

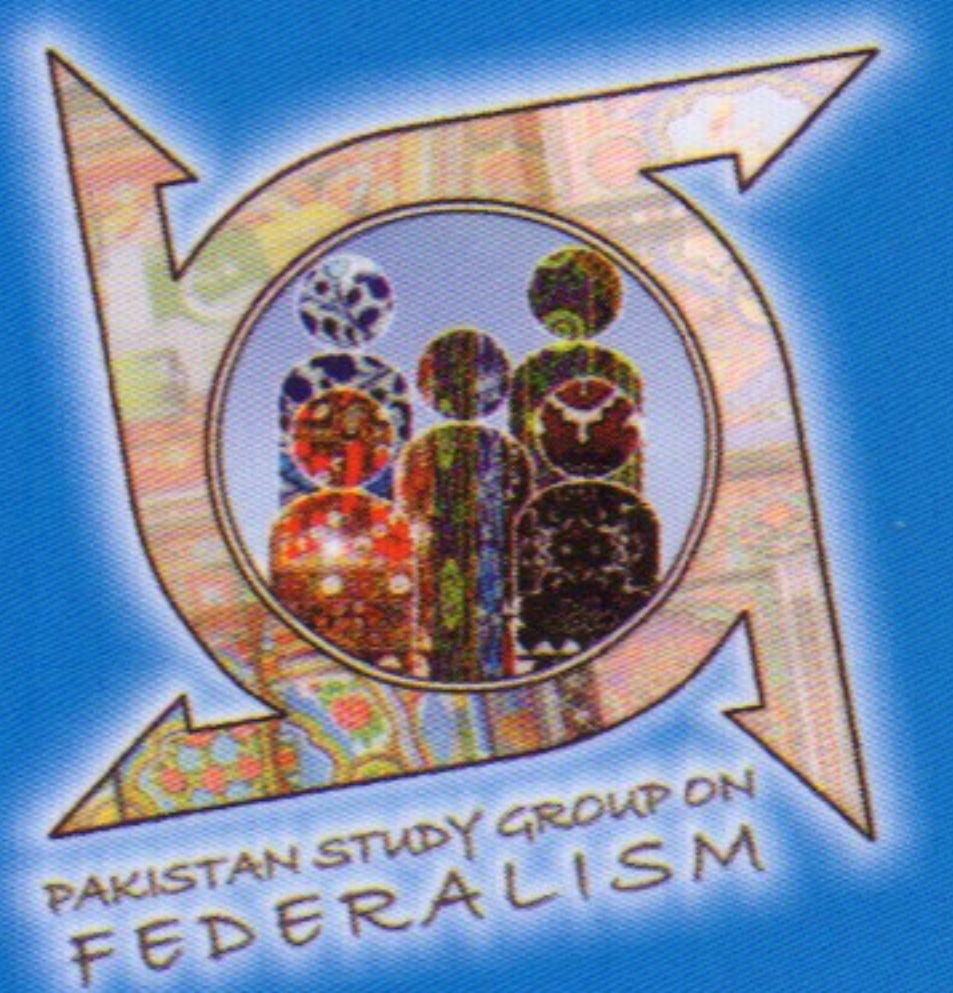
# INTER PROVINCIAL COORDINATION

Federal Legislative List Part-II Section 13



PAKISTAN STUDY GROUP ON  
FEDERALISM

SCOPING STUDY PAPERS  
No-04/Dec-2015



*By:*

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## ACKNOWLEDGEMENTS

*The Pakistan Study Group on Federalism (PSGF) was launched jointly by the UNDP's project on Strengthening Participatory Federalism and Decentralization (SPFD), the National Institute of Historical and Cultural Research (NIHCR) and the Council of Social Sciences (COSS) at the NIHCR, Quaid-i-Azam University, Islamabad on October 27, 2014. Since Mr. Amjad Bhatti and Dr. Nadeem Omer Tarar were the persons behind the idea of establishing PSGF, so they worth having the first gratitude. Irrespective of any mid-course ebb and flow they both always extended their unconditional support to the project for its successful accomplishment. At the same time, we are highly grateful to the Country Director, UNDP-Pakistan Mr. Marc-André Franche—a staunch supporter of citizen empowerment and institution building in Pakistan. In spite of all the vicissitudes in UNDP and with the project, he kept on supporting the PSGF for its smooth running. Mr. Daud Sharif, and Mr. Taimoor Javeed of UNDP, stood the next adherents in this regard. They both were personally involved to pull through the project from all its odds. Throughout the project activities a wholehearted support of the Dean Faculty of Social Sciences Prof. Dr. Alia H. Khan, Head Department of Sociology Dr. Zaman, and the HoD Anthropology Dr. Waheed Chaudhary boosted it up.*

*The most technical job of communication and research was taken up by Miss Amina Sarwar. Her technical input and effective communication with the Council of Advisors, List of Experts and the Steering Committee of PSGF was commendable. Later on this task was resumed by Mr. Naseer Ahmed who steered it quite promptly towards its successful accomplishment. A constant guidance of Dr. Rahat Zubair Malik to them was infusing spirit to the project.*

*For making these publications possible we had to avail technical support of Mr. Munir Khawer, Mr. Muhammad Saleem, and finally of Mr. Imran Zahid. Time to time assistance of Mr. Hazoor Bux Channa, Mr. Rao Tahir Hussain and Mrs. Farah Asad also made this endeavour possible. Managing the finances at multiple levels with the UNDP, COSS, NIHCR and finally maintaining the accounts of PSGF was quite a complicated job, which was efficiently done by Mr. Atlas Khan. His synchronization with a financial expert like Mr. Daud Sharif was really creditable. I personally thank all the team of NIHCR for their categorical support in every regard. At last but, not at all the least, I feel myself helpless to rightly acknowledge the love and affection of Prof. Dr. Eatzaz Ahmed who initially facilitated the signing of MoU with the UNDP and then always extended his patronage to the PSGF.*

**(Sajid Mahmood Awan)**

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**LIST OF ACRONYMS**

AIOU	Allama Iqbal Open University
AKU-EB	Agha Khan University Examination Board
BISE	Boards of Intermediate and Secondary Education
BoC	Bureau of Curriculum
DoC	Directorates of Curriculum
IBCC	Inter Board Committee of Chairmen
IGR	Intergovernmental Relations
IPC	Interprovincial Coordination
IPCC	Interprovincial Coordination Committee
IPCD	Inter Provincial Coordination Departments
KIU	Karakorum International University
NAP	National Awami Party
NAPA	National Academy of Performing Arts
NEC	National Economic Council
NFC	National Finance Commission
NIHCR	National Institute of Historical and Cultural Research
PCB	Pakistan Cricket Board
PILDAT	Pakistan Institute of Legislative Development and Transparency
PSB	Pakistan Sports Board
PTDC	Pakistan Tourism Development Corporation
PTDL	Pakistan Tours Private Limited
SAARC	South Asian Association for Regional Cooperation
SAFRON	Ministry of States and Frontier Regions
TBB	Text Book Boards
UNDP	United Nations Development Programme

## FOREWORD

The resolution of national identity is considered to be critical in political theory and practice and is much debated on whether it precedes or is part of the process of democratization. In Pakistan, the national identity has been vexatious and at times an explosive issue, when the centre resorted to force. It was the recognition for the need of conflict resolution between the federation and the provinces that led to the promulgation of the Eighteenth Amendment, as an attempt to resolve this issue politically. The consolidation of national identity through political means impact positively on other critical processes in nation building for example, the establishment of the democratic process, economic development and the promotion of human security. However, constitutional reform is a process that has to be sustained and nurtured so that its aims and objectives remain operational in practice. What this report demonstrates is that while there has been progress there are grey areas that need to be clarified and resolved if the purpose and intentions of the amendment are to be sustained. Readers will be immediately struck by the focus of the report on the institutional ambiguities that have the potential of undermining the devolution process.

My personal engagement with the management of diversity has been extensive and throughout my academic career I have written on the issue of national identity from a number of different perspectives, historical, political and sociological. With the Eighteenth Amendment the deliberations have shifted in Pakistan from the theoretical debates on the forms and functions of federalism to a more narrowly focused approach on its implementation and workings. Hence I have great interest on this study on inter-governmental relations, specifically examining the workings of interprovincial coordination and how its workings overlap with the Council of Common Interest. Understanding these structures is essential for the effective implementation of the devolution process and refining procedures for the effective management of difference.

The present study brings to bear on this subject of federalism and importantly its relevance with peace and conflict studies on this sensitive area of tension between the federation and provinces and between provinces. It is acutely sensitive to the fact that by embedding federalism it will provide the foundations for prosperity and peace in the country as a whole.

The study accurately demonstrates that the 1935 Act which all the constitutions of Pakistan are based on, as well as India's, was federal in nature and contained the structures for intergovernmental relations, but the refusal of the Princely States in joining the Federation meant that the intergovernmental aspect remained dormant. Intergovernmental because it was distribution of power between the federal, provincial and local governments but subsequent constitutions in Pakistan inverted this principle with power being concentrated in the centre. This study for the first time traces the roots of Inter provincial Coordination which was neither enshrined in any constitutional clause of the 1973 constitution nor part of the original Rules of Business 1973 but has existed in different forms and structures because of the political expediencies of the leadership. The research meticulously investigates the earlier

Experimentations with federalism in Pakistan's constitutional history and the motivation behind the changes to foreground on the Eighteenth Amendment in a historical context.

While the literature on Federalism has expanded, the significance of this study lies in the fact that it is one of the few studies on intergovernmental relations in Pakistan. There are already some studies available on the Council of Common Interest (the other on intergovernmental forum in Pakistan) but this is the first study focusing on Inter provincial Coordination. The investigation draws an attention to the overlap in the work of Council of Common Interest and Inter provincial Coordination. Importantly it suggests ways to create a balance between the Council of Common Interest and Inter provincial Coordination division and identifies a permanent role for the Inter provincial Coordination division that compliments the work of Council of Common Interest.

