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Emerging Paradigms of Governance: Analysis of the Changing Governance Landscape in Pakistan

[1]Sadia Malik*, [2]Muqadas Saleem and [3]Dr. Muhammad Mudabbir Malik

1. Visiting Faculty Member, Department of Political Science Bahauddin Zakariya University Multan, Punjab, Pakistan
2. MPhil Scholar, Public Administration, Department of Political Science Bahauddin Zakariya University Multan, Punjab, Pakistan
3. Visiting faculty Member, Department of Political Science Bahauddin Zakariya University Multan, Punjab, Pakistan

| ***Corresponding Author:** | mudabbirmalik@gmail.com |

ABSTRACT

This study focuses on the contemporary paradigms of governance and its applicability for public sector, comprising on the evolution of paradigmatic governance and Pakistan's historical contribution to adopt these governance approaches. As governance has become a popular jargon in governmental affairs and political process. With the development of globalized world and the emergence of new technologies, countries like Pakistan is endeavoring to modernize their institutions and governance mechanism to confront complex challenges. This study utilized qualitative approach by reviewing secondary sources. Our general conclusion draws on theoretical description of governance approaches. Thus, it can be stated that these emerging paradigms are the new doors of governance that provide efficient public service delivery, responsive and transparent bureaucracy and also improve the efficiency in resource management. It is recommended that there is the necessity of applying administrative reforms including new form of institutional structures, collaborative policy networks and contemporary governance paradigms within the state.

| **KEYWORDS** | Governance, NPM, Pakistan, Paradigms, Public Administration, Public Policy |

Introduction

Since its independence in 1947, Pakistan has faced numerous problems including weak law and order situation, political instability, state fragility and corruption. These issues and challenges put a heavy burden on newborn state. Thus it needs an overhaul transformation in its inherited governing institutions. To bring new governance paradigms and transform the despotic colonial system into democratic governing system, numerous successive but unproductive efforts were constituted with the help of international donor organizations. Unfortunately, Pakistan always reluctant to adapt change and such reforms were partially implemented (Malik, Yaseen & Muzaffar, 2023). Although, in this innovative world, the contemporary governance paradigms and new governing concepts change the daily functions of the state. Under the umbrella of globalization and democratic ideal, citizens are now well informed and better educated, can make rational choices and willing to transform the traditional governing elites. The increasing interconnectedness, world-wide communications and closer connection between organizations, people increase the expectations toward state for transparency and accountability. It is a fact that globalizations changed the context of the governance as now economies are more interdependent and governments are more complex and multifaceted (Muzaffar, Fern, & Yaseen, 2023)

In the debate of emerging paradigms of governance, democratization also become a great force in this new world order. In 1974, there were three out of ten nations in the world that could be classified as democratic countries, then in 1994 there were six in ten nations while in the beginning of 21st century that number has been growing (*Report on the*

Observance of Standards and Codes (ROSC) : Corporate Governance : Country Assessment - Pakistan (English), 2018; Vasudha & Stoker, 2009). Thus, in this new landscape of governance, democracy has a universal value won respect due to its fundamental human rights approaches. Consequently, the rise of democracy also paved the way of good governance practices. Despite this, we live in a more challenging world where the restructuring and reorganizing of public institutes, network coordination and coalition is mandatory in this interconnected world. But unfortunately, Pakistan remains stuck in its inherited governing orthodoxy that lead to mal-governance practices.

In order to understand new approaches of governance and it's applicability, the present article examine the evolution and development of new governance paradigms, it also evaluate the important governance obstacles in Pakistan's economic, political and social development. As governance obstacles and traditional governing approach limits Pakistan's ability to embrace new governing models and approaches for growth and development. This article also focus on the importance of contemporary governing ideas and new institutional models that are more appropriate and convenient to satisfy the needs of common citizens in Pakistan. It identifies various governance failures and public problems that require optimal policy options from government with the cooperation and coalition of different policy networks in Pakistan's fragmented governing systems.

Also, this paper endeavors to describe the philosophical governance paradigms, its basic ideas and assumptions and also its applicability in Pakistan's political, social and economic context in order to analyze the governance practices in public sector organizations.

