

Civic Governance: Neglected Dimension of Framework of Good Governance and Democratization in Pakistan

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Abstract

Civic governance is related to exercise of authoritarian activities to address issues related to society. The crucial factor which includes in implementing effective measures of civic governance is the use of authority and how institutional members are going to establish a stable society based on rules and regulations. Good governance mainly related to civic society in any country is related to ensure security of the citizens and a promise to provide a conducive environment to lead the country towards progress. Unfortunately, since independence, in 71 years, Pakistan could not able to attain good governance framework due to unsustainable government regimes and constant corruption which led the country towards enormous debt crisis along with social, political and economic issues. This paper focuses mainly on the factors which are causing hindrance in achieving good governance at societal level in Pakistan. It has become important to address the issues in society of Pakistan because a good civic society lays the foundation for the strong economic prosperity of any country. One of the most detrimental factor has been never ending corruption, absence of accountability in institutions, nepotism. All these main horrors related to the bad governance has led to the incessant issues in the society of Pakistan like illiteracy, unemployment, environmental issues, injustice, derailed structure of educational and health institutions which have resulted into societies deprived of basic facilities of schools, hospitals, clean water to drink etc. This paper will try to address the solution how government of Pakistan can determine the sustainable and flourishing lifestyle for the civil society as this very society works as a bridge for political and social interaction. This paper will follow a qualitative methodology in which in-depth comparative analysis will be made between good and bad governance in Pakistan. Moreover it will also enable solutions for how such menaces can be removed from the country in an effective and concrete manner.

Keywords: Civic Governance, Authoritarianism, Democratization, Civil Society, Institutional Accountability

Introduction

Good governance is associated with effective and accountable inclusive public institutions, whereas poor governance is opposite of it and is mainly linked with corruption. A state where there is good governance, the institutions are tend to be strongly independent and sustained with development. Pakistan is having weak institutional system beleaguered with politically associated self-interests. Policy makers for the development has recognized that engaging a civil society can act as a

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complementary factor in order to promote and sustain good governance in any state. Hence, governments all over the world try to engage greater number of citizens in order to design programs for societal development or while making public policies. According to the definition given by the Research department of political science in London School of Economics; “civil society works for and un-coerced collective action with shared interests of the people and which excludes the government, and market from its system, though, these boundaries can often be negotiated. This terminology of civic governance emerged when the world order was changed from authoritarian rule to the more liberal democratic governing system. This transition has been seen in Eastern, Central Europe, South America and now in Africa and Asia as well which is a constant struggle against communism and dictatorship regimes and hence, resulted into civil society. In this paper, it has been researched that engagement of citizens provides effective outcomes of development, works as a buffering actor to promote peace and establish a 24/7 communication bridge between the government and citizens of country. The 18th amendment in the Constitution of Pakistan has guaranteed fundamental civil rights, freedom of speech, right to have information and freedom to build associations. This constitutional right ensures to establish a participatory culture based on civil society.

There are several ways to engage civil society which can result into good governance; which are; access to the information, program of consultation, decision making through collaborative think tank strategy, beneficiary feedback cell for citizens, and “citizens-led system for monitoring”. This paper focuses on the research that such strategies can promote governance which is transparent and which can lead towards development of a country. Governance means not only to maintain law and order situation in the country, but it also involves management of affairs related to change evolve in socio-political and economic sector. Pakistan has been plagued by constantly lingering issues related to governance. Rule of dynastic politicians have always focused in establishing a “Patronized system” in the country under which people became more and more poor and uneducated, deprived of basic necessities, bound to serve their so-called corrupt leaders because these people get burdened by them for the sake of getting bread and wages of two times a day.

Under the corrupt structural system where protective functions of the state are not effective due to presence of “Wadairas or Jageerdars” especially in provinces of Sindh, and Baluchistan, people hardly get any justice in such places. The nature of the paper is qualitative, descriptive and analytical in nature in which the relationship has been established between the independent variable of good governance which is dependent upon the civic governance and democratic system of Pakistan. This paper has focused on the recommendations, that transparent and civil society based communication system can open up the ways towards good governance. Under such system, country will achieve its true democracy where there is no impersonal system and where justice can be served in factual manner. These aforementioned yardsticks can make it clear that only with the participation of educated youth and civil society

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can fill up the loopholes created by the poor governing system in Pakistan. All these highlighted grave issues have dragged this country to an “abysmal state of poor governance”.