Importantly the study contends that the Inter provincial Coordination division should be renamed, and it's mandate enlarged to cover local government arguing that provincial-local and inter-local issues are potential fault lines for future disagreements. Furthermore it recommends that this renamed body, the Intergovernmental Coordination Division should be a subordinate body within the Council of Common Interest's secretariat. This would allow for a division of labour with the Council of Common Interest, represented by provincial chief ministers and the prime minister dealing with policy issues and the new Intergovernmental Coordination Division, populated by senior and experienced bureaucrats, focused primarily on the implementation of decisions and the forwarding of unresolved intergovernmental issues to the Council of Common Interest Issues. These recommendations make an important contribution to the effective implementation of the devolution process and the advancement of federalism.

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## EXECUTIVE SUMMARY

The study contemplates that the word “interprovincial” is a misnomer as it excludes the all-important centre-province relations from the equation. Rather the word “intergovernmental” best describes of what is intended in “interprovincial matters and coordination” as it covers both centre-province and inter-provincial matters and coordination. A new subject “interprovincial matters and coordination” has been added, as section 13 in the Federal Legislative List Part II, by the 18<sup>th</sup> Amendment passed in 2010. Although now it has been added as one subject under federal list part II, the journey of Interprovincial Council/Conference/Coordination (IPC) is long, complicated and mysterious. The roots of Interprovincial Coordination (IPC) lay in the Interprovincial Council set up by the section 135 of the Government of India Act, 1935. The same idea of Interprovincial Council was made part of Pakistan’s first constitution—the 1956 Constitution—such a council however could never be established. In the 1962 Constitution, the Interprovincial Council was altogether removed from the constitution. The idea was revived by Zulfikar Ali Bhutto when he established an Interprovincial Coordination Committee (IPCC) in 1972 and later introduced Interprovincial Conference (IPC) using the Rules of Business 1973. The status of division and wing for the IPC kept changing with the changing governments until March 19, 2007, when the current Inter Provincial Coordination Division was created in the Cabinet Secretariat by the Shaukat Aziz government and it was granted the status of a complete Ministry by the Prime Minister, Yousaf Raza Gilani on November 3, 2008. Through the 18<sup>th</sup> Amendment, under Article 154(3), the CCI would get its own permanent Secretariat. However, on the advice of the Ministry of IPC, on March 4, 2010, the Prime Minister ordered the transfer of “all secretarial work for the Council of Common Interests and Inter-Provincial Conference” from Cabinet Division to the Inter-Provincial Coordination Division. Thus, the IPC Division became a secretariat of the CCI which created an anomaly. On one hand, the CCI has become one of the wings within Inter-Provincial Coordination Division in the Federal Secretariat Islamabad. On the other hand, by the virtue of “Inter Provincial Coordination and Matters” falling as item thirteen in the Federal Legislative List, Part II, now the CCI will formulate and regulate the policies for the matters relating to interprovincial coordination. There are two views about this anomaly, the IPC Division’s official *Year Book, 2009-10* claims that the IPC Division is declared as a permanent secretariat of the Council (CCI) as required under Article 154(3) of the Constitution. Whereas, most of the constitutional experts believe this arrangement is merely a stop-gap arrangement and it can be altered anytime by another notification ordered by the Prime Minister of Pakistan. In another major development made on May 4, 2010, the IPC was designated as secretariat for the seven member high powered Implementation Commission to implement the 18<sup>th</sup> Constitutional Amendment and devolve the powers falling under the concurrent list to the provinces. All those departments, about which the implementation commission could not decide whether they should go to the provinces or stay in centre, are kept in the IPC Division. As a result of this, the IPC Division which had no wing until the financial year 2008-09 now has four full fledged wings within the IPC Division. The names of the wings within IPC Division are, the Council of Common Interest Wing, the Post-Devolution Matters Wing, the PTDC/Development Wing and



the Sports Wing. The IPC Division which did not have the control of any attached department/ organization/ autonomous / semi-autonomous body before the 18<sup>th</sup> Amendment, now possesses the administrative control of several departments and organizations. But the IPC Division's current strength and importance accounts for the two transitional arrangements made after the 18<sup>th</sup> Amendment. One such arrangement was housing the Secretariat of CCI and the Implementation Commission within the IPC Division and the other was giving IPC Division task of managing matters related to education, sports, PTDC and several other organizations. Real work of the IPC Division lies with whatever it does, using the IPCC platform. On this front as well, some improvement is quite visible. Unlike past now, the IPCC meetings have become far more regular and punctual and there is also an improvement in the level of discussion and issues being discussed in the IPCC. However, the real fear is once a separate secretariat is created for the CCI and the whole transitory devolution process is completed, the IPC Division might lose all its importance. Moreover, as interprovincial matters and coordination is now included in the Federal Legislative List therefore the CCI is now empowered to take up any matter of intergovernmental concern unlike before the 18<sup>th</sup> Amendment, when its mandate was restricted to eight items only. Hence, once all this process is completed chances are there that even the viability and presence of the IPC Division will come under question. Therefore, it is really important that a right balance is created between the CCI and the IPC Division and a permanent role is determined for the IPC Division which complements the work of CCI.

# 1. FEDERALISM, INTERGOVERNMENTAL RELATIONS AND INTER-PROVINCIAL COORDINATION (IPC) IN PAKISTAN

## 1.1 Statement of the Problem

In Anglo-American tradition, the term “Inter-Governmental Relations” (IGR) is mostly used to describe the relations between different levels of government within a nation-state (Poirier and Saunders 2008). According to Deil S. Wright (1974: 2), one of the most prominent US experts on inter-governmental relations, IGR include “not only national-state and interstate relations, but also national-local, state-local, national state-local, and inter-local relations as well”. Hence, in case of Pakistan the IGR should include not only vertical relations between centre-province, province-local and the centre-local governments; but the horizontal inter-provincial and inter-local relations as well. Contrary to this, now globally accepted definition of inter-governmental relations, also in Pakistan, the term “interprovincial” is used instead of the term “intergovernmental” for describing the relations between different levels of governments within Pakistan.

Usage of the term “interprovincial” for “intergovernmental” relations not only goes against the contemporary global experience but also it is misleading, inappropriate and a complete misnomer. By going with the literal meanings of the phrase “interprovincial” which means “between/among provinces”, the inter-provincial relations should include only horizontal relations between different provincial governments. Hence, the all-important centre-province relations are completely missing when we say interprovincial relations.

The Rule 21 of the Rules of Business, 1973 of the Government of Pakistan in complete contradiction to this literal meaning of the phrase interprovincial proscribed all other intergovernmental relations except the vertical centre-province relations to be discussed in the Interprovincial Conference (IPC), one of the forums created for resolving the intergovernmental issues in 1973. The Rule 21 declares: “Only cases of major importance which require policy decisions and mutual discussion between the Federal and the Provincial Governments are brought before the IPC forum” (See Annex C).

This very limited in scope definition of inter-provincial relations in the “Rules of Business 1973” meant for all purposes only centre-province relations which could come under debate and that all other intergovernmental relations like inter-province relations and local government relations would not fall under the purview of the IPC formed in 1973. However, inter-provincial matters were later included after 2007, when the vision for Inter Provincial Coordination Division was written but even today the local governments are completely out of the loop. In fact the local governments, the third tier in the federal system of Pakistan have never been accepted as a regular part of the federal structure. They come mostly when the federal structure is in limbo because of the Martial Laws and some sort of popular legitimacy is

required by the military rulers. On the other hand, the civilian rulers in Pakistan have shown their utter dislike for the local government structure by never allowing it to work smoothly.

Nonetheless, the recent developments after the passage of 18th Amendment in 2010 have created a hope that the interprovincial and intergovernmental issues will now be taken seriously in Pakistan. But to assess, whether this hope is based on solid foundations or it is just a false hope requires a thorough scoping study of interprovincial matters and coordination or in other words intergovernmental issues in Pakistan. There is a dire need to trace the roots of intergovernmental forums in Pakistan and see that how were the intergovernmental affairs dealt in Pakistan since its birth in 1947? What kind of mechanisms and institutional forums were formed to address the interprovincial matters before the creation of Interprovincial Coordination Committee (IPCC), the Interprovincial Conference (IPC) and the Council of Common Interests (CCI) in early 1970s? Whether creation of the IPCC, the IPC and the CCI as interprovincial forums had any positive impact on interprovincial harmony in Pakistan? What was the structure of IPCC and the IPC and how did it evolve into the creation of a separate full-fledged ministry and a division of Inter Provincial Coordination (IPC)? What changes have been brought in the IPC and how far the IPC role and powers have been enhanced after the Eighteenth Amendment? So far what role the IPC has played in resolving the matters of interprovincial harmony. In this study the focus will remain on the IPC while the CCI is only discussed when necessary.

## **1.2 Literature Review**

Federalism is such a vast subject and there is so much literature available on federalism that it is almost impossible for us to cover the whole literature on federalism. In this section an attempt is made to trace the origin of literature on federalism and identify some of the classic works on federalism theory and then focus more on literature on intergovernmental relations (IGR) or in Pakistan's case interprovincial coordination (IPC). At first the international literature on federalism and IGR is identified and then literature on Pakistani federalism and IPC is explored.

## **1.3 Literature on Federalism in General**

The German philosopher Johannes Althusius for his seminal work in 1603 "Politica Methodice Digesta", where he argued for the autonomy of his city Emden is considered as the father of modern federalist thought (De Benoist, 2000). On the other hand, Montesquieu in Spirit of Laws (1748), J.J. Rousseau in his essay "The State of War" and Immanuel Kant in On Perpetual Peace (1796) had argued that for bringing the 'permanent peace' in the world big confederal states should be created where member states enjoy some sort of sovereignty. But it was during the days of interlude between the American Declaration of Independence in 1776 to the passage of the first federal constitution of the United States of America in 1789, when federalism in its modern connotations came under serious debate (Burgess 2006). This was the time when there was a discussion going on in USA between federalists and confederationists. Alexander Hamilton, James Madison and John Jay defended federalism together in a series of

eighty five essays known as *The Federalist* (or *Federalist Papers*) under the pseudonym 'Publius' published in different New York papers during the interlude. The *Federalist Papers* are now considered as the classic commentary on US constitution and the federalism theory.