Framework

Governance is conceived as the process of governing or the exercise of authority to manage country's political, social, economic and administrative affairs at all level to improve the quality of citizen's life within the state. Generally, governance is based on the institutional structure of executive bodies (bureaucracy, departments), legislature and the judiciary. Whereas bureaucracy provides continuity to the policies because legislatures and politicians change at regular intervals. In the debate of governance, it provides accountability, transparency, participation, justice and rule of law. To achieve these prerequisites, governance needs strategic thrust and public sector reforms that revolve around efficient resource management, organizational restructuring and reengineering, institutional reforms, professionalism in bureaucracy, judicial reforms and efficient service delivery. While talking about the governance dilemma in Pakistan, it is the most prominent constraints to country's progress toward achieving socio-economic prosperity. This paper discusses the emerging paradigms of governance and also analyze the governance reforms in Pakistan. Its objective is to develop a greater understanding of governance landscape and helped to highlight the constraints in the implementation processes of new governance approaches. Also, this article aims to evaluate the role of bureaucracy in catching up the contemporary governance paradigms in Pakistan's public sector organizations. For this, present paper describe seven contemporary approaches of governance, it begins from classical governing system and trace it down to postmodernist and contemporary governance paradigms focusing on the role of bureaucracy and the changing relationship of civil society actors in public policy process.

Literature Review: A Theoretical Perspective of Governance

Public Administration has witnessed a handful of paradigms shift when Woodrow Wilson's (American academic and Statesman) presented politics-administration dichotomy in his influential article "The Study of Administration" in 1887 (Wilson, 1887). Actually, Wilson was deeply impressed by the work of F. Goodnow who was the strong advocate of separation between politics and administration. Wilson's ideas also reflect the ideas of Luther Gulick who profound the principles of administration and also coined the word

"POSDCORB" that is planning, organizing, staffing, directing, coordinating, reporting and budgeting (Denhardt & Denhardt, 2015). In this era of study of administration, main focus was on the functions of organization and capacities and expertise of bureaucracy. It is believed that these scientific principles of administration can enhance the efficiency and effectiveness of both governments and businesses. After the principle of administration by Gulick, F.W Taylor (father of scientific management) also published "The Principles of Scientific Management" in his study of "Time and Motion" in 1909 (Muzaffar, & Choudhary, 2017)Taylor, 1911). In this, he was more concerned about the scientific methods to make an organization efficient and productive. The scientific management theory gave the rise to other classical organizational theories. The other paradigm of administration was anchored by Herbert Simon who challenged the classical theories and profound the logical positivism in public policy making process. He gave the idea of bounded rationality in decision making process in which decision makers are rational but bounded by the limited information and the interests of other. He called this "satisficing" with the combination of two words "satisfy" and "suffice"(Simon, 1989).

Although, during the study of various principles and theories of management, the Weberian bureaucratic approach seek the attention of the scholars toward civil servants and bureaucrats. In this, he instituted the belief that bureaucrats are rational, professional and nonpolitical government body who work within an organization, have a hierarchal structure, clear rules and regulations and line of authority. However, in the analysis of governance/administration paradigms, Pakistan's governing structure has suffered a slow institutional development. Pakistan was adopted the institutional reforms of developed countries in which civil servants remained an integral part for service delivery and administrative functions. Under the umbrella of political leadership, the system adopted governance reforms and modernization in public sector to achieve organizational efficiency and top- quality bureaucracy. But soon, bureaucracy come under the influence of politicians and these politicians use bureaucracy for their personal interests. Consequently, this make the bureaucracy controversial and questionable. Furthermore, the political instability and despotic pressure on civil servants limits the capacity of civil servants.

As a result, this bureaucratic incompetency was unable to achieve the ideal state of bureaucracy as well as Weberian bureaucratic approach. Although, it is a fact that bureaucracy has a direct connection with economic development, social justice, people welfare and efficient public service delivery. However, like other developing countries, Pakistan also endeavors to bring governance reform to make public organization capable for meeting international organizational standards for socio-economic progress (Ahmad & Esposito, 2022). Fiscal imbalances, macro-economic crises, inflation, inequality, corruption and terrorism demand dramatic bureaucratic reforms because bureaucratic failure leads to governmental failure. But unfortunately, bureaucracy in Pakistan is still facing the problems of corruption, elitism, inefficiency, arbitrary decision making and mainly the colossal decline in professionalism. Although, to overcome these public policy problems, many scholars recognize some hybrid governing techniques as they discontented with the limited scope of traditional governance landscape. They suggest some synthetic governance approaches, their brief description is below.

