Pakistan's Administrative System: A Transformation through Religious Paradigm and its impact on societal dynamics that has led towards radicalization

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Abstract

The governance of Pakistan has gone through paradoxes in last five decades which have slanted the normal functioning of an existing government mainly because of treacherous intentions involved. Governance is answerable for administrating the country's social and economic resources. This administration in turn requires a system of accountability and adequate reliable information for placement of revenues of country efficiently. Although the 18th amendment has provided a strong foundation for deepening of administration affairs at local level, the policy has not been fully implemented. This research paper aims to strengthen devolution at local level for essential administrative delivery functions closest to the citizens which would ultimately help to reassert better governing system. In this milieu, this research has focused on analyzing the functions of two main sectors of health and education in the post 18th amendment implementation phase. *Another important aspect is the evolving role of religion and sectarian issue which has created hindrances for the effective policy implementation. The paper is descriptive in nature and has attempted to examine independent variable of Pakistan's administration is being compared with dependent variable of government through an inundated governance. The paper will focus on the research question of how a Pakistan's administration will fully decentralized to manage the affairs of country at closest possible citizenship level as there is a need for government to govern the "council of common interests for stronger inter-provincial coordination platform" for forging national consensus which can accelerate the process of development of Pakistan.*

Keywords*: Pakistan, governance, health, and education. administration, development*

1. Introduction

At the time of inception, both India and Pakistan acceded an administrative system which was deliberately designed by British Raj for carrying out limited functions of state. These functions particularly included maintaining law and order situation and managing the operations of government for decisive interests for the home government in London. However, when this government started to take an initiative for nation-building affairs and public administration became fragile, it required the renovation of this inherited administrative system. [1] Since inception of Pakistan, the country had been ruled by "might" rather than by trying to engage the verdict and needs of citizens. Hence, this paper has focused on the besieged governmental system under which the main factors of governmental administration at local district level, education, health, law, and order under bureaucracy has been focused. Beyond just providing relief to the citizens of country, it is also essential to ensure their long-drawn-out consultation through strongly established institutions for "autonomy" and growth of a common citizen. [2]

Jinnah's seven-decade message has become relevant in considering today's administration and public-sector governance of Pakistan for maintaining the highest standard of integrity, honor and justice. According to the research, if

[1] Maheshwari, Shriram. 1974. "Administrative reforms in Pakistan." *The Indian Journal of Political Science* 35 (2): pp.144-156. https://www.jstor.org/stable/41854625.

[2] Imam, Dr. Amna. 2014. *Democracy and Public administration in Pakistan.* New York: CRC Press. http://cppg.fccollege.edu.pk/democracy-and-public-administration-in-pakistan/.

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Pakistan wants to deliver growth in long-term period, the country needs to focus on reforming the administration in context with distribution of funds in public projects such as "health card, providing scholarships, ensuring merit, with a focus on removing feudal system", enforcement of strong withholding taxes, and improving the state's ability to run the institutions with accountability and justice. [3]

The paper has made comparison in independent variable of Pakistan's administration with the dependent variable of government along with the intervening variables of health, and education sector, with a focus on sectarian issues based on differences on religious values. However, various recommendations have been proposed to focus on the mixed form of government with decentralization of power at the local and provincial level and to expand the devolution which has not been fully implemented under the 18th amendment. There should be a distinctive separation of power in the hands of civil servants to avoid its misusage. The quality of appointing civil servants has always needed an improvement in context of their hiring at merit level, and their training with conjunction of "moral-ethical" structure. According to the World competitiveness Report of 2012-2013, Pakistan is on 124th out of 144 countries for inefficiency of government bureaucracy being a non-productive, non-innovative and irresponsive mainly because of constant corruption. Moreover, a definite system of checks and balances in

[3] Iqbal, Faisal. 2014. "An analysis of administrative reforms in Pakistan's Public sector." *University of Bedfordshire* pp; 1-225. https://uobrep.openrepository.com/bitstream/handle/10547/550403/Iqbal%20Faiisal%20Thesis%201.pdf?sequence=9&isAllowed=y.

distribution of funds in health and education sector with accountability in administration can create a long-lasting and sustained government. This will also eventually end the prolonged feudal system in the country as well with a focus on strengthening these institutions and promoting critical thinking at public level. The hindered challenges in the progress of Pakistan's administrative is also linked some extremist factors that led to the radicalization in Pakistan. The illiteracy rate in those areas is extremely high where people follow the region on an extremist basis. Their views do not match the supremacy of a state and that's how they don't follow the rules of the government.