In the post-world war II phase federalism started to gain new importance in academic circles because of the decolonization process and the emergence of new federal states. More and more literature on theory and practice of federalism started to emerge. The Oxford University professor Kenneth C. Wheare because of his seminal work *Federal Government* published by the Oxford University press in 1946 emerged as the father of contemporary federal theories. Apart from K.C. Wheare's *Federal Government*, the American author W.H. Riker's *Federalism: Origin, Operation, Significance* published in 1964 is considered as a classical reading on Federalism, which is described by Filipov in his paper on Riker's work as the "most influential volumes on the politics of federalism" (2005: 93). Among non-English writers, Proudhon's *The Principle of Federation*, originally published in French in 1959 and translated in English in 1979 is considered as one of the most referred writings on Federalism theory. Among more recent works on Federalism, Galligan and Inguchi's book *Federalism in Asia* published in 2007 is a very interesting reading for scholars interested in exploring the federalism practice in Asian countries and its utility in addressing the ethno-national question in Asia. Since 1970s the literature on federalism has mushroomed so much that almost no angle of federalism has remained untouched by now. However, the scope of this study does not allow us to go into further detail of the general literature on federalism theory and practice.

### **A. Literature on Intergovernmental Relations**

Apart from the general literature on federalism there has been no dearth of international literature on Inter-Governmental Relations (IGR) as well. William Anderson for his work, *Intergovernmental Relations in Review* (1960) is considered as "one of the intellectual parents of the intergovernmental relations field" (Wright, 1975: 2). But this does not mean there was no academic literature available on IGR before that. Much before the publication of Anderson (1960), Arthur W. Bromage had written a research article, "Federal-State-Local Relations" in *American Political Science Review* in February 1943. But it was the Anderson (1960) who helped developing the theory of intergovernmental relations. Apart from Anderson, Daniel J. Elazer's, *American Partnership: Intergovernmental Cooperation in the Nineteenth Century United States* published in 1962 and Deil S. Wright's, *Understanding Intergovernmental Relations* published in 1988 are considered as the most convincing readings on intergovernmental relations theory. Among more recent literature, Nicole Bolleyer's *Intergovernmental Cooperation* published by the Oxford University Press in 2009 is a worthwhile addition to the literature on IGR.

Huge Corpus of literature is now developed on the practice of intergovernmental relations in different parts of the world. In this regard, being the oldest and the most powerful federation, literature on intergovernmental relations in USA leads the way. Marando and Florestano (1990) Scheiber (2007) and Stephens and Wikstrom (2007) are some of the important writers on IGR in

USA. Apart from the USA, the literature on intergovernmental relations is available on all important federations of the world. Like, Kashyap (1969) and Setalvad (1974) have written about the status of IGR in India. Similarly, Wallner (2014) about IGR in Canada and Albert (2014) on IGR in Nigeria are mentionable. Apart from the separate studies on IGR in different federations, some very interesting comparative studies on IGR are also available. Menon and Schain (2006) compare IGR in European Union and United States of America, and Romeo (2010) compares intergovernmental relations between two districts, one the Colombia District in USA and the other Brasilia in Brazil.

## **B. Literature on Federalism in Pakistan**

Despite the fact that Pakistan has remained a federal state since its inception in 1947, until 1990s very little was written directly on Federalism in Pakistan. We find a reference to the federalism in almost all books on constitutional and political developments in Pakistan and literature on ethnicity and ethno-national movements in Pakistan was also produced but seldom scholars took federalism in Pakistan as a separate area of research for their scholarly research on Pakistan. Khalid Bin Sayeed's, "Federalism and Pakistan" published in research journal *Far Eastern Survey* in 1954 was the first research article focusing Pakistani federalism. Then there was a long gap until Pakistan Peoples' Party stalwart J. Rahim wrote, "Outline of a Federal Constitution for Pakistan", published by his party press in 1969. Then in 1972, Raunaq Jahan wrote *Pakistan: Failure in National Integration* which was a powerful critic of the authoritarian style of running the federal structure in Pakistan.

1990s was a very productive decade as far as the literature on Pakistani federalism is concerned. In this decade three different books were published to study the federal structure in Pakistan. At first came, Sayed Jaffar Ahmed's *Federalism in Pakistan: A Constitutional Study* in 1990, then Sayed Mujawar Hussain Shah wrote *Federalism in Pakistan: Theory and Practice* in 1994 and lastly Mehrunissa Ali authored, *Politics of Federalism in Pakistan* in 1996. All three narrated the constitutional provisions regarding federalism in the interim constitution (August 1947 to March 1956), 1956, 1962 and 1973 constitutions and looked at the political developments affecting the federal structure in Pakistan.

After these three books, there came another long gap as Pakistan once again fell under a military rule in 1999. Just observing the chronological order of the publications on Federalism in Pakistan it becomes obvious that academic research on federalism completely went dormant during all three military regimes of Ayub Khan (1958-1968), Zia-ul-Haq (1977-1988) and Pervez Musharraf (1999-2007). However, at the end of Pervez Musharraf's military rule there was a kind of revival of academic research on federalism in Pakistan which continues unabated since then.

Pervez Iqbal Cheema and Rashid Ahmed Khan edited a book, *Problems of Federalism in Pakistan* in 2006. In the same year, Badar Alam and Gulmina Bilal wrote, *Federalism in Pakistan: The Liberal Perspective*. In 2007, Katherine Adeney authored *Federalism and Ethnic Conflict Regulation in India and Pakistan*. In 2008 came Muntazra Nazir's *Federalism in Pakistan: Early*

Years and Farhan Hanif Siddiqui's research paper, "The Failed Experiment with Federalism in Pakistan (1947-71)". In 2009, Katherine Adeney (2009) and Mushtaq Muhammad (2009) authored research papers looking at ethnic challenges to the federation of Pakistan.

Ultimately, it was the 18th Amendment in 2010 which ushered in an unprecedented interest in Pakistani Federalism. This has resulted in the mushrooming of academic literature on Pakistani federalism in the last five years which has encouraged the researchers to explore so far untouched angles of Pakistani federalism. This started with the publication of a book, *Biography of Pakistan Federalism: Unity in Diversity* by none other but Mian Raza Rabbani himself, the Chairman Parliamentary Committee on the 18th Amendment. So far dozens of research articles, to name a few here Hamid (2010), Ahmad (2010), Burki (2010), Abbasi (2010), Waseem (2011), Adeney (2012), Shah (2012), Kugelman (2012), Musarrat (2012), Hussain and Kokab (2012), Ahmed (2013), Khalid (2013), Noorani (2012), are written on analysing the 18th Amendment and its impact on the federal structure in Pakistan. On the other hand, Samad (2013) has tried to look beyond the 18th Amendment and has suggested proportional representation, multicultural approach and further devolution of power to the local governments for managing the diversity in Pakistan. Some interesting new dimensions are also being explored like Nishtar (2011) looks at the impact on health sector and Shafqat (2011) looks at the impact on civil service reforms. The latest addition to the literature on federalism in Pakistan is an edited book of Asma Faiz, *Making Federation Work: Federalism in Pakistan after the 18th Amendment* published in June 2015.

On institutional level, the Forum of Federations and the UNDP-Pakistan's Democratic Governance Unit have designed special projects on federalism in Pakistan and have conducted several seminars and conferences on federalism in Pakistan. The proceedings of the most of those conferences are published and new research is also being conducted on several new topics of federalism. Several publications have emerged from both Forum of Federations and UNDP projects. The present study is also part of the Pakistan Studies Group on Federalism in the National Institute of Historical and Cultural Research (NIHCR), Islamabad.

### **C. Literature on Intergovernmental Relations (IGR)**

The literature on intergovernmental relations in Pakistan, or what is termed in Pakistan as interprovincial coordination, is very scanty and limited. The literature on IGR can be divided into three categories, which are the literature on IGR in general, literature on fiscal federalism and literature on the CCI and the IPC. Except the literature on fiscal side whatever literature is available on IGR it is very recent, only after the 18th Amendment. This depicts that the IGR in Pakistan have only caught the attention of researchers and policy makers after the 18th Amendment, when the CCI became more important as an institution.

On the in general only few research articles are written so far in Pakistan. Sajid, Alqama and Rana (2013) authored a paper titled, "Inter Governmental Relations with special reference to Local Government in Pakistan", tracing the roots of local government system from Mughal period to General Musharraf's Devolution Plan 2000 and briefly narrated intergovernmental

relations in those systems. Another is a discussion paper, “Inter-Governmental Relations in Pakistan Evolution and Potential with relation to 18th Amendment” written by the former secretary IPC, Ahmed Mehmood Zahid, for Pakistan Institute of Legislative Development and Transparency (PILDAT) published in January 2014. Recently, Sayed Jaffar Ahmed contributed a paper, “Intergovernmental Relations in the Federal system of Pakistan” in 2015. It is bit strange that the parliament specially the Upper House i.e. the Senate, the Council of Common Interests (CCI), the National Economic Council (NEC) and the National Finance Commission (NFC) are discussed in some details but there is no discussion whatsoever on Inter-Provincial Conference/coordination (IPC) in these papers.

Some valuable research is available on the National Finance Commission Awards and the fiscal side of the IGR in Pakistan. In this regard official government reports on all the NFC Awards are the primary source of information. Moreover, reports and research papers on the past NFC Awards and the issues of fiscal federalism have been published quite regularly in Pakistan. To refer a few here, Ghaus and Pasha (1994) discussed the budgetary consequences of 1991 on the National Finance Commission (NFC) Award. Ahmed, Mustafa and Khalid (2007) briefly reviewed all six NFC Awards in Pakistan. More recently, Asma (2015) Aisha Ghaus Pasha contributed a paper on financial implications of the 18th Amendment.

However, the real push to the literature on fiscal federalism in Pakistan came only after the historic consensus among federation and four provinces on the 7th NFC Award in 2009, which many argue has altered the balance of financial powers in favour of the provinces. Since then, the scholars have been continuously discussing and analysing the 7th NFC Award. Sabir (2010), Nabi and Shaikh (2010), Pasha (2012), Mustafa (2012) and Rahman, Khan and Gill (2014) have discussed in detail the impact of 7th NFC Award on fiscal arrangements between federation and provinces and among provinces of Pakistan.