New Public Management as an Emerging Governance Landscape

In reviewing the orthodox governance literature, there is a need to bring reforms in these crisis-ridden public sector institutes. The large and emerging economies such as Australia, Canada, New Zeeland, China and UK introduced public sector management reforms that emphasized the changes in economic, social, political, technological and administrative environments to bring radical changes in public administration and management system. The core purpose of these changes was to improve the functions of government and service delivery that mainly focus on the efficiency, economy and effectiveness(Metcalfe & Richards, 1990). Emergence of managerial mood in public sector

stressed on the production engineering and management in governance. Although, New Public Management dominated in the late 1980s, this paradigm essentially captures the structural, institutional and managerial reforms in the public services to implement management approaches and techniques in public sector. Basically, NPM is an ideological managerial thought borrowed from private sector and implemented into public sector. This paradigm shift from orthodox doctrine of administration to New Public Management also mentioned in Clarke and Newman's book "The Managerial State" in which NPM transform the state into managerialism.

The traditional approaches of organization and public delivery services were mainly focused on the principles of administration, bureaucratic hierarchal order, centralized structure and direct control while NPM provide market based public services and make the work of public sector as businesslike (Fattore et al., 2012).   However, NPM reforms is successful in some countries and unsuccessful in others. Most of the developing countries adopted NPM due to their economic crisis and limited political will. Additionally, fiscal imbalances, policy deficiencies, bad governance, large scale corruption, lack of transparency, feeble government capacity, inefficient public services, low productivity and political instability, all lead to economic crisis as well as state crisis. Thus, this compel the crisis states to implement complementary public administration and management reforms (Bureaucrats in business : the economics and politics of government ownership 2013) . In Pakistan, the idea came through international organization such as World Bank, UNDP and IMF under Structural Adjustment Program (SAP). NPM reforms implemented in the late 1990s when government privatized large-scale State Owned Enterprises (SOEs) and also sale major public businesses. These reforms include the privatization of public banks, Government Transport Service (GTS), Pakistan Telecommunication (PTC), foreign currency deregulation and also fragmentation of WAPDA into different electric supply companies. Moreover, under the NPM model, Pakistan also bring reforms in Higher Education Commission (HEC), National Disaster management Authority (NDMA), and Telecom Regulatory Authority (TRA) and promote managerialism and professionalism to achieve efficiency and effectiveness (Zia & Khan, 2013). However, Pakistan has witnessed inadequate desirable outcomes due to political instability, sluggish bureaucracy and dominance of traditional public administration approach. Globally too, it is consider that NPM overemphasis on business methods and private sector techniques. Painter (1988) argued that there is a risk in implementing private sector techniques into public sector as both have different context and environment (Painter, 1988)

New Public Governance (NPG)

In the era of globalization, now public policy problems have become more complex, relentless and wicked. These complex and wicked problems demand solutions created by cooperation and coalition of multiple actors rather than a hierarchal process in public service delivery. Policy networks and policy communities play a vital role in the development of government capacity, identification of complex problems and also in the process of collective action. However, emerging paradigms of governance and contemporary approaches of public policy highlight the role of networks coalition in decision making process. After the publication of Hood's master piece that present the idea of New Public Management, evolution of New Public Governance (NPG) paradigm assembled by Stephen Osborne to tackle the problems of policy implementation and public services delivery within the pluralist complexities of the state (Hood, 1991). This alternative discourse of governance firmly associated with institutional and network theory where multiple interdependent actor collaborate and participate in delivery of public services and policy making process. NPG is a citizen oriented governance approach rather than relying on fix rules and regulations and complex bureaucratic hierarchal order. Thus NPG is the product of complex, plural and fragmented policy space in the twenty-first century. Additionally, NPG intend to formulate a participative and deliberative form of democracy to solve complex public policy problems and also develops the state capacity (Pereira & Ckagnazaroff, 2021). NPG

paradigm place the citizen at the center of public policy making process. NPG is an organizational interaction among different collaborative actors in a pluralist state where these actor articulate public policy process.

New Public Service (NPS)

The present article traced the orthodox paradigms of administration and the changing perspective of governance from old public administration to new public management (NPM) and new public governance (NPG). In contrast to these influential models of administration, there is another alternative model, the New Public Service (NPS).

Like the New Public Management and New Public Governance, the NPS also has some distinctive features and many scholars and practitioners also have agreement and disagreement to this approach. Although, this mainstream model have some distinctive elements and ideas that make it as a normative model and also differentiate it from others. Primarily, NPS focus on the role of civil servants to serve citizens and to meet their demands rather than to steer and control the society (Denhardt & Denhardt, 2015). Here, the responsibility of bureaucracy is to help the general public and also cater their needs.