Literature Review

Ahmed (2016) has expounded in his research, that good governance according to Islamic view highlights the rule of justice, and to implement a just and ethical order in the state with obligation to fulfill the rights of society in proper manner. The Holy Quran has declared; “Those people, when they are given an authority, should establish a system of Zakat, Salah, and should enjoin in what is good and should forbid what is wrong in the society.” (Al Hajj 22:41). Hence, the concept of good governance is not new, and it is a process through which rulers are enforced to implement a system of “Aithesab” or equality. According to the discipline of political science, the topic of governance has become an issue when it comes to discussing a sustainable development in the country and while giving an importance to the civil society and democracy. According to the World Bank 1992 report, Governance has been defined as the type of manner in which public officials along with the institutions acquires the authority in order to shape up the public policies for providing citizens goods and services by avoiding corruption.

According to Adnan and Fatima (2018), the Asian Development Bank in 1997 considered that the true essence of any governance is the sound and justly developed management system in the country. Hence, the key dimensions of good governance includes proper legal framework, developing information and transparency system that can communicate with the people of the country in order to implement the accountability in justifiable manner. It became essential for the researchers to make people understand how dynamics of governance works and what are the flaws of governance that has led countries towards war, and what kind of strong developmental system of governance has led countries towards prosperity. Not only this, according to World Bank in 2012; “Good governance is related to the relationship between the government and citizens to whom the government is bound to protect and serve.” It became clear according to the research that the factual kernel lies in the civil society development in the country which can act as a bridge between the citizens and government of any country.

Bhargava (2015) has enlightened, that Pakistan was inherited with the British structure of civil service, military and judiciary system which was relatively weak at the time of independence. With the passage of time, country remained a whirlpool of conflicts and shifted between democratic and dictatorship regimes constantly since 71 years. Governmental system remained malfunctioned with personal interests of corrupt leaders, politicians, and even military rulers who were against the spirit of good governance in Pakistan. The present situation of Pakistan is not termed to be peaceful and affluent in nature because it faces not only internal challenges, but

external threats as well including threat of terrorist attacks. There is constant crisis of energy, water shortage, and food supply in the country that even the natural resource province like Baluchistan remains infertile and where 90% of the total population of province remains deprived of basic necessities of life. This is the country which constitutes of one-fifth of the total population of the world where almost 437 million people are living below the poverty line which means they can hardly earn one dollar per day.

Raja (2018) has explained, that according to the World Bank, NGO's linked with the civil society are known to be the private organizations which pursue activities in favor of those people who are suffering to meet their ends meet, which works for the interests of poor, for betterment of environment, and for the development of communities. Not only this, the role of civil society is associated with the changing process of policies which government formulates for the country. Such societies are responsible for the civic education, and fostering of institutional reforms in the country for improvement of quality of life of common citizen in the country. Civil society and NGO's are both linked for the promotion of pluralism in Pakistan. Civil societies in Pakistan are working for empowering women rights, social rights, rights of children, freedom to speak for oneself, promoting non-discriminative policies, freedom of religion, working for the end of corruption, nepotism, "Red-tapism" based bureaucratic system, and education of the citizens.