Literature on the Council of Common Interests (CCI) and the Inter-Provincial Coordination (IPC)—the two most important forums of IGR—had almost been missing until a few recent publications on the CCI. The former secretary IPC, Ahmed Mehmood Zahid, did institutional analysis of the CCI in Pakistan for the UNDP’s project, ‘Strengthening Participatory Federalism and Decentralization’ in 2013. Sayed Jaffar Ahmed has reviewed first three official annual reports of the CCI for the years 2010-2011, 2011-2012 and 2012-2013 published by the CCI Secretariat in the IPC Division under the same UNDP project. Since, there is not a single research available on Inter-Provincial Coordination (IPC), this is going to be a pioneering research on this angle of the intergovernmental relations in Pakistan.

## 2. INTER-GOVERNMENTAL RELATIONS (IGR) MECHANISMS UNDER THE FEDERATION OF PAKISTAN

Federalism by default involves inter-governmental relations because constitutionally guaranteed division of powers between the central government and the regional governments is considered as the primary characteristic of federalism that separates federalism from the unitary form of government (Lipjhart, 1999). William H. Riker (1975: 101) defines: "Federalism is a political organization in which the activities of government are divided between regional government and a central government in such a way that each kind of government has some activities on which it makes final decisions". Hence, a federal state must have two sets of government and each set enjoys autonomy in certain matters while leaving some decisions to the other set. In other words, the central government and the regional governments are, although, autonomous in certain matters yet at the same time they need cooperation and collaboration on certain other matters from the other governments in the same nation-state. Therefore, inter-governmental relations (IGR) constitute a very important part of the federal structure in any federal state.

However, as a matter of fact, the intergovernmental relations (IGR) have never been taken seriously in Pakistan. The mistrust and bitterness between centre and provinces and among provinces especially between Punjab and East Bengal before 1971 was one of the major reasons behind the fall of Dhaka and the dismemberment of Pakistan in 1971. The federal establishment in Karachi and later in Islamabad failed to address the inter-provincial mistrust between East Bengal and Punjab that kept growing with every passing day. The arbitrary imposition of Urdu as the only national language of Pakistan and the one unit scheme against the wishes of the East Pakistan and the other smaller provinces in Pakistan could have been avoided had the principles of participatory federalism were followed and the intergovernmental forums existed where genuine grievances of the smaller provinces were addressed before the implementation of any policy.

The history tells us that the IGR structure between the federal government and the provincial governments in Pakistan have not been flat rather it has been hierarchical. The central government had been calling all the shots and making all important decisions single-handedly while practically the provincial governments owed their existence to the centre. Especially in the initial years, practically speaking there was no concept of provincial autonomy although the federal, provincial and concurrent lists existed for the distribution of powers between the centre and provinces. The federal government kept changing the provincial governments at their whims and impulses and consistently kept interfering into purely provincial matters. Therefore, even a need of the IGR mechanism was not felt in the interim constitution period (1947-56), as provinces were made meaningless entity in practice.

However, in the 1956 Constitution, the National Finance Commission (NFC) and the National Economic Council (NEC) were provided as two IGR fora with representation from both—centre and provinces—for addressing the fiscal issues in Pakistan (Khan, 2001). The NFC was given the



task of making recommendations for the vertical (centre-province) and horizontal (inter-provincial) fiscal distribution between centre and provinces under the Article 118, while the NEC was tasked to provide advice on financial, commercial and economic policies under the Article 199 of the 1956 Constitution. Moreover, under the Article 130, the Inter-Provincial Council (IPC) was also provided but none of the three (NFC, NEC and IPC) could be formalised as the 1956 Constitution was abrogated in about two years time on October 7, 1958.

On the other hand, the 1962 Constitution provided the NFC and the NEC as the two IGR fora, however, constitutional clauses of the 1956 Constitution regarding the IPC were removed (Zahid 2013). Conversely, the 1962 Constitution despite of being in vogue for about seven years, a single conclusive NFC Award could not be made. The federal government rather than evolving a consensus on the NFC relied upon the Raisman Award started by Liaquat Ali Khan in 1951 as a stopgap arrangement. The inconclusive 1961, 1964 and 1970 financial awards were announced under the same Raisman Award scheme without getting a proper approval from the federating units.

The 1973 Constitution provided the National Finance Commission (NFC), the National Economic Council (NEC) and the Council of Common Interests (CCI) as three inter-governmental forums. Moreover, following the spirit of 1972 constitutional accord, where Inter-Provincial Council was envisaged, the Inter-Provincial Conference (IPC) was formed under the Rules of Business 1973. As there is good research already available on the other forums, in this research project only Interprovincial Council/Conference/Coordination (IPC) shall be focused which has remained an unexplored research area so far.

### 3. INTERPROVINCIAL MATTERS AND COORDINATION BEFORE 18<sup>th</sup> AMENDMENT

A new subject “Interprovincial Matters and Coordination” is added as Section 13 in the Federal Legislative List, Part-II by the 18th Amendment in 2010. Although, now it is added as one subject under the Federal Legislative List, Part-II, the journey of Interprovincial Council/conference/Coordination (IPC) is long, complicated and mysterious. The roots of Interprovincial Matters and Coordination can be traced back to the Inter Provincial Council (IPC) set up by the Section 135 of the Government of India Act, 1935 (See Annex A). This was the first ever intergovernmental forum conceived in the sub-continent, although, it could not become functional because the federal part of the Government of India Act 1935 never got implemented as it required half of the Indian states’ agreement to federate which never happened. The IPC created under the Government of India Act 1935, was given following functions:

- (a) Inquiring into and advising upon disputes which may have arisen between Provinces;
- (b) Investigating and discussing subjects in which some or all of the Provinces, or the Federation and one or more of the Provinces, have a common interest; or,
- (c) Making recommendations upon any such subject and, in particular, recommendations for the better co-ordination of policy and action with respect to that subject.

Rationale for the IPC given by the British Parliamentary Joint Committee on Social Reforms clearly shows that the framers of 1935 Act had an inter-governmental forum in mind while framing the IPC, “There will be necessarily many subjects on which inter-provincial consultation will be necessary, as indeed has proved to be the case even at the present time; and we consider that every effort should be made to develop a system of inter-provincial confederacies, at which the administrative problems common to adjacent areas as well as points of difference may be discussed and adjusted” (A.G. Noorani, Dawn 09/03/2013). The British parliamentary joint committee further clarified rationale for the IPC and also identified the matters which they expected would require the intergovernmental coordination, “a number of matters on which it is, in our view, important that the provinces should coordinate their policy..... if departments or institutions of coordination and research are to be maintained at the centre in such matters as agriculture, forestry, irrigation, education and public health and if such institutions are to be able to rely on appropriations of public funds sufficient to enable them to carry on their work, the joint interests of the provincial governments in them must be expressed in some regular and recognised machinery of inter-governmental consultation” (A.G. Noorani, Dawn 09/03/2013 ). Hence, the IPC, under 1935 Act, was tasked not only to resolve the inter-governmental disputes but also to harmonize and coordinate among provinces and the federation concerning issues of mutual interest like education, health, agriculture and forest etc.

A seasoned Indian lawyer, A.G. Noorani claims that Section 135 of the Government of India Act 1935 was actually a by-product of the deliberations with the Indian leadership which included the highest leadership of both the Indian National Congress and the All India Muslim League during the two roundtable conferences in early 1930s (Daily Dawn: 09/03/2013). It means that this clause had the support of both the Congress as well as the Muslim League, which is why; it was made part of the Constitution of India 1949 and also of the first Constitution of Pakistan in 1956. In India, although inter-state council was envisioned in Article 263 (copying exactly from Section 135 in 1935 Act) of the Indian constitution, it was actually established only in 1990, some forty years after the promulgation of the constitution. The inter-state council in India could make little difference in the overall inter-governmental relations because of its over-centralised structure with provinces having no real say (A.G. Noorani, Dawn: 09/03/2013).

In Pakistan, the Inter-Provincial Council of 1935 Act was made part of the 1956 Constitution under the Article 130 with the same name but with two major amendments. In 1956 Constitution, the consent of provincial governors was made mandatory for the formation of IPC and drafting its rules and procedures. The other change was that sub-section (a) from the original Section 135 of the 1935 Act regarding inter-provincial disputes was removed (See Annex B). The rest was kept same; like the duties assigned to the IPC under the 1956 Constitution were ditto copy of the sub-section (b) and (c) from 1935 Act (see Annex A and B). However, this is beyond comprehension what was the logic or reason behind removing the sub-section (a). In fact, if inter-provincial disputes and differences could not be discussed in the IPC, then it was meant to be merely a talking club.

In the 1962 Constitution, the article regarding the IPC was altogether removed and there was no new article added for creating inter-governmental forum to deal with the political issues. However, the articles regarding the NFC and the NEC to cover the fiscal side of the intergovernmental relations were kept intact. Similarly, there was no mention of inter-provincial council/conference/coordination in the original 1973 Constitution. However, the original 1973 Constitution provided for the Council of Common Interests (CCI), as a new intergovernmental forum to take up the eight subjects mentioned in the Federal List Part-II.

This raises a basic question that if the Inter Provincial Conference (IPC) and the Inter Provincial Coordination Committee (IPCC) were not constitutional bodies as none of them were mentioned in the original and all amended versions of the 1973 Constitution then what was their source of origin? And why the IPC and the IPCC were required when the Council of Common Interests (CCI) was already enshrined in the constitution as an intergovernmental forum to deliberate the inter-provincial issues. No satisfactory answer is available there in this regard.

From the history of IPCC in the Annual Report 2008-09 of the Ministry of Inter-Provincial Coordination Division and the chronological sequence of the events, it appears that the IPC and the IPCC were created because of the special interest of the most powerful figure of the time, the then President and later Prime Minister of Pakistan, Mr. Zulfikar Ali Bhutto. Just after the

four days of his taking oath as the first ever civilian Chief Martial Law Administrator and the President of Pakistan, on December 24, 1971, Z. A. Bhutto founded the Inter Provincial Coordination Committee (IPCC) and became its first incumbent chairman (IPC Year Book, 2008-09). No record is available but it can be surmised that the urgency with which the IPCC was created shows that Bhutto wanted to have some kind of intergovernmental mechanism at that point, because conceivably he understood, it was important to take all remaining federating units on board after the Dhaka debacle in 1971.