The New Public Service model undertaking the notions of (a) democratic citizenship, (b) models of community and civil society, (c) organizational humanism and the new public administration, and (d) postmodern public administration. Moreover, public mangers need to acquire skills for strengthening citizen engagement and also should have expertise in negotiating, brokering and resolving complex problems of citizens rather than controlling and steering them. To address these complex and wider societal needs and to develop sustainable solution, a governments should be transparent, accountable, and responsive and also serve the interest of the citizens. While accountability should extend to elected officials as well as public managers especially in the allocation of resources and management of public budget. Essentially, New Public Service model stress on the importance of bureaucratic ethos, focusing on the values and motivation of civil servants in the provision of public service delivery (Denhardt & Denhardt, 2015). Although, Pakistan tries to reform public sector organizations to make them effective and efficient to raise the level of public service performance. Pakistan experienced the regulatory regime and also make devolutionary efforts to overcome the fiscal imbalance, public finance crisis and economic vulnerability. Also, Pakistan intended to improve the work of bureaucracy by adopting crucial policies through deregulations, accountability, transparency and other measures to check the efficiency of the public servants. However, it is necessary to formulate capacity building measures in public servants as NPS comprehensively focus on attitude and motivations of public bureaucracies.

New Value Management (NVP)

The emergence of Public Value Management paradigm is becoming increasingly important due to its democratic and inclusive mood in term of policymaking and practice. The idea of public value associated with the social interaction and communication among actors and groups in an organization.

PVM approach was projected by Moore in his seminal work "Creating Public Value: Strategic Management in Governance" in which he proposes that the aim of public managers in public organizations is to create public value. He also provides innovation and creativity in public sector and also offers a solution to public passivity in the orthodox governance paradigms. Public Value can be defined as "the value created by government through services, laws regulation and other actions" (Davis & West, 2009). NVP proposed that corporations, CSOs, public organizations, interest groups, associations, unions and universities should collaborate and build a productive social system of human life. Public value as a model of public administration is a market-based concept of recognizing and realizing "results for citizens".

As today, in the era of globalization, societies confront more complex, contested and wicked problems such as climate change, poverty and pandemics, so NVP moves beyond economic efficiency and effectiveness in policymaking and governance mechanism. It encourages public motivation and citizen engagement and also rejects rule-based practices in public sphere. The notion of PVM is associated with the concept of "Network Governance" which encourages public partnership, build successful and sustainable networks and collective leaning processes as a core objectives of public services. Though, the emergence of public value management approach portrays an extensive administrative transition in orthodox administrative models and the so-called new public management approach with its focus on economic wellbeing and financial efficiency (Davis & West, 2009). In this new paradigm, government plays as a guarantor of public value, especially democratic values while citizens, businesses and non-profit organizations also has a special role as active problem solver (Bryson et al., 2014).

Corporate Governance (CG)

In the debate of governance literature, corporate governance as a new paradigm concerned with the role of stakeholders and also its impact on collective welfare society. However, the OECD (1998, 1999) describes the twofold roles of corporate governance.

Firstly, corporate governance is a governance approach in which shareholders, employees, managers, customers, and stakeholders interact with one another and also formulate corporate strategies (Bryson et al., 2014). Secondly, it encompasses the public policy and legal regulatory framework for the development of appropriate and effective systems of governance. Hence, corporate governance covers the manner in which microeconomics efficiency of a firm can be improved, also affect the functioning of capital markets and influencing the allocation of resources. However, corporate governance has become a matter of global importance in the last two decades due to East Asian Financial Crisis and large scale corporate collapses in United Kingdom, United State and Europe that propelled CG to the fore and also seek the attention of regulators and policymakers to improve governance structure in companies. Since 1992, with the publication of "*Cadbury Code of Best Practice"* and the "*Report of the Committee on the Financial Aspects of Corporate Governance" commonly* known as the "Cadbury's Report", more 400 corporate governance codes have been published in different countries with different principles, rules and regulations and standards to improve the CG practices.