To understand the administrative system, the paper gets help from Max Waber Bureaucratic theory 1905. The Bureaucratic theory explains the system with 'structure'. The ability and efficiency of structure will allow the system to function properly. This whole system works under a planned organization that distributes its work based on eligibility criteria. The law defined the rules, and the people who work under the organization have hierarchal duties. The distribution of power works under a proper system where a strong management imposes the rules. Max Waber Bureaucratic theory is applicable in this study, as the governance system that defines the role the effectiveness of the system comes under Bureaucracy. To improve the governance system in Pakistan, the characteristic of this theory is useful as it defined the rules of individual and talks about expertise of formality in the system is the best key to work under good governance. [4]

[4] Sandro Serpa, Carlos Miguel Ferreira. 2019. "The Concept of Bureaucracy by Max Weber." *International Journal of Social Science Studies.*

1.1. Significance of study

With the increased importance of democracy in the world along with the conjunction of good governance with economic and social indicators, the demand for effective administration in government has also been increased. Hence, for a sustained governing administration, research was needed on how government of Pakistan can distribute the power, revenues at the local district and provincial level, bureaucracy and in human development institutions such as health and education sector. Moreover, according to the World Bank (1997) report, it has been asserted that the governments can ensure human development if it focuses on the needs of citizens and works with them in implementing the policies. The paper has focused on how decentralization plays an important role in recording the responses of citizens, which in turn can create strong coalition between public and government and ultimately results into sustained administrative governance as compared to the authoritarian form of government. The research has been conducted in consideration of the case of Pakistan, where there has been decade's rule of dominant military power which disrupted the affairs of state at public level.

1.2. Nature of study

The research paper has adopted a qualitative and descriptive methodology. Secondary data has been generated from reliable resources such as books,

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https://www.researchgate.net/publication/330474921_The_Concept_of_Bureaucracy_by_Max_Weber.

journal articles, in order to develop an effective and reliable literature review.

2. Literature Review

According to Rafique, Rosilawati, & Habib (2000), local government system is an essential part for good governance at the grass-root level. The institutions being managed at the local district level have proved to be effective in maintaining the administrative roles of human development institutions. The founder of local government system Lord Ripen of subcontinent used to call it "nursery of democracy". In Pakistan, the local councils are known to be the primary institutions for ensuring participation of citizens under their own rules to regulate the functions of governance. There are three main tiers of governance in Pakistan: local, provincial, and central. Also, under local level, there are three main divisions of district, tehsil and union councils which comprises numerous villages. However, each province exhibits its own legislative rules, ministries, and governing acts. Metropolitan and district councils include in the provinces which have substantial number of responsibilities such as healthcare, education, policing, environment, water and sanitation.

As explained by Malik & Rana (2019), Pakistan has suffered from administrative hotchpotch, since the local governments have not fulfilled the expectations of citizens of country. Moreover, provincial governments are still hesitant to devolve power, legal and financial authority to the lower tiers and district level; hence failed to implement the 18th amendment in true manner. Local governments cannot prove to be effective without being empowered on a fiscal basis. However, criteria need to be mentioned through law for allocating funds and should have power for imposing taxes as well. Experts like Dr. Ishrat Hussain, Prime Minister's advisor for Institutional

reforms and Dr. Huzaima Bukhari, tax expert, also believe in significant fiscal decentralization can help in removing the unfair tax system.

It has been stated by Imam (2014), that experts like Dr Ikramul Haq have argued that Article 140A needs to be implemented without any involvement of political, and governmental suppression to fulfill the constitutional command to facilitate local governments. It has also been researched that the local governments work efficiently if they are self-governed alone to spend exclusively particularly for public and not for the privileged society alone. Although the Laws of local government were enacted during the Musharraf Era, the previous corrupt governments and military regimes failed to give proper autonomy to the local governments. Hence, there is a need to analyze the quality and quantity for the limitation of imposition of power and funds by the federal government to the provincial and local governments.