However, after incorporating the CCI in the 1973 Constitution, there was little justification for the continuation of the same IPCC mechanism. But it appears, Bhutto preferred the IPCC, where he had all the authority, over the constitutional mechanism provided under the CCI, which required provincial chief ministers as important stake holders in the body. It would also be pertinent to mention here that the CCI was made part of the 1973 Constitution on the insistence of the opposition parties especially the National Awami Party (NAP) which had formed governments then in NWFP (now Khyber Pakhtunkhwa) and Balochistan (Khan, 2001). Hence, the CCI was not Bhutto's choice rather he had to accept it to achieve a consensus over the 1973 Constitution.

Moreover, in 1973, Bhutto introduced Inter Provincial Conference (IPC) through the Rules of Business 1973 as another intergovernmental forum. In the Rules of Business 1973 of the government of Pakistan, the Rule 21 was specifically devoted to the Inter-Provincial Conference (IPC). The Rule 21 gave all the powers vis-à-vis the IPC to the Cabinet Division, which would work under the directions of the Prime Minister. The Cabinet Division would convene the IPC, set its agenda and even decide the composition as the Rule 21 (3) merely says: "The Federal and Provincial Ministers and officials of the Divisions concerned and of the Provincial Governments may be associated with the deliberations of the Conference as and when considered necessary" (See Annex C ). Consequently, it leaves all the initiative with the federal government, specifically the office of the Prime Minister or the Chief Executive (through Cabinet Division) to call the meeting whenever he desired, discuss only whatever he allowed and call the federal and provincial nominees whoever he liked.

From its inception in 1973 up till the omission of Inter Provincial Conference from the Rules of Business 1973 on July 28, 2011 (see Annex-D), total sixteen meetings of the IPC were held, nevertheless, no meeting of the IPC was convened after 1989 (IPC Year Book, 2009-10). Bhutto's preference for the IPC and the IPCC over the CCI is also obvious from the fact that the CCI despite being constitutionally sanctioned body was made to wait until August 7-9, 1975 for its first session, whereas the first session of the IPC was held on September 23, 1973 and that of the IPCC on July 1-2, 1974. Moreover, in Bhutto era (1972-77), total seven IPC meetings were held, whereas only three CCI meetings were arranged in the same phase. General Zia also continued using the IPC institution while the CCI and the IPCC remained dormant until the revival of democracy in 1988. All of the Inter Provincial Conference meetings except the last one held in 1989, during Benazir Bhutto period, were arranged in combined phase of Z.A.

Bhutto and General Zia (1972-1988). Possibly, the reason for their liking for the IPC was that its structure was such that it could be easily controlled by the central government to their liking.

Similarly, regular meetings of the IPCC were held in 1970s, chaired by the Prime Minister, Zulfikar Ali Bhutto himself. It is obvious from looking at the political developments of 1970s that the IPCC emerged as an IGR institution because of the political preferences of the then Prime Minister of Pakistan, Mr. Z. A. Bhutto. Perhaps that explains why the IPCC was abolished as soon as Z.A. Bhutto was removed by the Martial Law regime of General Zia-ul-Haq in 1977 and it was only revived by none other but the daughter of Z. A. Bhutto, Ms. Benazir Bhutto, the then Prime Minister of Pakistan in 1989 (IPC Year Book, 2008-09). As the IPCC was neither a constitutional body nor part of the Rules of Business 1973, therefore, its existence and revivals purely relied on the likings of the heads of the executive of the time and the ministers concerned.

The IPCC Secretariat was initially constituted by Z.A. Bhutto within the Ministry of Education in 1972 and then transferred to the Ministry of Finance in 1973. Then Benazir Bhutto reconstituted the IPCC in the Cabinet Division in 1989. However, it was the Prime Minister, Nawaz Sharif who during his first tenure for the first time reconstituted it as a separate Inter Provincial Coordination Division under the Cabinet Secretariat in 1992 (IPC Year Book, 2011-2012). But then the IPCC was reverted back to become a Wing of the Cabinet Division in 1993 and got declared a separate division once again in 1996 for a short time only. This division and wing status has kept changing with the changing governments until March 19, 2007, when the current Inter Provincial Coordination Division was created in the Cabinet Secretariat (see Annex G) and it was granted a complete Ministry status by the Prime Minister, Yousaf Raza Gilani on November 3, 2008 (See Annex H).

Since, it is neither a constitutional body nor there any fixed rules are there nor even any regulations about its composition, therefore, the composition of IPCC has kept changing over the years. Like in January 2000 when the then President Pervez Musharraf reconstituted the IPCC, he brought it under the Federal Interior Minister and made all Governors of the provinces as its members because then under Musharraf's military rule the provincial Chief Ministers did not exist. In 2003, the Minister IPC was made Chairman of the IPCC and the provincial Chief Ministers became the ex-officio members of it. However, in 2006 when the IPC was revived again, it's Minister, Chief Secretaries of the provinces and the Provincial IPC Ministers were made ex-officio members of the IPC, while its chairmanship remained with the IPC Minister (See Annex F). Apart from the ex-officio members, the Ministers and Secretaries of the concerned departments could also be invited to the IPCC on special invitation only. In the same order of the revival of IPC in 2006, for the first time the Terms of Reference (TORs) of IPC were also set (see Annex F). The TORs of IPC were set as under:

- General Coordination between the Federal Government and Provinces in economic, social and administrative fields;

- Promoting uniformity of approach in formulation of policies and their implementation by the Provinces and the Federal Government in all fields of common national concern;
- Discussion of policy issues emanating from the Provinces which have administrative or economic implications for the country as a whole;
- Coordination with Ministries/agencies concerned to evolve suitable response to criticism of Government policies, programmes and actions and to project a proper image of the government;
- Any other matter referred by a Province or any of the Ministry or Divisions of the Federal Government.

Furthermore, the Inter Provincial Coordination Department (IPCD) was established in all provinces of Pakistan except the Punjab province during Musharraf's military rule. In Sindh the IPCD was created on July 1, 2003, in Balochistan in 2006 and in KPK on July 1, 2007. It is really strange why after all the IPCD was not created in Punjab—the largest province of Pakistan—requiring most the coordination and goodwill among smaller provinces (See IPCD weblink for Sindh, Balochistan and Khyber Pakhtunkhwa). All other provinces have assigned separate Ministry for the IPC, a Department in their government structure and a separate web link. In Punjab as well the IPC Minister might have been appointed as after 2006 the provincial IPC Ministers were made ex-officio members of the IPCC but no separate IPC Department have yet been established in Punjab.

As a result of the decisions to develop Inter Provincial Coordination (IPC), as a separate division in 2007 and a full ministry in 2008, several positive developments have taken place in the IPC. Like now being a separate Division, the IPC is required to prepare a separate annual report published as a Year Book every year which forms a good source of information for the researchers and policy makers. So far seven year books are published by the IPC Division starting with the financial year 2007-08, while the year books for 2013-14 and 2014-2015 are under process according to the staff concerned.

The IPC vision and mission were also drafted after its reorganization in 2006, which clarified some of the confusions over the role of IPC. In its vision statement, the IPC is described as one of the intergovernmental forums responsible for, "creating effective provincial harmony and unity between the federation & the Provinces" (IPC Year Book, 2007-08). It is also recognized in the vision statement that all the federating units are equal partners in the federation of Pakistan and they have a role and stake in the "formulation of national policies and resolution of issues confronting in the social, political, economic and administrative fields" (IPC Year Book, 2007-08).

The Mission statement illuminates the role of IPC even further:

- ☐ To act as a useful confidence building Forum between the Provinces and the Federation and amongst the Provinces;
- ☐ To provide a mechanism for dialogue and debate so as to facilitate and resolve the policy issues in all fields of common national interest;
- ☐ To strive to meet the grievances of the people of smaller Provinces and to assure them that regardless of their small or big population, they will neither be dominated nor exploited by the larger Provinces or the Federal Government;
- ☐ To achieve the purpose of Coordination and Harmony between Federation and Federating units for resolution of continuous issues.

In the first point of the mission statement an attempt has been made to clarify the confusion around the phrase “interprovincial” and enhance the scope of IPC to include interprovincial relations as well. The mission statement declares that job of the IPC would be: “To act as a useful confidence building Forum between the Provinces and the Federation and amongst the Provinces.” That's why, now the IPC covers both horizontal (inter-provincial) and vertical (centre-province) relations, but still the local government system is excluded from the ambit of IPC.

Moreover, the words “confidence-building forum” and “mechanism for dialogue and debate” describes the IPC as a forum where an attempt would be made to build trust and confidence of the smaller provinces in the federation of Pakistan by promoting inter-governmental debates and discussions. The IPC is given the task of addressing the grievances of smaller provinces, facilitate the resolution of policy issues in all the fields of common interest and promote harmony and coordination among federal and provincial governments.

The IPCC was far more active as compared to the Council of Common Interests (CCI) before the 18th Amendment as far as the number of meetings is concerned. More than thirty meetings of the IPCC were held between 1973-2010 whereas in the same period only eleven meetings of the CCI were held. No proper record for all the meetings of IPCC could be accessed; therefore, it is difficult to say with certainty that what had transpired in all those thirty plus meetings.

However, the record of IPCC meetings from 2006 onwards is available. This record shows that the IPCC was mostly used by the federal government to seek cooperation of the provincial governments for the implementation of their policies. Like in September 2006, the IPCC meeting, support for the national campaign against the use of loud speakers and FM radio stations and Cable Television (CTV) was sought to prevent them from spreading sectarian hatred and federal government's gender development grants were distributed in 110 districts all over Pakistan. Similarly in April 2007 meeting, the de-weaponization drive, modernization of police and other reforms were approved to implement the war on terror policies of the federal government.