Toppa (2018) has described, that according to the research, there have been many debates that the civil society of Pakistan is comparatively weak, and working for its own self-interests along with malfunctioned with ethnic differences. Pakistan has had only few movements led by civil society, and even if there had few movements, they have always been curbed down by imprisonment, exile, or even killing through torture by forces of state. The language movement in East Pakistan is one such example, there was no criticism acts by the civil society and kept its role blurry in nature. Moreover, social issues got immense lack of attention during Afghan war, where accessibility to ammunition became common in Pakistan. No efforts were being made to stop the infiltration of illegal policies and no awareness was given to the people in the country by the civil society, mainly because there were violence based intimidated policies, which were forcefully imposed in the society to remain quiet and to maintain a pervasive sense of fear in the society. Hence, there are chances that the East Pakistan like situation can simmer in Baluchistan, where people remain unhappy and dissatisfied with the constant unjustified intervention of federal government of Pakistan for allocating the lowest revenues to the province every year. Civil society of Pakistan needs to breathe in order to sustain in the country and in order to work for the betterment of society. The primary goal of civil society should be to focus on the liberation of policy formulation, to share the responsibility to work for society, to develop collective interest framework without any fear of torture from the government. Only then, a reformed and effective civic structure of democracy would be able to establish in Pakistan.

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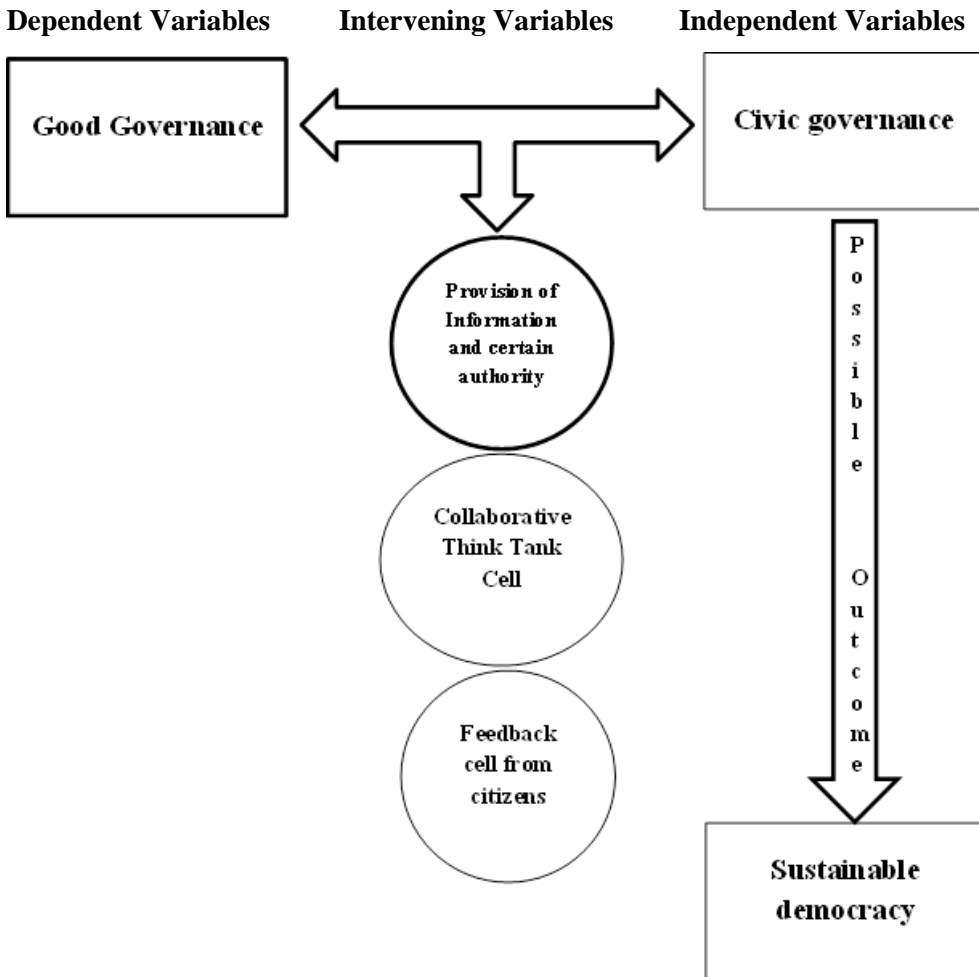
Methodology

The nature of the study conducted for this paper is qualitative, descriptive and analytical in nature. In order to conduct research, the secondary sources have been used from authentic and reliable journals, books, along with newspaper articles which mainly focused on the analysis of policy formed related to civic governance in Pakistan and its impact on country's democracy and development.