Corporate governance has become a major policy concern in Pakistan. Therefore, Securities and Exchange Commission of Pakistan (SECP) and State Bank of Pakistan (SBP) also implemented codes of corporate governance in order to improve the firm governance, strengthen the internal and external audit functions and other good governance practices according to international standards. Furthermore, government also implemented many important policies to improve the institutional framework of public sector as well as private sector companies, including the enforcement of Companies Act and the Listed Companies Regulations in 2017. But unfortunately, many companies take these measure as an unnecessary and expensive compliance practices, as a result they have not always accepted the challenges of improving corporate governance (Report on the Observance of Standards and Codes (ROSC) : Corporate Governance : Country Assessment - Pakistan (English), 2018).

E-Governance

Recently, there has been a great deal of both policy makers and scholarly interest in e-governance in public sector organization to improve public service delivery and to promote societal well-being. In governance landscape, e-governance is seen as a critical approach for improving the performance of government and enhancing the government's legitimacy with citizens.

Being in the Information Age, the emergence of information and communication technology (ICTs) has brought transformation in the sphere of public administration and governance. Sakowicz defined e-governance as "the use of information and communication technologies (ICT) to transform government by making it more accessible, effective and accountable (Sakowicz, 2003). After the electronic revolution, debate about transition and innovation in governance model in public administration came to the fore. The notion of e-governance is considered to be an advanced model of an innovative state and represents a network-based transition among multiple actors in a society. Although, governance aims to provide public services with the collaboration of different social, economic and political actors thus the development in information and communication technologies in public administration paved the way for e-governance and has gained great importance (Noone et al., 2021). Therefore, e-governance came into being as a reformist approach in public administration as it is the reformed form of the new public management (NPM). E-governance is the electronic dimension of governance that is participatory, democratic and synergy-based network governance system in which ICTs are used more extensively.   In e-governance too, the principles of good governance such as participation, efficiency, effectiveness, productivity, transparency and accountability which are essential for every public organizations, can be made more functional by integrating the technological capabilities into governance to make a state more democratic and participative. To sum up, e-governance allows a good governance, create a stronger understanding of democracy and improves the public service by restructuring the structure and process of administration.

Era of Digital Governance (DG)

From the Digital Governance literature, Dunleavy, Patrick, Margetts and their other colleagues declared the replacement of the NPM with an emerging Digital Era Governance (DEG) model and also investigated the relationship between internet, politics and public policy (Margetts & Dunleavy, 2013). The Digital Governance model place digital technologies at the centre of government where governments focus on the integration of public services and apply multiple approaches of policy making through the extensive digitalization of administrative functions (Dunleavy, 2006) .

Although, New Public Management and New Value Management paved the ways for Digital Governance but there is still confusion between the DG and e-governance. From public policy perspective, DG focuses on the citizen engagement in delivery of public services, opens up public information to user access and raise demand of transparency and accountability. The transition from paper-based system to digital-based system enhances the trust of citizens on the state as DG make governing mechanisms more transparent accountable through digitalization in public sector. Through the conceptualization of digital government, new technologies provides effective policy monitoring and policy evaluation processes. Unfortunately, Digital Governance that provides effective collaboration of public and private sector, cloud-based strategies, and acquisition and efficient management of financial resources, also facing numerous issues such as digital security and privacy threats, cyber espionage, robberies and hacking etc.

Summarizing the opinions of different scientist and theorists, we observed that these new approaches of governance can transform the political, economic and social structure of the country. Because this paradigmatic governance landscape has an open, transparent and convenient opportunity for developed as well as developing countries. Although, by reviewing the existing literature about different approaches of governance, it must be appreciated that there are numerous developing countries that are applying innovative governance models to make their governing structure more effective, efficient, responsive and transparent.

Although, this literature review examine different innovative paradigms of governance, analyze the functionality in various governing structure and evaluate its complex nature as well. Despite this, we believe that there is a need for more detailed and

comprehensive research in the modernized structure of governance and public administration. In addition, there is a lack of empirical research in the field of governance and public administration, therefore more research is needed to understand development of innovative and creative public reforms for developing countries. However, the present research attempted to explore the significant innovative governance development in developing countries as well as in Pakistan that may assist the future researchers and the various academic discourses. The present study review the existing literature about governance approaches and modernization of public administration. The next section of the study delve the public sector reforms in Pakistan and also discuss the current scenario of Pakistan's governance landscape.