Alternatively, some matters of provincial interest were also decided. Like in September 2006 meeting of the IPCC Balochistan's share in federal jobs was increased from 3.5 percent to 6 percent on the basis of 1998 census. In the same meeting, a dispute between Sindh and Balochistan over fishing rights was also resolved by involving the Chief Secretaries of Sindh and Balochistan. Similarly, the fishing rights over Tarbela and Khanpur dams were transferred from the Federal Government to the Khyber Pakhtunwkhwah Government. In February 2009 meeting, the fishing rights over Mirani and Subukzai Dams were granted to the Government of Balochistan.

Thus, it can safely be concluded that before the 18th Amendment, the Ministry of IPC was a smallest ministry in its size and budget. Total budget for the IPC Division for the year 2008-09 was Rs. 18.719 million only, with a total sanctioned strength of only forty two employees (Year Book, 2008-09). Moreover, the IPC Division did not have the control of any attached department/ organization/ autonomous / semi-autonomous body then. Nevertheless, the IPC had become a separate division and had received a full ministry status by 2008, yet politically and administratively it was not very active and relevant at the national level. The IPCC had been used to get things done whenever federal government liked, it became dormant whenever the federal government lost its interest. In other words the IPC and the IPCC were used more as a tool of the federal government than a real intergovernmental forum where concerns and genuine grievances of the smaller provinces could be addressed.

#### **4. INTERPROVINCIAL MATTERS AND COORDINATION AFTER 18<sup>th</sup> AMENDMENT**

No doubt, the 18th amendment was a landmark amendment as far as the provincial autonomy and federalism is concerned. It is also evident from the amount of literature that has been produced since the passing of 18th Amendment and the 7th NFC Award. Besides, this Amendment in combination with the 7th NFC Award has resulted in a major shift of financial and political powers from the centre to provinces. The political maturity and understanding demonstrated by the political leadership of all the four provinces and the federal government of Pakistan, while passing both the 18th Amendment and the 7th NFC Award was unforeseen in the history of intergovernmental relations in Pakistan. It was indeed a sign of the beginning of a new era of interprovincial coordination and harmony in Pakistan.

Through the 18th Amendment, the CCI has emerged as a better structured and more empowered intergovernmental institution in the federation of Pakistan. Zahid Mehmood Ahmed (2013) and Zafrullah Khan (2015) have discussed the enhanced CCI role after the 18th Amendment in good detail and have explained how the CCI can play a leading role in resolving the interprovincial issues between federal government and provinces and amongst provinces. In this section, only the role of IPC Division and the IPCC in dealing with the interprovincial matters and coordination is discussed.

In the 18th Amendment, a new subject with the name of "inter-provincial matters and coordination" is added as section 13 in the Federal Legislative List Part II and a reformed and



more empowered Council of Common Interest (CCI) is given the powers to oversee the matters mentioned in the Federal Legislative List Part II. Moreover, in the 18th Amendment, under the Article 154(3), the CCI was required to be shifted from the Cabinet Division to its own permanent Secretariat. However, on March 4, 2010 on advice of the Ministry of IPC, Prime Minister ordered to transfer “all secretarial work for the Council of Common Interests and Inter-Provincial Conference” from Cabinet Division to the Inter-Provincial Coordination Division (see Annex I).

Now there is an anomaly, the CCI has become one of the wings within the Inter-Provincial Coordination Division in the Federal Secretariat Islamabad. On the contrary, by the virtue of “inter provincial coordination and matters” falling as item thirteen in the Federal Legislative List Part II, now the CCI will formulate and regulate the policies for the matters related to interprovincial coordination. There is a confusion regarding this anomaly, that whether placement of the CCI in the IPC Division is a makeshift settlement until a separate secretariat for the CCI is constituted following the 18th Amendment clause 154(3) or this is a permanent settlement.

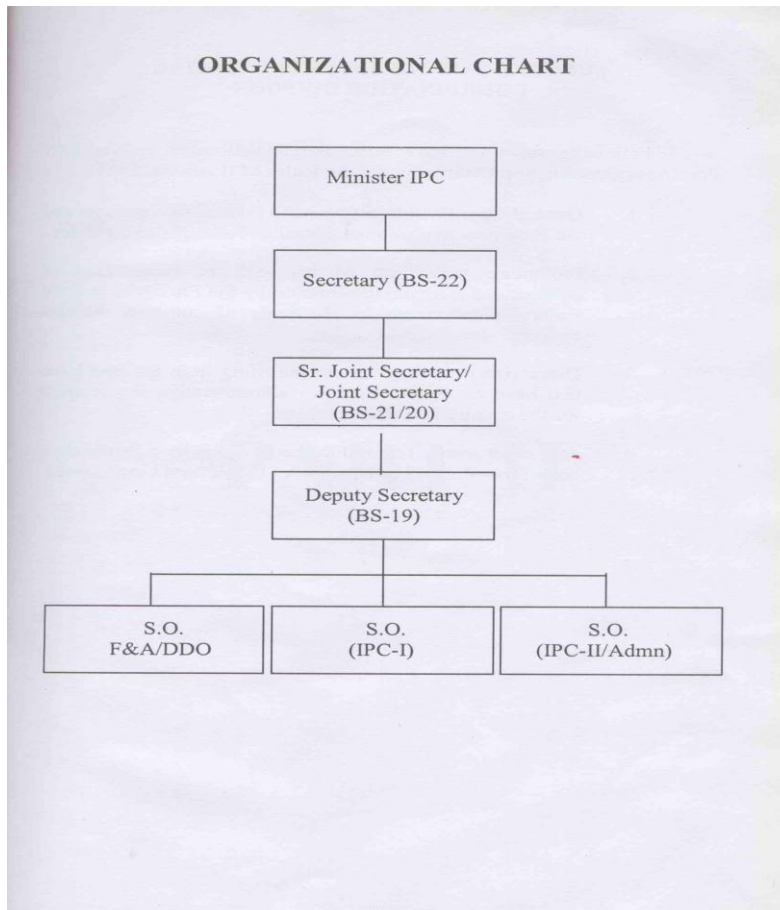
The IPC Division’s official Year Book 2009-10 on the basis of a notification issued by the Cabinet Division dated March 4, 2010 (see annex I) claims that “the Prime Minister was pleased to designate the IPC Division as permanent Secretariat of the Council (CCI) as required under Article 154(3) of the constitution” (IPC Year Book 2009-10: 24). Nonetheless, if we go to the exact wording of the above mentioned notification, it orders the transfer of “all secretarial work for the Council of Common Interests and Inter Provincial Conference from Cabinet Division to the Inter-Provincial Coordination Division” (see Annex I). There is no mention of clause 154(3) in the notification; besides, there is nothing in the notification that gives the impression of creating permanent secretariat of the CCI within the IPC Division. This is why, most of the constitutional experts believe this arrangement is merely a temporary arrangement and it can be altered anytime with a similar other notification ordered by the Prime Minister of Pakistan.

The 18th Amendment has changed so much for the Inter Provincial Coordination (IPC) Division. For the first time rules for the Inter Provincial Coordination Division were inserted in the Rules of Business 1973 on April 2, 2010 (see Annex D). As, the wings of Inter Provincial Conference and the Council of Common Interests were shifted from the Cabinet Division to the IPC division, the workload and importance of the IPC increased manifold. In another major development in the same year on May 4, 2010, the IPC was designated as Secretariat for the seven members high powered Implementation Commission under the Chairmanship of Senator Mian Raza Rabbani to implement the 18th Constitutional Amendment in its true letter and spirit.

The Inter Provincial Coordination (IPC) which was known as a very small wing within the Cabinet Division and later as a minuscule separate division since 2007, after the 18th Amendment has mushroomed into a far bigger Division with much larger staff at its disposal now. Empowerment of the IPC Division becomes obvious when we look at the organizational

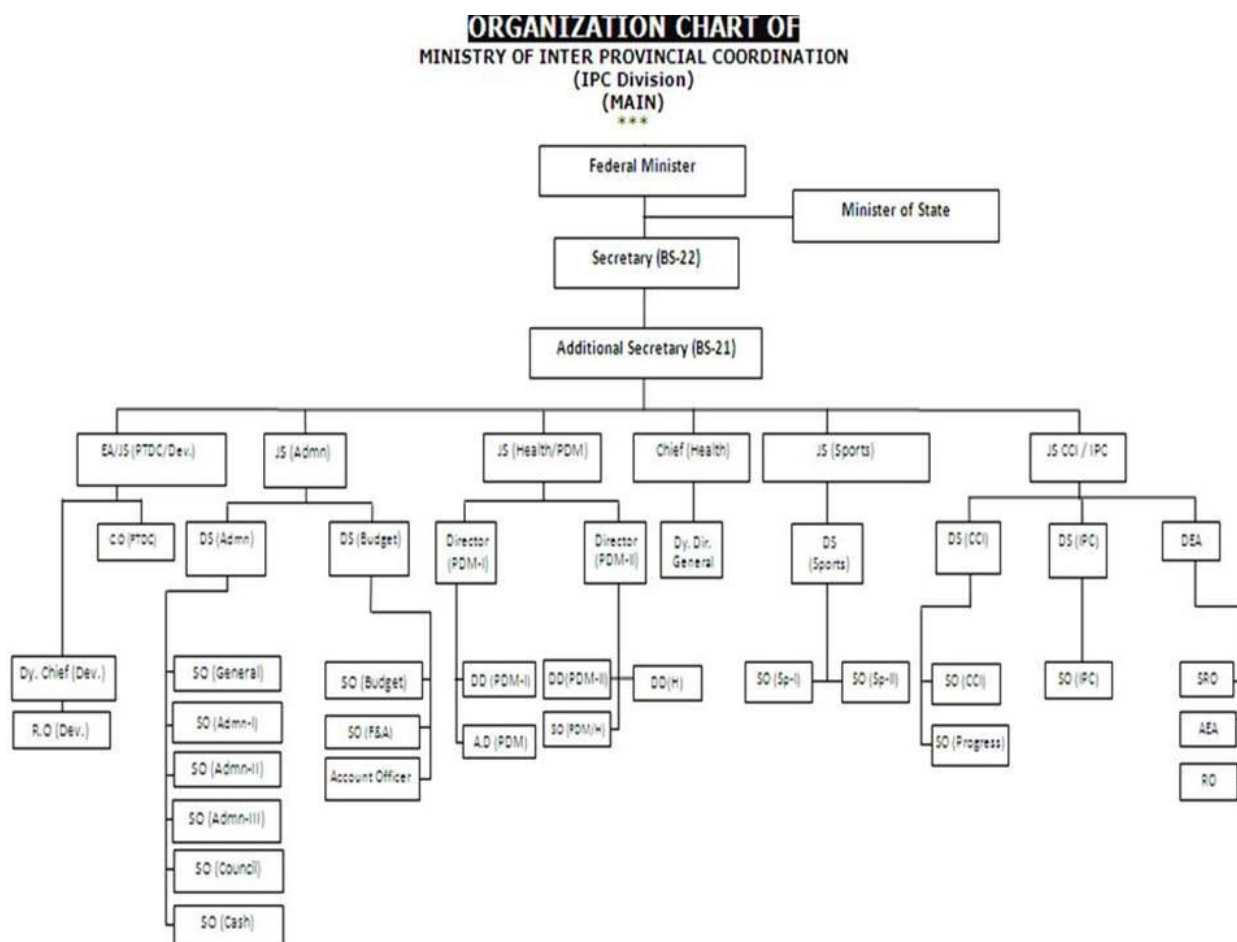
charts of the IPC Division before the 18th Amendment and the more recent one. In the Organizational chart of the IPC Division given in 2008-09 year book before the 18th Amendment, one Federal Minister, one Secretary (BPS-22), one Joint Secretary (BPS-20/21), one Deputy Secretary (BPS 19) and three Section Officers (BPS-17) were mentioned only (see fig.1).