Theoretical Framework

A theoretical framework has also been established in which the relationship has been established between the independent variable of good governance which is dependent upon the civic governance. However, it was found out, that if intervening variables should be added in between the dependent and independent variable, then by establishing a possible link, solutions can be proposed in establishing an effective framework for civic governance leading towards development of Pakistan. These intervening variables include provision of information and certain authority to civil society, collaborative think tank system, feedback cell from citizens. According to the research, it was found out, that by implementing this framework, there can be possibilities and outcomes can be gathered for an effective civic governance in Pakistan which will be valuable for country's developmental institutions and sustainable democracy.

Pictorial depiction of theoretical framework



Historical Background of a relation between Civil Society and Good Governance

The idea of civil society leads to the ancient roots for survival of a man in a cohabitated manner. Human communities from the very start have always required cooperation among each other in order to survive. Hence, civil society was therefore organized to bring out the improvement in the societies for the people who strive for their basic necessities and for their survival. The term of “civil society” was given by the Greek philosopher Marcus Tullius Cicero who stated that “humans are having the capacity to live together in order to work for making a society a better place to live”. Similarly, according to the idealist and a philosopher George Wilhelm Friedrich Hegel who established and gave the concept of civil society and state distinction in 17th

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century; “a self-organized civil society would only be able to work for common good of society only if it is evenhanded by the government, otherwise, it will become self-interested and would not work for betterment of the society.” (Ali, 2006)

During 17th and 18th centuries, there was a sudden increase in civil societies especially in non-governmental organizations (NGO's) worked for ecological issues, human rights, women rights, gender issues, and well-being of communities. Civil society organization have become voice of the marginalized people especially in the third world countries. In the last two decades, civil society governance system has markedly progressed and worked in implementing effective political discourse. Moreover, theorists like Alexis de Tocqueville and John Locke stated that civil society works less in relation with the market and is more associated with political factor. They both emphasized and linked the civil society with the government or democratic institutions of a country. Also, for Hegel, there is a direct relation between the state and civil society, although, the relation is full of tensions and conflicts. Civil society is basically a self-organized society which works outside the realms of state or governmental power and market interests. Following are the basic components of a framework in which civil society works:

- **Institutions:** It constitutes such institutions which are established under structural framework and is bound by the laws. For example, an institution of political decision making is known as democracy, in the case of legal issues, a judiciary or legal system under the rule of law has been established as an institution, in the case of social issues a citizenship is an institution, and institution of media is in case of communication of information.
- **Organizations:** second component which is essential for a civil society is the formulation of particular organization. These would be specifically non-profit organizations, or voluntary based associations which work for the betterment of a society and works as a “voice” of the citizens.
- **Individuals:** third component is citizens or participants who voluntarily works for the supporting cause, social events by utilizing their skills and talents and works as a bridge between the society and the government.

Democracy is basically the combination of two words; “demo” means people and “cracy” means power. It is a political system of a country in which a government is selected mainly by the people. Civil society tends to be an important and crucial factor when it comes to leading democratic movements. These democratic movements are revolutionary in nature, but it attempts to implement a structure of governance

according to the will of citizens and serve as an essential movement towards civic culture and governance based on sovereignty and modern principles of giving freedom of speech to people. These movements have acknowledged the rights of an ordinary citizen for equal rights. (Rafique & Rosilawati, 2018)

Civil Society in Pakistan

After independence, civil society of Pakistan initially started to help the migrants who came from India. Afterwards, these societies expanded, and started to work to promote welfare services such as to eliminate poverty, issues related to health or education, enabling water sanitation services, environmental issue, or other issues related to the wellness of human beings. It should be noted here, that the flaws in political system and its uncertain law and order institutions can lead towards budding strong type of civil societies in any country. (Ahmed & Basit, 2012)