As explained by Safdar (2021), the health sector is the responsibility of the provincial government according to the constitution. However, initially, the federal ministry took main responsibility in health planning, aid coordinating programs, human resource, service delivery schemes, and licensing of drugs and its regulation. With the passage of time, it expanded the funding associated with these programs and made provincial governments its co-financer especially in health sector. Moreover, provincial governments play a passive role associated with health programs. But the schemes remain unevenly implemented and practically, only partially declared budget goes to the delivering of scheme, while the rest goes uncounted in hands of corrupt officials who deals with such programs. It has been observed that the capability for building a true link between reform, budgeting, planning, and

implementing the programs associated with the health sector remains weak, and ineffective.

As stated by Chohan & Rehman (2019), special emphasis has been given by the 1973 Constitution to the education sector especially at the initial learning stages to improve human capital development in the country. This Act has been corroborated with the Dreyfus Model for Learning which includes 5 main stages of a student which he/she passes through. The first stage is crucial which is associated with infants of young age as it serves as the foundation of any child and this model enables a right direction while designing the policies of education. It should be noted here, that since Pakistan's inception, it has faced 9 national policies and different agendas for improving educational sector and the recent is the National Education Policy of 2017 which has the agenda to deliver total free and obligatory education to the children. But despite the essential exertions by the governments after 2017, almost 23 million children are still out of school. The main reason for the failure is the implementation of the policy and the political will to bring about the improvement in a true manner. To achieve the target of education for all, there is a need of earnest efforts to be made not only by the federal government, but the provincial and local government as well to ensure better education for children of Pakistan.

This has also been the main reason as described by Basit (2021), due to which the young generation deviates from the right path, and where the factor of radicalization prevails. Almost 64% of the population of Pakistan is below 30 years of age due to which the challenges of extremism have also increased. Religious party members, modern Islamist missionary organizations, have facilitated the youth both on the violent and non-violent extremist activities. Radicalization among youth is dangerous because youth deprived of basic facilities are more vulnerable as they get no answer to their problems. According to the research, 92% of Pakistan's

citizens consider religion as an important aspect of life. However, at the same time, it was found out that 79% of the Taliban found in Pakistan were not following the religion of Islam, but the scope and name of religion was being distorted under the umbrella of Islamophobia at global level.

3. Decentralization of power for administrative reforms

According to the research, decentralization of power is an achieving factor for ensuring true democracy in the country, the system of decentralization of federal power to the lower tiers in the government is a major factor for the development in its administration. Democratic decentralization means a strategy that aims to bring about service at the closest possible level to the citizens, to improve the responsiveness level in the central government to meet the public demands in true manner. It can also bring more involvement of the lower tiers of governmental officials with the citizens and hence, in this manner they can know their interests and government can sustain its regime for the longest possible period.

In the case of Pakistan, keeping its view the administrative problems and bad governance problem, it needs to rationalize and implement the administrative structure through decentralization of power. There are various factors which can revamp the whole administrative "edifice" which is currently based on the federal-provincial and district level. Main factors

include the extension of civil service reforms and removing the gaps in providing funds to the tiers of government, especially at lower level. [5]

Another aspect is to form more practicable and functional policies for the provinces, since over the years the constant clash in the provinces has failed to establish a sustainable good governance structure. The reason is associated with the issues and problems of negotiation between federal and provinces of Pakistan effectively. This is particularly associated with the 18th amendment of 2010 in which a particular assigned authority and funds were supposed to be given and implemented at the provincial level to ensure proper functioning of administration of government. [6]

3.1. Establishment of Local governing system as a positive political aspect:

There has been a growing debate going on in Pakistan, whether to give more jurisdiction and power to the local government or not, and to amend the laws for lower tiers of government. Local government in Pakistan has suffered through decades of changes in national policies and the type of political regime in the country's history. Some provinces, however, are seriously working to amend and implement the administrative policies to improve the human development sectors while others are overthrowing the necessary funds in their own pockets and leave their provinces as it is in their regime. In the history of Pakistan, military regimes of "Field Marshall Ayub Khan"

[5] Ali, Fizza. 2021. *Global VIllage Space* . September 1. https://www.globalvillagespace.com/improving-the-rotten-judicial-system-of-pakistan/.

