bad governance, in fact, promotes and breeds corruption in many ways such as coercion, nepotism, fraud, favoritism, and embezzlement.

9. Need to Eradicate the Corruption

Common to other South Asian countries, corruption in Pakistan is unique because it occurs up stream, it has wings which encourage flight of capital rather than wheels which encourage reinvestment and it often rewards rather than punishes as the legal processes to fight corruption are weak in themselves and the lower judiciary is a meanable to letting off the accused if the 'price is right' (Zahra & Jadoon, 2016). Adnan and Fatima (2018) concluded that the corruption has had adverse effects on human development (which contributes to people's inability to fight corruption through an improvement in governance as a result of deprivation of knowledge, literacy and rights), skewed public sector investment priorities which favour large visible projects where the chances for rent-seeking are substantial. As Pakistan faces a paucity of resources, it is unable to set up and enforce an effective legal framework.

10. Need to Bring Reforms in the Old Governmental Structure

An important problem that hinders the performance of the country in the terms of economy is the only the old-dated structure of government because instead of ensuring the delivery of basic social services, redistribution of resources and their economic and social development, it only expands into the realm of trade and production, and overly restricted private sector control (Adeney, 2012). Moreover, Adnan and Fatima (2018) concluded that because of this, corruption has become vast rooted mafia in the country. Most of the public expenditure have no any official record in the public sector departments and a lot of investment was made for the high-profile low-income projects, support for ineligible organizations, and ineligible subsidies.

In Pakistan, it can be easily observed that the government has become a physical giant in every sense of the word because it carried on and continue to carry out all cultural, economic, political, and social activities with the various agencies and public sector corporations through stable and parallel organizations. Sometimes, it looks like that government is a only one largest employer in the country and it can consume the large amount of money in the terms of credit and taxes (Adeney, 2012). However, their contribution towards fair and sustainable social as well as economic development has been hampered by the lack of resources and inefficient resources, they have chosen for running the country.

11. Need to Strengthen the Economic Governance

One of the major issues in the breakdown of economic governance is the government failure of in establishing the progressive tax structures. Presently, big amount of the taxes is imposing and collecting by the poor class. Mostly from the civil societies, especially the rich, are exempt from taxes. In addition, most taxes are generated through indirect taxes that are regressive (Aslam & Yilmaz, 2011). However, over-reliance on trade taxes has led to smuggling in detriment of local production, many of tax rates, exemptions and disregard for local, provincial and federal taxes, and tax evasion and production frustration(Adnan & Fatima, 2018). Adding to industry frustration is a big input tax rule. The results are presented differently. Moreover, the administrative structure of finance and revenue department of Pakistan is complex and has no clear powers, accountability and responsibilities(Nawaz & Mohamed, 2020). The country is divided into provinces, divisions and districts. Parallel to this direct tax structure, there is a comparative structure for sales/value added taxes. However, it reduces the efficiency of the economy and reduces the potential return by increasing the cost of investment. It have also reduced the resources of government.

12. Need of New Provinces

The debate, which once raged in the country for the creation of more provinces as well as the federal administration units or territories, has calmed down but is not fully resolved, and in the coming election season, the issue will resign (Chandio, 2014). On the other hand, instead of dividing the region, it has been decided to annex the territories of the Federally Administered Tribal Areas (FATA) to the territory of Khyber Pakhtunkhwa (KP) (Parveen et al. 2016). Furthermore, Alvi (2017) stated that all the major political parties except the two smaller ones support the merger, which is strange given the historic request to divide the existing people and create more provinces.

Significantly, AsfandyarWali Khan, the leader of Khyber-Pakhtunkhwa (KPK) main ruling party and former NationalistAwami Party (ANP), had said at the time that his party would not oppose the formation of a Hazara province and the separation of districts forming Hazara division from Khyber-Pakhtunkhwa (KPK) (Mushtaq, 2016). On the other hand, the debate on the new provinces took on a new and critical dimension when Punjab Chief Minister Shahbaz Sharif said that there should be a national consensus on the formation of new federal units and Karachi should also be made a new province. Importantly, Shahbaz Sharif did not oppose on the separation of Bahawalpur from Punjab and its restoration as a new province (Zulfiqar, 2012).Further, referring to thousands of Hazara people, the Saraiki peoples from the different districts of the Punjab also launched a campaign for the separate Saraiki province (Bukhari & Faisal, 2013). Several civil society groups from the Federally

Administered Tribal Areas (FATA), such as the FATA Grand Alliance, have expressed serious doubts to completely ignore the reforms in FATA and demand that FATA be made a separate province in 18th Constitutional Amendment (Faisal, 2019).

According to Khan et al. (2019), realistically, there is nothing wrong with creating FATA, Hazara as well as Saraiki provinces because it will result in the good governance and efficient administration, as large provinces cannot be managed and governed effectively. The problem, however, is that the new provinces of Hazara and Saraikistan will be more or less linguistically and ethnically based. Moreover, Faisal (2019) stated that if new provinces are to be created, they should not be based on linguistic and ethnic principles. It is currently the strongest force behind the demand for a new province and its biggest shortcoming because having an ethnic territory can never guarantee a functioning federation and efficient administration.