The political account of civil society dates back to the regime of General Ayub Khan's era, who laid down its foundation when he won the election in 1965 by creating controversies against Fatima Jinnah, hence, this act led to many protests against him and many working class groups including traders, labors, professionals appeared in front line as a result of such protests who with zest started to work towards civil societies in the country. Moreover, the monetary policies during Ayub's era also created an immense gap between rich and poor. But all these protests went into vain, as country fell into another dictatorship regime of Yahya Khan. However, under the populist leadership style of Zulfikar Ali Bhutto, many civil society organizations were formed which included women and students as well. Bhutto became the first elected leader of Pakistan and he gave a lot of support to the civil societies of Pakistan. After this, during the regime of General Zia ul Haq, the civil society organizations fell into tensions and forceful repressed policies under Islamization, by creating hurdles for freedom of speech or freedom to express thoughts, which created an impetus for sectarian conflict in the country. Zia's direct assault on the civil society organizations meant that he stood against students, trade unions, labor unions, lawyers, and other professionally built associations who were working for the betterment of society and for the democratic sustainability of the country. However, under Zia's regime, the rational voice of justice was shut down and this purge continued in Pakistan under his supervision till his demise. (Khan D. R., 2018)

The civil society of Pakistan has been constantly grown in last two decades. These societies have worked for social rights of women, children, and even on third gender issue in the country. Recent focus has been established on the rule of law and in structural development of the rural areas of the country. Many civil right movements under the supervision of civil societies has toppled down the government of Ayub Khan and Zulfikar Ali Bhutto such as through activists of labor unions and student rallies. Apart from this, with the passage of time, the type of these civil rights movements evolved from common citizens to even judicial members, for example, the Black coat protest or the Movement for the restoration of judiciary was led by the

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lawyers of the country against the Musharraf's regime when he unconstitutionally suspended Chief Justice Iftikhar Muhammad Chaudhary in March 2007. However, the question here still rises, that the lawyers alone cannot do much without the support of citizens. This movement could not be able to succeed, if there would have been no support from the civil society, corporates, business elites, and various other NGO's along with the activists on social media who made this movement successful. (Ramzan, 2015)

Pakistani civil society worked efficiently during the democratic regimes when the liberty and certain authority was being given to them. The constant poor governance in failing to achieve promises for giving public goods and services to the citizens of the country on the basis of equality, has actually flourished the role of civil society in the state. The role of civil society can be examined by establishing its link to several issues which the country is facing since its inception.

- Civil society and inclusion of women: A perception in the society of Pakistan that "a daughter is neither a provider nor a protector" of her family created a gender gap in the society of country. Not only this, feudal system also worked as a fuel in this fire which never allowed daughters to attain education and to work for the betterment of her society. She was only forced towards child marriage and nothing else. These factors created a deprivation in the society of Pakistan especially with the factor of Male dominancy and supremacy. Hence, history of women activist's movements in Pakistan started with the voluntarily participation and struggle at the fore front when Begum Rana Liaqat Ali Khan established the Women's Volunteer service for Refugee Rehabilitation and the All Pakistan Women's Association for working of the longer terms issues related to women rights. The first phase of women movement began in 1960's for the demand of family laws by the NGO's and the second phase started in 1970's when the prejudiced laws were established against women which led towards anti-Zia movements of 1980's. Women fought against the Hudood Ordinance, in which they argued that many aspects of this law are misogyny in nature. Other successes of women activism includes the formation of law for the mandatory death penalty of those who conducts a gang rape, and this law was formulated in 1997. Moreover, PAIMAN Alumni Trust is a network of women which conducts research and awareness and other media campaigns for the capacity building measures in country. Nevertheless, women do face struggle and criticism from the society but they are persistent in striving for their rightful position in the society. Associations like Sughar Empowerment Society and Color my World are also working for the rural areas and slums living in the country for capacity building mainly for women.

- Civil Society and health sector: Pakistan has faced numerous challenges when it comes to health sector such as, pricing and quality of medicines, astoundingly expensive surgeries in which poor class has never given any facilitation, along with challenges in creating awareness about the diseases especially the epidemic diseases.

Hence, to address such problems, the largest NGO of Pakistan known as The Family Planning Association has worked towards ensuring that the people would get better health facilities, and has also evolved in contraceptive awareness program especially in rural areas of the country. Similarly, in 2009, the famous multinational company of Procter and Gamble Pakistan and NGO of Save the Children collaborated together to work for the construction of 100 facilities of sanitation in 100 days across the province of Sindh, Punjab, and Baluchistan. They have also aimed to create awareness movement in 40,000 primary schools of Pakistan.