[6] Khan, Dr Raza. 2018. *Administrative mayhem in Pakistan.* April 8. https://tribune.com.pk/story/1680143/administrative-mayhem-pakistan.

(1950-1960), "General Zia-ul-Haq" (1977-1988) and "General Pervez Musharraf" (1999-2008) has used the system of local government in true manner in order to legitimize their own control over the country effectively. Today, during the regime of Imran Khan since August 2018, there has been widespread critical reviews going on for local government system since he has launched a fresh and new system in local government. The local government act of 2019 which is introduced in Punjab has disbanded the current local system. This new act also gave target of a limited time to Punjab government to hold new local government election till April 2020 as per the constitutional law of Pakistan. This new system also reestablished the division in rural and urban areas to launch the Metropolitan corporations for Tehsil councils in Urban and Rural areas of Punjab. [7]

The new laws have also maintained the supervisory role in the provincial governments and local government to coordinate with it to bring coherence with each other for the welfare of citizen. This needs the Chief Officer of each local government to coordinate and send information to the provincial government about the expenditure receipts and funds. In return, the provincial government can stop or sustain any resolution of local government which may prejudicing with the need of citizens.

Under the regime of Imran Khan, this new Act has also introduced the role of "Inspectorate in Local Governments", whose main role is to inspect,

[7] Malik, Amer. 2021. *The News on Sunday.* January 3. https://www.thenews.com.pk/tns/detail/768107-healthcare-reforms-need-of-the-hour.

monitor and review the progress of projects, schemes and funds associated with the human development of country. However, the only main flaw in this Act is that it has made the local government a "subordinate" to the provincial government which may hinder the implementation process as it can undermine the spirit of officials working in local government mainly because they do not acquire their own robust profit streams to work independently and on their own. [8]

The federal information minister "Fawad Chaudary" has quoted, that the local government system will be the one present in London, and Scandinavian countries in which the city mayor is being elected directly by the citizen, not by the Tehsil and union councils. In such a system, people can cast 2 votes in one time and the candidate need to achieve approximately 51% votes. Later, Punjab's senior minister, Aleem Khan quoted and said that the new local government system will be 2 tiers based and will offer administrative self-sufficiency at the grass-root level. The flaw lies in the clash between the provinces as there is no coordination when it comes to implementing laws since LG law has not been made public in Sindh province. Hence, there is a need for elected governments to be held publicly accountable as it is usually expected by the Federal and Provincial elected governments to fulfill the needs of citizens as per their interests. [9]

[8] Safdar, Muhammad. 2021. "Administrative issues and reforms in the Bureaucracy of Pakistan: an analytical study." *Global social sciences review* pp: 306-312.

[9] Suhail, Aneeqa, and Trui Steen. 2022. "Decentralization reforms in the public health sector in Pakistan." *Palgrave/ Macmillan Publishers* pp; 1-23.

3.2. Effective administration for health sector under decentralized governing system

According to the study of Lancet, Pakistan has been ranked at 154th number among total of 195 countries in context of quality of health care sector, hence, lagging the countries of Bangladesh, India, and Sri Lanka. Moreover, Pakistan is termed to have the lowest number of health workers included "the doctor to patient ratio of 1: 1300 and doctor to nurse ratio of 1: 2.7". Furthermore, with such a low number of staff in the health care sector, it has been listed in one of 57 countries in the world with critical health care workforce paucity.