Material and Methods

Over the past few decades, there has been a remarkable paradigm shift in the field and practice of public administration. To understand this evolutionary transformation, the present article analyze the different approaches of public administration, governance paradigms, their concepts, principles, values, norms, and reforms with reference to Pakistan's governing structure. Methodologically, this article used qualitative research methods by utilizing secondary data to provide a systematic and comprehensive overviews on a discrete area of public administration and governance. Although, many researchers and scholars used both qualitative and quantitative methods to respond emerging challenges in the field of public administration, while I selected qualitative approach as it explore a range of questions such as what, where, how and why. However, the study core interest is to evaluate the key paradigms through qualitative research by shedding light on public administration, public policy and governance insights. Essentially, the qualitative documentary research is used to analyze the content and context of the study. Though, the data collected through documents is secondary data. These documents consist of article journals, agencies reports, organizational documents, books, scholarly research papers and other conference papers. Furthermore, this study used comparative method during data analysis to compare the different approaches of governance and their particular features.

Strategically, this article is structured in four sections. First, we review scholarly research studies of public administration and governance and comprehensively examine the literature of both to provide a strong background for the emerging key paradigms of governance. Next, the analytical approach of data collection consist of the identification of research articles and books relating to paradoxes of public administration and new approaches of governance for further analysis and discussion. In essential terms, we collected all the relevant data that complement the study objectives and critically analyze the arguments, challenges, changes and implications of the study. Although this critical data collection step has additional four key steps, this is illustrated below,
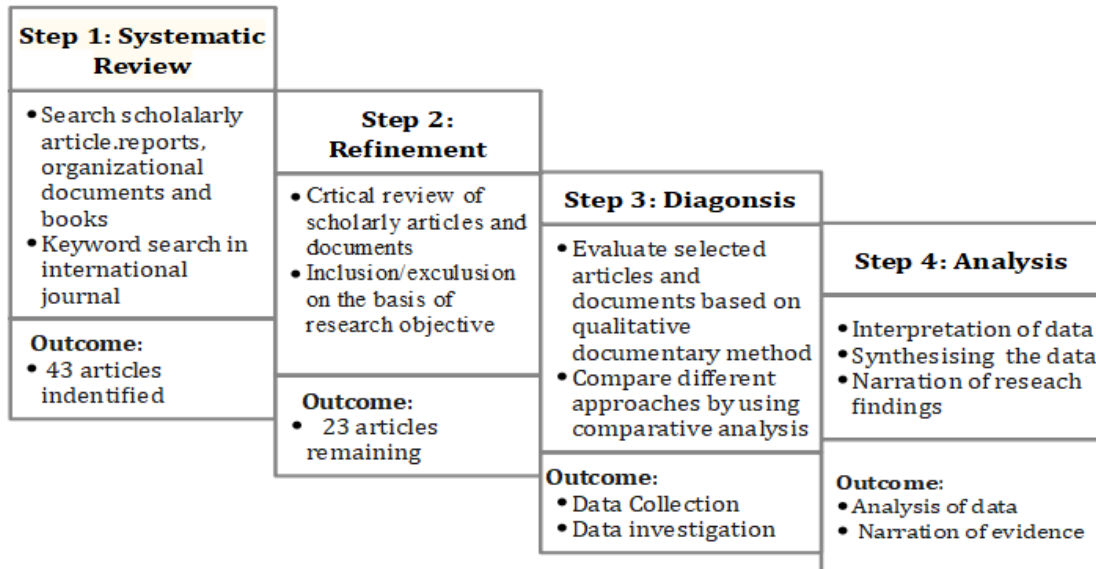
Figure 1 Research Design and Methodological Approach

The above diagram provide a structured methodological review of papers on public administration, the changing landscape of governing structure and its emerging paradigms. At first step, a range of scholarly articles, journals, organizational reports and grey literature were searched and 43 papers were included to further synthesis the literature. The second step included careful review of research papers and also securitized the research papers on the basis of present study objective. As a result, among 43 papers, 23 papers included in the review and the synthesizing process. the next step consist of data collection and data investigation process, for this purpose comparative and documentary approaches were used to evaluate the selected articles and papers. After the iterative process of reviewing articles and other research studies, the authors interpret the research finding in the final step. Thus the final step include the interpretation of data, analysis of data and narration of research findings in which authors explain the key emerging paradigms of governance and also provide the changing landscape of governance in Pakistan.