- Civil society and education sector: For any state, providing education facility to its citizens should be the foremost priority and it is known to be the vital signature of development of any country. Any state cannot be termed as “developed state” if it has not articulated effective education policies for its citizens. Pakistan has experienced long neglected education sector and more than half of the total population of children almost 5.1 million are deprived of education facility in veracity. This is the second highest world deprived children in the world for primary education. Moreover, in rural areas, from 20%, 2 out of 3 girls do not even go to school. Education system has been immensely discriminated between rich vs poor class, private vs public education institution. Lack of education is the main reason behind continuously ongoing street crimes, unemployment, and poverty in the country. Hence, due to this reason, many NGOs have keenly worked for promotion of both Urdu and English medium public schools in Pakistan. However, there is a constant conflict between civil society organizations and government of Pakistan when it comes to implementation process. For example, when Sustainable Development Policy Institute tried to formulate and execute the Citizen Report Card in the slums of Islamabad, in order to analyze the quality of education that is being provided to the public schools, the federal government tried to slow down the process in 2011 mainly because the authorities do not want to expose their ineffectiveness in the education sector.

- Civil Society and factor of Terrorism: The role of civil society in Pakistan when it comes to the issue of terrorism cannot be denied in countering radicalization. Civil society organizations have worked towards derailing down the impact of terrorist forces in the country through media awareness, rallies, research conferences, through poster campaigns, and by filing online petitions as well. Media channels play vital role in raising the issues related to citizens and is working efficiently for the democratic rights and against war on terrorism. It is considered to be an active part of civil society organizations and is effectively creating awareness among the public about the risks and true picture of the governmental policies. (Bhattacharya, 2016)

Why it is difficult to implement civic governance in true manner that can lead towards good governance and sustained democracy in Pakistan?

The answer to this question lies in the sincerity of leadership styles carried in this country. If there would have been effective implementation of the policies for inclusive institutions and capacity building measures would have been taken with

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loyalty and sagacity by the leaders of this country, it could have seen a sustained level of democracy and development. The country remained a victim of patronization, where leaders have never focused on "what is good for the common majority people", rather they have always focused on "their own self-interests and their duty-bounded supporters,"

Also, if opportunities for the job would have been appointed on the basis of merit system, rather based on connections, nepotism, and if tax evasion could have been stopped, if law enforcing agencies could have fulfilled their duty of giving justice to people, and if there would have been no intervention from the political parties in the developing institutions, then this country could have seen the array of light of hope, nevertheless, this could never happened. (Sattar, 2011)

In Pakistan, the leaders have always played a game of conflict between the individual and collective interests. Policy makers never kept abided by the rules and laws and moreover, the Constitution of Pakistan which clearly states that fundamental rights are to be given to every citizen regardless of race, culture, caste, or ethnicity. Unfortunately, the institutions of this country have never worked efficiently for the collective goods of the state, as compared to what civil society is doing for the betterment of society.

Good governance with the collaboration of civil society organization should be the prerequisite for generating social harmony, law and public order, political and economic stability, social prosperity and certainty to every citizen about the possible successful future. This collective approach ensures to deliver the fruit of development evenly to all the people in the country. Good governance with inclusion of freedom to speak in favor of citizens and their problems needs to be addressed through civil society which is required at all levels of state institutions. (Islam & Farmanullah, 2015). In Pakistan, people who are at the helm of affairs, need to recognize that good governance is more than meagre supervision. It is not just about decision making process, or policy formulation, but it is also about giving priority for the common or collective interests of the citizens and it is not only about implementation of these policies, but to analyze the results or feedback from the citizens as well which can be done through civil society framework. Transparency, justice and rightful judiciary system, merit based employment opportunities and rule of law are important mainstays of good governance and for sustainable democracy in the country. (Syed, 2013)

Analysis and Recommendations

According to the research, if the provision of authentic information and capacity building development is ensured to the citizens through civil society, then it can lead towards more awareness and willingness of the citizens to work towards developmental programs for the country. This will also enable the citizens of Pakistan

through civil society to monitor the progress and functioning role of any government. In this manner, citizens will be able to raise their voices and concerns through feedback cells which can be established between the civil society and government that can act as a bridge for problem solving issue. This strategy of giving feedback to the government for the policies implemented, will reduce the corruption, but this can only happen, if the certain amount of authority is given to the civil society to share the information with the citizens for their own common interest. This feedback is associated with the delivery time of services, and improved operational performance as well.