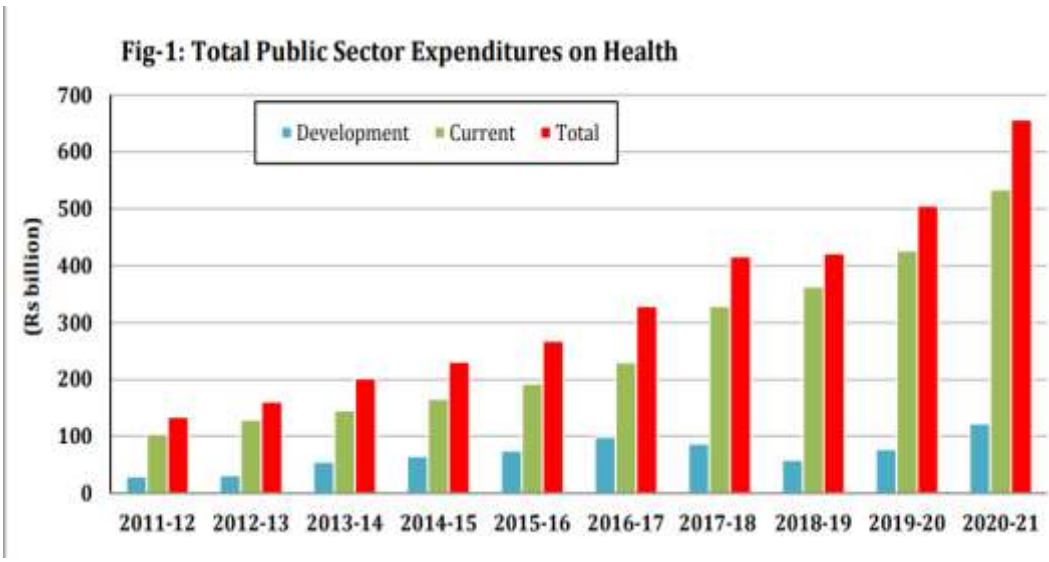
The impact of this weakness was witnessed in the Covid-19 crisis, which has reinforced the need to ensure an effective "crisis management situation" and "fast-[10]track" progress in order to establish a universal health-care system.

During the present regime of Imran Khan, major public reforms has been initiated for the welfare of citizens of Pakistan. He has re-launched the first phase of "health insurance scheme" in February 2019, which was previously being introduced by Muslim League N in 2015, under the new title of "Sehat Insaf Card". Under this scheme, families which are vulnerable who cannot afford their health expenses can benefit free treatment of up-to the amount of Pak rupees 1000000 annually in 150 both government and private hospitals. This card will benefit almost 15 million people who are living

[10] Ali, Fizza. 2021. *Global VIllage Space* . September 1. https://www.globalvillagespace.com/improving-the-rotten-judicial-system-of-pakistan/.

below the poverty line, and upon completion of program, it has been stated by the Ministry of National Health Services, that a total of 14 million families will be registered in the scheme.[11]

Figure: Public Sector Health Expenditure in Pakistan



Source: [12]

The above graph showing us the figure of expenditures in health sector by the government of Pakistan since 2011. The situation is alarming as with the huge population and low-income ratio, people are not able to manage the private health facilities.

According to the analysts, effective implementation of the scheme practically will still be hindered by the weak institutional coordination especially among the provinces and the interferences being made by the

[11] Safdar, Muhammad. 2021. "Administrative issues and reforms in the Bureaucracy of Pakistan: an analytical study." *Global social sciences review* pp: 306-312.

[12] n.d. *Health and Nutrition.* Pakistan Economic Survey 2021-2022, 203-224. https://www.finance.gov.pk/survey/chapter_22/PES11-HEALTH.pdf.

private sector and local privileged citizens. Hence, there is a need for appropriate political management in administering the health development schemes, and to manage the decentralization of funds to ensure the national coordination for a sustainable leadership role in the government.