Analysis of Governance Landscape in Pakistan: Findings and Discussion

Governance has deep connection with national harmony, public policy, technology, prosperity and equitable development. Public policies are formulated and implemented by public servants thus public policies are ineffective without a supportive bureaucracy and institutional framework. There is a dire need of developing a vibrant bureaucracy model to meet the global challenges. An effective bureaucratic model focuses on ethos, ethics, equity and bring efficiency in governance practices. Pakistan needs an indigenous model that can provide efficient and transparent governing system, and can take institutional, collaborative, and inclusive and citizen (ICIC) focused initiatives. Institutional and governance reforms have a great capacity to bring prosperity and economic growth. Countries with stagnant governance system and fails in attempting to activate a constant growth process in governing institutes, may face uncertain economic conditions, financial volatility, growing socio-political tension and dysfunctional institutional framework. While those countries who have the spirit of transformation in their governance structure and bureaucratic model can improve economic growth, institutional quality, accountability and high quality of bureaucracy.

Thus, there is a broad agreement among policymaker around the globe that an efficient and professional bureaucracy is necessary for an effective governance system within the country. Unfortunately, in case of Pakistan, country has experienced an egregious failure in promoting social and institutional developments due to elite domination and ethnic division. Consequently, country faced an institutional lag and governance failure

comparatively to its neighbors at a similar stage of development. Broadly speaking, Pakistan came into being as a fragile nation and still facing daunting challenges from its creation. The dominant feudal elite utilized their political influence to pressurize public servants for their interests.

Though, Pakistan struggled to catch up with emerging governance paradigms. For this purpose, multiple bureaucratic and governance reforms were introduced since the independence but failed to provide effective outcomes. However, Pakistan's bureaucracy has faced various problems due to government instability and corrupt political system.

Furthermore, each government nominated their team among bureaucrats and assigned top administrative position who served their self-interest instead of national interest. Hence, each government introduced civil services reforms but the circumstances remained same and resulted no change. Z. A. Bhutto (1971-1977) took a bold step and introduced a comprehensive bureaucratic reforms was on reformation, reorganization and restructuring the public sector (Kahlon & Salman, 2017). Z. A. Bhutto forcible dismissed 1300 bureaucrats on the changes of misconduct and corruption, also he struck hard on the constitutional protection and neutrality of bureaucracy. He also presented a class system (Class-I to Class-V) in the Civil Service of Pakistan (CSP). Furthermore, the major initiative of these reforms was the nationalization of private corporations and putting bureaucracy under the influence of political leadership (Iqbal 2014). However, Bhutto reforms had a limited agenda and bureaucracy performance keeps on deteriorating due to corruption, red-tape, nepotism and political influence.

Pakistan too, implemented new public management reforms (NPM) during 1990s to make public sector more effective and efficient through deregulation and privatization. Different governments also encouraged the private sector by adopting managerialism and market-based strategies to enhance public sector's capacity. It is a fact that there reforms changed the tradition concept of governance by encouraging technological innovation, modernization, privatization and decentralization. This reform processes continued with every new government as Zia ul Haq also aimed at improving the condition of bureaucracy. Zia's civil service reforms include restoration of civil servants removed by Z.A. Bhutto and the appointment of civil servants as ministers. In Musharraf period, major overhaul came through the Devolution Programme in 2001 and attempted to modernize the public sector (Kahlon & Salman, 2017). Though, it was expected that Musharraf civil services reforms would provide an effective bureaucratic model but Musharraf's eight-year military rule left behind a demoralized and inefficient bureaucracy.

Later on, the recommendation of National Commission of Government Reforms (NCGR) was also disappeared without any consideration, if NCGR recommended system (2008) was properly implemented it could help to reform the civil service (Division, 2008). Currently, Pakistan is moving toward the path of e-governance and digital governance practices with the help of Information Communication Technologies to enhance the government's ability to address citizen's problems, increase the transparency and efficient delivery of services. NITB facilitates the Federal Ministers, Division and governments institutes to implement e-governance programs to enable better and improved delivery of public services to the people of Pakistan. Essentially, the purpose of these administrative and governance reforms aim to provide economic growth, eradicate poverty and citizen's wellbeing.

As aforementioned, Pakistan initiated several administrative reforms but failed to produce effective results, every new government presents their own reform agenda with their own political interest. There are various reason behind that failure. The major reason is that Pakistan implemented the NPM model that was not aligned with the social, geographical, political, economic situation of the country. Moreover, Pakistan mostly followed the governance model of developed countries such as US and Europe. Like, even today Pakistan is adopting the European model of NPM. Thus, the NPM that encompass the

social, political, geographical and economic circumstances of a country was unable to provide the desired results.