**FIG. 1: ORGANIZATIONAL CHART OF THE INTER PROVINCIAL COORDINATION DIVISION IN 2008-09 YEAR BOOK**



On the other hand, the current organizational chart downloaded from the IPC official website shows now the IPC Division has a Minister of State as well along with one full-fledged Federal Minister devoted to the Interprovincial Matters and Coordination (See fig.2). Among the bureaucratic staff as well there is tremendous increase. Now the IPC Division consists of one Secretary (BPS 22), two Additional Secretaries (BPS-21), four Senior/Joint Secretaries (BPS-20/21), seven Deputy Secretaries (BPS-19), fourteen Section Officers (BPS-17/18), in total IPC Division now has the sanctioned strength of eighty-eight BPS-16 and above officers (IPC Year Book, 2013-14). Previously before the 18th Amendment the IPC Division had the sanctioned strength of only 10 BPS-16 and above officers. Similarly, a total sanctioned strength of the IPC Division has risen from 42 in the financial year 2008-09 to 254 in the financial year 2013-14.

**FIG. 2: ORGANIZATIONAL CHART OF THE INTER PROVINCIAL COORDINATION DIVISION 2015**



The IPC Division was declared as a Secretariat for the 18th Amendment Implementation Committee to devolve the powers falling under the concurrent list to the provinces. The IPC Division being the house of implementation commission, for all those departments about which the implementation commission could not decide whether they should go to the provinces or stay in Centre, were kept in the IPC Division. As a result, the IPC Division which had no wing until the financial year 2008-09 now has four full fledge wings under it. The names of the wings within IPC Division are: the Council of Common Interest Wing, the Post-Devolution Matters Wing, the PTDC/Development Wing and the Sports Wing. Accordingly, several additional functions were added in the mandate of IPC Division, apart from the five functions mentioned earlier in the Reconstitution Order 2006 (see Annex F).The mandate of IPC Division according to the Rules of Business, 1973 as amended up to October 29, 2014 was as under (see Annex E):

1. General coordination between the Federal Government and the Provinces in the economic, cultural and administrative fields;
2. Promoting uniformity of approach in formulation of policy and implementation among the Provinces and the Federal Government in all fields of common interest;

3. Discussions of policy issues emanating from the Provinces which have administrative or economic implications for the country as a whole;
4. All Secretarial work for the Council of Common Interests and the Inter-Provincial Conference and their committees.

ADDITIONAL WORK ASSIGNED TO IPC:

1. Administrative control of Inter Board Committee of Chairmen, Islamabad;
2. Administrative control of Pakistan Veterinary Medical Council, Islamabad;
3. International exchange of students and teachers, foreign studies and training and international assistance in the field of education;
4. Legislation covering all aspects of sports affairs and matters ancillary thereto;
5. Administrative control of Board established for promotion and development of sports under the Sports (Development and Control) Ordinance, 1962 (XVI of 1962);
6. Medical, Nursing, Dental, Pharmaceutical, Para-Medical and allied subjects;-
  - (a) Education abroad; and
  - (b) Educational facilities for backward areas and for foreign nationals, except the nomination of candidates from Federally Administered Tribal Areas for admission to Medical College;
7. Pakistan Sports Board (PSB);
8. Pakistan Cricket Board (PCB);
9. Administrative control of National Academy of Performing Arts (NAPA), Karachi;
10. Dealing and agreements with other countries and international organizations in matters relating to Youth Exchange Programmes (External);
11. National Internship Programme;
12. National Volunteer Movement.

It has already been mentioned that before the 18th Amendment, the IPC Division did not have the control of any attached department/ organization/ autonomous / semi-autonomous body, whereas, the situation has dramatically changed over last five years. The mandate of IPC given above shows that it now possesses the administrative control of Inter Board Committee of Chairmen Islamabad, Pakistan Veterinary Medical Council Islamabad, National Academy of Performing Arts (NAPA), Karachi and the Board established for promotion and development of sports under the Sports (Development and Control) ordinance, 1962. Moreover, the IPC Division is also assigned health, education and sports related matters which may require inter-provincial coordination.

Under the 18th Amendment, education is now a devolved provincial subject but the Implementation Commission had assigned several education related matters to the Ministry of Inter Provincial Coordination as a transitional arrangement. The IPC Division now deals with the international exchange of students and teachers, foreign studies and training and international assistance in the field of education. This step is criticized as a violation of the 18th Amendment because it is seen as a means to keep matters previously dealt by the Federal Ministry of Education within centre using the Ministry of IPC Division. Like scholarship schemes for Pakistani Students studying abroad previously dealt by the Ministry of Education are now being dealt in education section of the Ministry of Inter Provincial Coordination. The IPC now controls

the bilateral Cultural Exchange Scholarships Programme, the Commonwealth Scholarships Programme, the SAARC Self-Finance Facilities in Medical Colleges of Bangladesh and the scholarships offered by the Middle East Countries and others with no financial involvement of the Government of Pakistan (Year Book, 2013-14). These scholarship schemes could have easily been allocated to the provincial ministries of education on the basis of quota but a way out has been found to keep them in the centre rather transferring them to the provinces.

Moreover, the Implementation Commission's attempt to devolve the Higher Education Commission to provinces as per recommendations of the 18th Amendment also received strong opposition from the former HEC Chairman Dr. Attaur Rahman, the HEC staff, university students, faculty members and certain powerful circles in Islamabad and Rawalpindi. This ultimately forced the Implementation Commission to find a way out. The way out was provided by two new entries—item Nos. 7 & 12—in the Federal Legislative List Part-II, under the 18th Amendment. The two new entries were, the “National Planning and National Economic Coordination including Planning and Coordination of Scientific and Technological Research” (Item 7) and, “Standards in Institutions for Higher Education and Research, Scientific and Technical Institutions” (Item 12) (Zahid 2013). Using these two entries, HEC was allowed to stay in centre claiming those two entries account for the HEC's charter covered in the Higher Education Commission Ordinance 2002 while provinces were allowed to establish their own Higher Education Commissions as well.

To achieve uniformity in academic evaluation and curricular standards all across Pakistan, an Inter Board Committee of Chairmen (IBCC) is also kept under the IPC Division. The IBCC acts as an apex coordination body for all Boards of Intermediate and Secondary Education (BISEs), provincial Text Book Boards, Bureaus/Directorates of Curriculum, Allama Iqbal Open University, Agha Khan University Examination Board (AKU-EB) and Karakorum International University (Year Book 2013-14). The IBCC looks after the issues relating to overall policies and planning of education, inter-board or inter-province migration of students, attestation of certificates and degrees and equivalence of local and foreign certificates and degrees (Year Book 2013-14). After the devolution of education to provinces, the role of IBCC has become even more important for achieving the necessary level of uniformity and addressing the problems of degree attestations, degree equivalence and student migrations.

Apart from this the IPC Division is also given the management of all sports related activities and Pakistan Tourism Development Corporation (PTDC) for the transition period until they are shifted completely to the provinces (Year book, 2010-2011). The PTDC promotes tourism industry in Pakistan by organizing national and international tourism fairs, exhibitions and conferences. The PTDC also controls Flashman's Hotel Rawalpindi, 35 motels on different tourist locations, four PTDC restaurants and exclusive tours and transport subsidiary Pakistan Tours Private Limited (Year book, 2010-2011). On the other hand, Pakistan Sports Board (PSB) which is the apex sports body for all sports activities in Pakistan and Pakistan Cricket Board (PCB) which controls all cricket activities in Pakistan now fall within the ambit of IPC Division.

This is why a separate sports wing is now created within the IPC Division to monitor the sports affairs.

Hence, starting from the envisaging of the idea of Interprovincial Council in the Indian Independence Act 1947 and then materializing it in the shape of Interprovincial Coordination Council (IPCC) and Interprovincial Conference in early 1970s, and then the Interprovincial Coordination Division in 2007 the idea of IPC has come a long way. The development has been slow and haphazard but it has survived in some way or other over all these years with few hiccups in between, which in itself is not less than a feat, considering the IPC still has no constitutional status.

However, it can be observed after passing of the 18th Amendment, the developments on IPC front have maximized in a big way. The IPC has grown manifold in last five years or so. The Interprovincial Coordination Division which had total sanctioned strength of 42 employees until the financial year 2008-09, by the financial year 2013-2014 this number has risen up to 254 which is more than five times ascend in the span of just five years. Alternatively, during same period the financial budget of IPC rose from meagre amount of 18.719 million rupees to 2442.768 million rupees showing increase of more than 130 times in IPC's budgetary strength.