3.3. Sustaining effective administration in sector of education:

Education is an important tool for generating human capital development in any country and is known to be a crucial pre-requisite factor for achieving viable economic growth. According to the various economic models, education has been coined as both the short- and long-term determinant for economic prosperity. But Pakistan has always antagonized formidable challenges when it comes to education and hence lack the capacity for a productive economic result. According to the Ministry of Planning and development, a scheme of "Pakistan 2025 One Nation and One Vision", includes a 3-tier agenda of an appropriate economic planning, with the combination of two important policies, good governance and the implementation which should be consistence of the proposed policies. This formula can also be applicable to the education sector as well to meet the aim of a notion of "Naya Pakistan" to meet the expectations of people. Recently, Chief Justice of Pakistan has also re-instated the Article 25A of 1973 Constitution for compulsory education of children aged 5-16 years, and an agenda of 2017 for free and compulsory education for all to lay down the importance of education sector. [13]

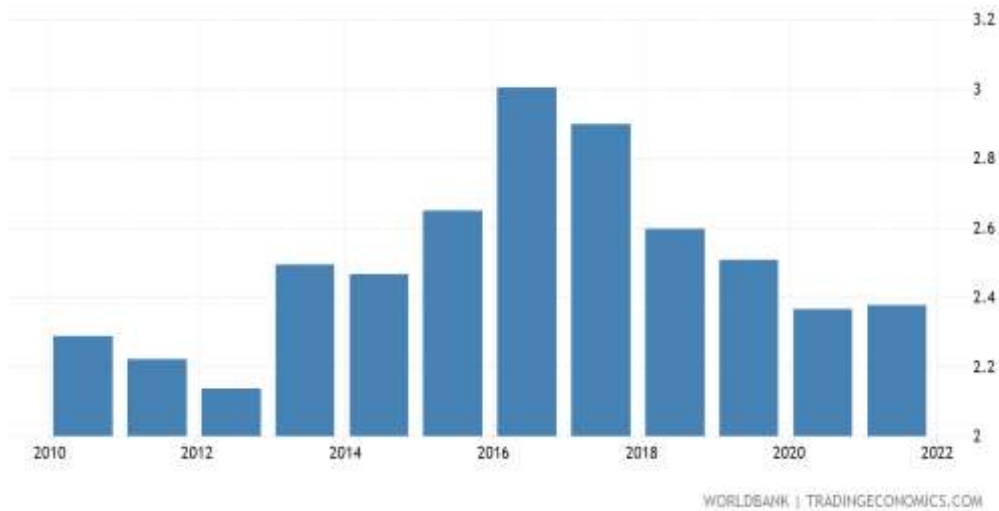
Pakistan's literacy rate is declining from 58%, according to a survey under UNESCO. UNESCO's presents indicator with reasoning through its Global Education Monitoring report. This data presents the data that 93% of children enrolled in primary level schools, but not all children complete their education. From 93% only 61 % students pass their basic education. This

[13] Rafique, Xsin, Yeni Rosilawati, and Shahid Habib. 2020. "Development of local governance and decentralization to empower citizens in Pakistan; A historical analysis." *Revista UNISCI Journal* pp; 1-14.

case is more alarming in secondary education where only 20% students complete their education out of 45% who enrolled in this level. The basic reasons for this declining ration in both primary and secondary education are the old school techniques that are taught in schools, no proper treatment for students and poor infrastructure which could tempt students. These figures show by UNESCO is upsetting and showing us the education system in Pakistan is needed to be transform and these serious problems needs to be taken care by both levels, policy formation and policy implementation.

Moreover, according to the report of UNESCO (United Nations Educational, Scientific, and Cultural Organization), Pakistan has still not been able to effectively implement the training programs in education and communication technology sector. The main reason for this decline is the lowest spending of total GDP of 2.8% in the education sector, which is less than even its neighboring countries. [14]

Figure: GDP spending in education sector from 2010 to 2022



[14] Ali, Fizza. 2021. *Global VIllage Space* . September 1. https://www.globalvillagespace.com/improving-the-rotten-judicial-system-of-pakistan/.

Source: [15]

As the above figure is showing that Pakistan's total spending on the education sector is remain under 3%, which is alarming for country's education system.

There is a need of revolution in this sector as current government of Imran Khan has already taken an initiative of developing a "Single Nation Curriculum" with an emphasis on forming a true Nation to know its Islamic roots and to attain knowledge of Islamic history and culture to face the challenge of 21st century of globalization. The study shows us the Pakistan is spending almost 2.8% of its total GDP on education sector, which is the lowest among all the neighboring states. There is a need to increase this ratio to integrate and implement the framework for better handling of basic requirements to be met at primary, secondary and tertiary level of education al-together.