Collaborative decision making means the projects which are based on utilities, community demand-driven projects, in which participatory budget allocation can be allowed from responsive action, or to ensure health services in the society. For example, current scheme of donating for the Kalabagh dam has been initiated by the government in collaboration of the judiciary body, in which civil society is also playing an effective role in collecting the donations for the construction of dam. Moreover, apart from civil society organization, media also needs to take serious obligation and should not create news of sensationalism and should not act as a platform for creating biasness among citizen's point of view through fake information. This is the responsibility of the media that they should air information based on evidences in order to create an effective impact in the society that can lead towards development eventually.

When it comes to the responsibility, it should be noted here, that that civil society organizations which includes various NGOs will also need to come out of their "comfort zones of donor- funded projects" mainly from the elite or powerful business class people, and should propose policies for the betterment of society in true manner. These organizations need to form strong policies and coalitions with the government to ensure civic governance in the society, and to remove corruption, and should ensure the system of equality in every institution of the country. These organization should not focus on the projects only, but should focus on the issue itself in order to remove the conflict from the roots itself through strong advocacy power and by pressure-building campaigns which can bring about change. Apart from this, educated class, business corporations, traders and union associations will need to become an integral part of the debates or societal issues, and should establish and demonstrate their commitment for the economic and social development of Pakistan.

Intellectual society of Pakistan including teachers, professors and lecturers should create a strong irresistible barricade in political interference in educational institutions, and should establish networks with other intellectual groups to diminish diversity of all kinds that can work as an impetus for creating conflict in the society. Citizen led monitoring system should be established in Pakistan in an effective manner, for example citizen report card program was not successfully implemented in the slummed area of Pakistan, and it was stopped by the government itself. Such

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monitoring system should be carried out, in which citizens and community scorecard system for social audit can be conducted.

Recently, Prime Minister Imran Khan has announced an E-Governance system for answering the problems of a common citizen efficiently through technology. However, it should be notice here, that “Digitisation” is a tool but it is not the solution; it can be considered as a means to an end, but not the end itself. Technology itself cannot solve the fundamental challenges faced by the citizens of Pakistan. Moreover, if there would be wrong data in the revenue records about any possession of the property or agricultural land, then it can become difficult to solve the issue in a proficient manner. Such governance loop-holes need to be addressed before time in order to ensure justice in the society.

The judiciary system of Pakistan should regulate and needs to do a crackdown operations against corrupt leaders, which can generate quick justice at the societal level, it should also increase the pace of “suo-moto notices” especially on social and economic issues. When government and civil society works together, it will increase institutional responsiveness, it will lead towards better budget allocation and utilization, and it always ensure better delivery of public services mainly because people starts to speak for themselves either through revolutionary movements or through other mediums like social networks etc.

Conclusion

Pakistan is still at a brink of dismal juncture, and the country needs a certain level of political maturity in the form of good governance. The government of Pakistan needs to provide a working space for civil society organizations in order to ensure stability and development in the country. The society of Pakistan is in dire need of “sensitization” and “awareness” about numerous social and political evils which have always kept the community deprived of basic rights and necessities of life. Civil society organizations need to assert their voice for working towards sustainable institutions of the country in order to fight against the self-serving and unresponsive corrupt system. It is unfortunate for Pakistan that civil society has always remained repressed under the strict governmental barriers and hurdles that have been created in the projects for human development. The payoffs by investing in the citizen engagement programs or in civil society of Pakistan can be ensured only through good governance in Pakistan with increased social inclusive institutions which can focus on the capacity building projects.

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