According to Faisal (2019), the FATA case is also interesting because the name Khyber-Pakhtunkhwa is meant to link FATA with the NWFP such as the Khyber Pass and the Khyber Agency are part of FATA. This also aroused hatred among the tribes who demanded the creation of a new province for FATA. Hence, 99% population of the FATA belongs to the Pakhtuns people so that's why, most tribesmen prefer the separate province (Bukhari & Faisal, 2013). This is indeed, may be a logical request and may result in efficient administration in areas that are not yet manageable. However, despite this, the FATA Reforms Committee headed by Sartaj Aziz proposed to merge FATA with Khyber-Pakhtunkhwa. This recommendation should be implemented within five years: at first, it is not possible, but if put into practice it would be disastrous. Thus, ultimate solution to all over the administrative problems is to build a stable and sustainable administrative unit and FATA's merger with Khyber-Pakhtunkhwa would not be a viable option.

SUGGESTIONS AND RECOMMENDATIONS

In summary, the action needed to eliminate the administrative issues should include the following elements on a national level:

- All the public as well as private departments must be work transparently.
- Analyze the all existing policies and if needed, make new amendments in that policies.
- Begin accountability from the top to bottom level of all the public as well as private institutions.
- Enact the legislation to improve accountability, bring equity, promote equality, ensure transparency, and punish the corrupt severely, and take the timely action on the illegal act.
- End the all unnecessary or archaic discretionary laws, rules and policies.
- Ensure an active and free press.
- Follow the Right to Information Bill and work on it accountably.
- Implement core institutional reforms and repair corrupt systems.
- Involve people in diagnosing the corrupt systems at all levels.
- Provide immunity to informers.

- Provision of the proper implementation of law and order
- Require to all public officials to declare their assets before the state transparently.
- Set up exclusive corruption courts to free from all the evils.
- Set up national anti-corruption commissions and appoint an independent watchdog committee.
- Use independent private-sector auditors to check all the records of public departments efficiently and honestly.

CONCLUSION

Drawing a lesson from this and other evidence from studies around the world one may conclude that for the state to ensure sustainable and equitable development, it must realise that while the government has a role to play in economic development this can only be achieved best through a realisation that such a positive role requires not an expansion in the scale of government activity, but an increase in its effectiveness and a major reallocation of its resources. Poor governance is now recognizable. There is a failure to establish a framework of law and government behaviour conducive to development, with a tendency to divert public resources for private gain. No arbitrariness in the application of rules and laws with excessively narrowly based decision making mechanisms only exacerbate the problem.

Further comparing the path to development followed by Pakistan with that of East Asia, it would appear that some of the reasons for the crisis in economic governance can be traced to the following: political stability, stable macroeconomic environment, the outward-looking trade strategies as opposed to the protectionist strategies, the quality of primary and secondary education, effective land reforms, credit reforms, a merit based selection of efficient and competent bureaucracy, well-functioning institutions, and identification and development of core areas of comparative advantage. However, the country is faced with a fiscal dilemma because it is living, by and large, beyond its means, and there can be no social uplift and a reduction in poverty without the key fiscal problems being addressed. Pakistan is spending far more borrowed money than it can actually retire through future economic growth.

In effect, Pakistan needs to redirect its priorities. The state must focus efforts towards the core human development concerns. This would entail liberal investments in basic human needs of the poor and a major redistribution of such productive assets as land and credit. Government must ensure equity and social justice. Moreover, the state needs to provide a major stimulus to economic growth, involving an equitable fiscal policy that emphasises progressive taxation and 'pro poor' expenditures. There is the need for revitalising existing state institutions. Political systems need no longer to have representation based on oligarchic interests. The civil service needs to be made more efficient. Similarly, judiciary needs to be more independent as well as accessible to people.

Ultimately, none of these reforms will take place without political will. Pakistan's crisis of governance stems from systemic political, economic and social challenges embedded in the country's colonial and feudal past. Pakistan, as a former colony, inherited systems of financial accountability, an independent civil service, and a legal framework. However, because they were 'imported' from outside, they have not always taken root. Colonial rule

implied accountability to the colonial power, rather than to citizens; it thus sometimes destroyed indigenous systems of accountability.

A new vision of governance built on the principles of ownership, accountability and even decency, are only too increasingly becoming imperative for its citizens. It could be argued that till recently, 'governance' had not been established as a major buzz word among policy makers. Yet, what is crucial to grasp is that the concept of effective governance has always been firmly embedded in the popular imagination. In short, governance is a continuum; it does not automatically improve over time. Citizens need to demand good governance. Their ability to do so is only enhanced by awareness, education, and employment opportunities. Thus, the government of Pakistan needs to be responsive to all those demands and for the change to be effective, it must be embedded in the societies concerned and cannot be imposed from the outside.

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