4. Failure of distribution of resources that led to radicalization and poor governance:

According to Basit (2021), the process of radicalization among youth is not only constrained to the basic facility of education but is also a poor predictor alone. His studies found that the continuum of radicalization is more associated with the inferior socio-economic availability of indicators, and more importantly due to lack of governance. Pakistan is facing this alarming challenge since 2001. The author is of the view, that the pre-radicalization needs to be considered among youth of Pakistan. Apart from this, there is also a grave concern that even if all the basic facilities of life is being provided to the youth, there is no guarantee that there would be no radicalization in the world. For example, the Islamic militants of network of

[15] n.d. *Pakistan - Public Spending On Education, Total (% Of GDP).* Trading Economics . https://tradingeconomics.com/pakistan/public-spending-on-education-total-percent-of-gdp-wb-data.html.

Saad Aziz in the incident of assassination of a social worker named Sabeen Inam who was the Vice Principal of Jinnah Medical and Dental College, was being conducted by the network who had the urban background and had degrees from the renowned institution of Institute of Business Administration. Hence, these militants were more dangerous in terms of having technical expertise and ambitions. Also, the urban extremist institutions like Al Huda, or Tanzeem-e-Islami, there is a possibility that youth would continue to spill-over the violent radicalization because they are not given the answers to their problems. This fault lies at the hand of institutions in our country who could create a conducive social environment for the youth by giving them more employment opportunities, and awareness about the religious values and ideology of Islam. The "model of Loosely coupled" creates connections among the supporters of militant organizations and their empathizers. Due to this, the places of worship, and where religious congregations are more likely to target the educational institutions to do the potential recruitment, these groups include Tableeghi Ijtima, and Tableeghi Jamaat. Whereas the "the model of encapsulating" aspires to create an entire network of comparatively large organizations based on missionary ideological narratives by delivering goods and services in society to win the empathy of political and societal wings, such groups include Jaish-e-Muhammad and Jamaat ud Dawa. The group has a political party as well known as Milli Muslim League. Such political party association helps these groups to preserve their image without any issue in the society of which they take advantage to conduct their activities as they want to pursue without taking into consideration the extremist factor in their speeches or ideologies.

There is a direct link of radicalization to the economic stability and governance policies of Pakistan. The vast upsurge in the violent activities, lack of law-and-order situation, and security crisis has caused the issues in the governance of Pakistan. Good governance is about the procedure of effective decision making and how these policies are being implemented without any hindrance. Pakistan is constantly facing the threats of psychological warfare since 9/11. The Governance institute Network International in Islamabad also conducted a survey in KPK and found that the poor governance is the main factor behind the militant activities. Hence, in this manner, the militant organizations and networks of youth have contributed to the constant phenomena of poor governance in Pakistan.

Conclusion:

Pakistan since its inception relies on ad-hoc base solutions for permanent problems. The experiments in our system either in democracy or in administrative system put the growth and development in Pakistan at risk. The examinations for more provincial autonomy under 18th amendment or regimes changes defects the system unimaginable. It is indispensable to take a long term and permanent solution for socio-economic development and bring those indicators in these sectors that could influence the system and make a durable structure where the law has the supremacy and efficiency of workers is applicable. It is possible that mere doctrinal and ideological shift in countering terrorism and radicalization policies can deliver a long-term solution in the structural reforms of governance in the country. From 2030 to 2050, Pakistan's population is likely to increase from 230 million to 2080 million respectively. Since youth is the most important segment of the society, it is the liability of the government of Pakistan to spend resources on their productive development. Moreover, Pakistan's education system is not equipped with the curriculum of developing critical thinking among students due to which they are unable to find answers to their queries as they are not being encouraged for asking questions. Hence, alternative narrative to promote pluralism and diversity in society has become essential to cultivate an environment of having open communications at various educational platforms without any hindrance of societal taboos. There is a need to work on the operational strategy with cautious implementation more in order to reach at the goal of good governance in Pakistan.