Conclusion

The present article encompasses the various governance paradigms from traditional orthodoxy to the new emerging governance landscape. It has described the contemporary governance approaches around the world and also analyze that can Pakistan catch up with these contemporary governance paradigms? The discussion reveal that Pakistan has introduced numerous administrative and governance reforms to equate the country with this global world. However, public management reforms agenda has remained a key concern for every government because the administrative system and institutional structure of Pakistan was inherited from the colonial period that was not capable and effective for this dynamic and competent world. Unfortunately, Pakistan's governments failed to formulate an indigenous public management model that could provide a social, political and economic wellbeing of the country. Also, Pakistan has experienced a borrowed NPM model that was not aligned with the country's circumstances. Most of the time, Pakistan implemented public sector reforms on the requirement of donor organizations and countries as a part of condition of receiving financial aid. As a result, most reforms grounded in orthodoxy and fails to achieve efficiency and effectiveness because government implements these reforms to get legitimization in the eyes of donors. Governance reforms in Pakistan depict a dismal story of political polarization, bureaucratic incapability and lack of implementation. Moreover, experts identify the governance failure in Pakistan as well as in other developing countries and highlighted that bureaucracy remains under political influence and maintain the power and interest of ruling elites instead of citizen's welfare.

Around the globe, we witnessing emerging paradigms of governance that are flexible, innovative, creative and collaborative. Nevertheless, these people-oriented paradigms, place the citizens at the center of governance and public policies for creating better economic and social condition. Therefore, there is an utmost need to align Pakistan's governance system with modern paradigms to make public sector efficient. It necessitates new institutional framework that replace the colonial authoritative institutions and orthodox governance mechanism through collaboration of different national and international actors. Though, the present study discussed the different perspectives of governance and the analysis of governance landscape in Pakistan takes us far into the constructive remedy for governance system and public policy process, in which recommendation will be drawn from particular governance strategies based on national political landscape, national/international governmental affairs, political values and public engagement. This article analyze and evaluate the seven public governance paradigms in order to provide a strong understanding about the emerging governance paradigms and also encouraged public sector reforms to make the governmental affairs more effective and efficient. In the presentation of these governance paradigms, the present article describe the conceptual background and core ideas of governance through literature review and also assumptions of the approaches. Next, article examine the paradigmatic shift of governance in administration in global perspective, its empirical evidences and impacts on country's economic, social and political landscape. Finally, this article also provides the governance dilemma in Pakistan especially in context of bureaucracy, public policy and public sector.

Recommendations

Nevertheless, the emerging paradigms of governance such as NPM, NPG, NPS, e-governance and digital governance lesson the hazards of orthodox governance and administrative approaches and make the governments effective and transparent**.** Thus in this globalized world, Pakistan should act as a bulwark against extremist tendencies, corrupted democracy, rent seeking behavior of bureaucracy and nepotism. Though, crises and challenges are the moments where windows of opportunity open up for radical change and demand a paradigm shift in governance and public policy as well. Thus to catch up these

emerging governance paradigms, there is need to bring reforms in institutional structure and bureaucracy to make it responsible, transparent and accountable. While, Pakistan failed to adapt the paradigms of NPM, NPG, NPS and NVM due to lack of political will, non-cooperative bureaucracy, resistance from implementer and other ideological differences that make institutional framework dysfunctional. However, a time has come to transform the administrative machinery, for this, there are some key recommendations after a detailed analysis of the different dimensions of governance that will provide guidelines to the government in Islamabad.

- Among these multiple approaches, a hybrid approach/mixed approach, extracting from different emerging paradigms and aligning it with Pakistan's democratic and ideological culture is very much appealing for Pakistan.
- Government should adopt radical approaches and develop public service ethos in especially street-level bureaucracy to enhance the administrative efficiency and capacity.
- The bureaucracy should be accessible to the ordinary citizens and also put the citizens at the center of their profession instead of elite powers.
- To face the challenges arising from the policy sphere and governance paradigms, Pakistani civil servants should be resilient and capable as well as be aware of the latest technology of public service delivery.
- Pakistan's bureaucracy requires dexterity to shun both colonial rigidity and western liberty and should adopt that emerging paradigm that is aligned with national ideology and polity.
- Public sector in many developing countries are reluctant for founding such type of modernization, therefore there is a need of strategic paradigm shift in cultural values, legislation, policy process, education and the delivery of services.

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