This monumental growth of IPC in the last five years might give a wrong impression that the IPC Division has become far bigger, stronger and more powerful intergovernmental forum in terms of its size and financial strength. If someone thinks so, he is largely mistaken because whatever strength the IPC Division has acquired after the 18th Amendment has very little to do with the IPC Division's original work of promoting inter-provincial and centre-provincial harmony and coordination. The IPC Division's current strength and importance accounts for the two transitional arrangements made after the 18th Amendment. One such arrangement was housing the secretariat of the CCI and the Implementation Commission within the IPC Division and the other was giving the IPC Division task of managing matters related to education, sports, PTDC and several other organizations. Once devolution process is complete and the transition phase ends, the real size of IPC Division and its financial strength would be known. However, the real work of IPC Division lies with whatever it does using the IPCC platform as all other work is transitional arrangement which does not actually fall within the purview of IPC Division. On this front as well some improvement is very visible. Unlike past now the IPCC meetings have become far more regular and punctual. In every financial year two to three IPCC meetings are arranged, where political and bureaucratic representatives from all provinces and the federation meet and discuss the issues of mutual concern. There is also an improvement on the level of discussion and issues being discussed in the IPCC. Moreover, now it appears provinces have more faith in the IPC Division so they bring more issues to the IPC.

Like in the financial year 2011-2012, several important issues of provincial concern were raised which included the issues related to the implementation of Aghaz-e-Huqooq-e-Balochistan package, the issues concerning the implementation of 7th NFC Award, the creation of smaller dams in provinces, the problems faced by the fishermen of Sindh, water charges claims of

Balochistan Government against the Sindh Government, outstanding dues of food department Government of Balochistan against Ministry of States and Frontier Regions (SAFRON). Similarly in the financial year 2012-2013, absorption of employees from Federal Government in provinces and non-acceptance of token tax fees paid in Khyber Pakhtunkhwa by other provinces were discussed. The IPC Division has also been coordinating with provincial governments on behalf of the federal government departments whenever they need any information or need the cooperation from the provincial governments on any matter of mutual concern. Like in the year 2013-2014 the IPC Division coordinated with the provincial governments to acquire information regarding the cost of War on Terror in Pakistan.

However, on the other hand, there appears an overlap of work between the Council of Common Interests and the Interprovincial Coordination Division. It is very difficult to draw clear lines on which matters will go to the CCI and what will be taken up by the IPC Division. Now provinces have the choice to take up their issues either at the IPCC forum or the CCI forum. As the CCI is a constitutional forum with the Federal Legislative List Part II falling within its mandate and an apex body with the Prime Minister in chair and all the four Chief Ministers as its ex-officio members, it is expected that provinces will have the tendency to take up all their issues in the CCI. This will burden the CCI with so much work that it will be difficult for the CCI to manage everything in a timely manner. Therefore, it is now imperative for both the CCI and the IPC that they coordinate and divide their work for smooth functioning of both the IGR forums.

Once a separate secretariat is created for the CCI and the whole transitory devolution process is completed, the fear is there that the IPC Division will lose all its importance and once again the situation will go back to the square one for the IPC Division. Moreover, as interprovincial matters and coordination is now included in the federal legislative list therefore the CCI is now empowered to take up any matter of intergovernmental concern unlike before the 18th Amendment, when its mandate was restricted to eight items only. Hence, once all this process is completed chances are there that even the viability and presence of the IPC Division will come under question. Therefore, it is really important that a right balance is created between the CCI and the IPC Division and a permanent role is determined for the IPC Division which complements the work of CCI.

## 5. POLICY RECOMMENDATIONS

- The name of “Inter Provincial Coordination” Division should be changed to “Intergovernmental Coordination” Division, so that, all types of intergovernmental relations are properly represented in the name.
- The mandate of IPC Division should be enlarged to include the intergovernmental issues of local governments as well. As the local government elections are under way in Pakistan, therefore, the provincial-local and Inter-local issues are bound to erupt as well. Moreover, this will provide the IPC a genuine reason to stay relevant as the CCI does not cover the intergovernmental issues of the local governments.
- Constitutionally after the 18th Amendment, the IPC Division is a part of the CCI when the “interprovincial matters and coordination” is now added as section 13 in the Federal Legislative List Part II. Therefore, the Interprovincial Coordination should be a wing of the CCI Secretariat and not the other way around. Hence, a separate secretariat should be created for the CCI as enshrined in the Article 154(3) of the constitution and the IPC should be housed in the CCI Secretariat.
- After the 18th Amendment as there is so much overlap in the work of CCI and the IPCC, it is recommended that both the CCI and the IPCC need to coordinate and divide their work load for smooth functioning of both the IGR forums.
- The CCI is an apex body graced with the presence of highest leadership of the country including the Prime Minister and the four Chief Ministers as its ex-officio members and it may take up all the policy decisions concerning intergovernmental issues among provinces and the federation while the IPCC enjoying the highest bureaucratic representation of the country can be tasked to look after the implementation of the decisions made by the CCI.
- Moreover, all the intergovernmental issues apart from the 18 items mentioned in the Federal Legislative List Part II should be routed through the IPC. If the IPC is unable to resolve such matters only then they may be taken up at the CCI forum using section 13 incorporating the “Interprovincial Matters and Coordination”.



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## ANNEXURE

### **Annex- I:**

Excerpts from the Government of India Act 1935

PART VI. - Provisions with respect to an Inter-Provincial Council.

Inter-Provincial Co-operation

135. If at any time it appears to His Majesty upon consideration of representations addressed to him by the Governor-General that the public interests would be served by the establishment of an Inter-Provincial Council charged with the duty of-

- (a) inquiring into and advising upon disputes which may have arisen between Provinces;
- (b) investigating and discussing subjects in which some or all of the Provinces, or the Federation and one or more of the Provinces, have a common interest ; or
- (c) making recommendations upon any such subject and, in particular, recommendations for the better co-ordination of policy and action with respect to that subject,

It shall be lawful for His Majesty in Council to establish such a Council, and to define the nature of the duties to be performed by it and its organisation and procedure.

An Order establishing any such Council may make provision for representatives of Indian States to participate in the work of the Council.

### **Annex-II:**

Excerpts from the Constitution of Islamic Republic of Pakistan, 1956

Article 130: If at any time it appears to the President that the public interest would be served by the establishment of an Inter-Provincial Council charged with the duty of –

- (a) investigating and discussing subjects in which the Provinces, or the Federation and one or both of the Provinces, have a common interest; or
- (b) making recommendations upon any such subject and, in particular, recommendations for the better co-ordination of policy and action with respect to that subject;

The President may, with the consent of the Governors of the Provinces, establish such a Council and define the nature of the duties to be performed by it, and its organization and procedure.

.....

**Annex-III:**

Excerpts from Rules of Business, 1973 (original version)

Schedule 2:

2. Cabinet Division

1. All secretarial work for the Cabinet, Council of Common Interests, Inter-Provincial Conference, National Economic Council and their Committees; Secretaries' Committee.”

21. Procedure regarding Inter-Provincial Conference\_\_

(1) Meetings of the Inter-Provincial Conference shall be convened by the Cabinet Division under the directions of the Prime Minister who shall preside at the meetings.

(2) Only cases of major importance which require policy decision and mutual discussion between the Federal and the Provincial Governments shall be brought before the Inter-Provincial Conference.

(3) The Federal and Provincial Ministers and officials of the Divisions concerned and of the Provincial Governments may be associated with the deliberations of the Conference as and when considered necessary.

(4) The provisions of rules 18 and 20 shall apply mutatis mutandis to the manner of submission of cases to, and the procedure for the meetings of, the Inter-

Provincial Conference except that the summary shall reach the Cabinet Division at least 21 clear days in advance of the commencement of the Conference.

(5) Other instructions regarding the submission of cases to the Conference shall be issued by Cabinet Division.

.....

23. Procedure regarding Committees of Cabinet, Inter-Provincial Conference and National Economic Council.—

(1) Meetings of a Committee of the Cabinet, Inter-Provincial Conference or of the National Economic Council shall be convened by the Cabinet Division under the directions of the Chairman of the Committee concerned, who shall preside at the meeting of the Committee.

(2) The members of the Committee shall attend the meetings: Provided that a Federal Minister or a Provincial Minister, where he is a member, if unable to attend a meeting, may authorise the Secretary of the Division or Department concerned to represent him.



(3) Officials of the Divisions concerned and of the Provincial Governments may be associated with the deliberations of the Committee as and when considered necessary.

(4) The provisions of rules 18, 19 and 20 shall apply mutatis mutandis to the manner of submission of cases to, and the procedure for the meeting of the Committee.

(5) Other instructions regarding the submission of the cases to the Committee shall be issued by the Cabinet Secretary.

24. Action on decisions of the Cabinet, Inter-Provincial Conference and National Economic Council [or their Committees], etc.—

(1) When a case has been decided by the Cabinet, or Inter-Provincial Council or the National Economic Council or their Committees, the Minister-in-Charge shall take prompt action to give effect to the decision.

(2) When the decision is received by the Secretary of the Division concerned, he shall- (a) acknowledge the receipt of the decision in the form provided; (b) transmit the decision to his Division for action; (c) keep a register with himself of the decisions received, for the purpose of ensuring that prompt and complete action is taken on those decisions; and (d) coordinate action with any other Division concerned with the decision.

(3) The Secretary of the Division concerned shall, on receipt of the Cabinet decision, communicate it to the Division but shall not forward the original documents. The decision shall be formally conveyed as decision of the Federal Government and details to the Ministers present at the meeting of the Cabinet, Committee of Cabinet etc., shall not be disclosed.

Note:-The record of the discussion before a decision was taken shall not be passed down unless it contains points which require further consideration or action in the Division concerned.

(4) To ensure implementation of the Cabinet decisions, the Secretary of each Division shall keep a record of all the decisions conveyed to him and shall watch progress of action until it is completed. It shall be his responsibility as Secretary of the Division sponsoring the summary, to consult or inform any other Divisions concerned, in order to ensure full implementation of the decision.

(5) The Cabinet Secretary shall watch the implementation of Cabinet decisions, and the Secretary in the Division concerned shall supply to the Cabinet Secretary such documents as the latter may, by general or special request, require to enable him to complete his record of the case.

(6) The Cabinet Secretary shall maintain the record of each case which shall consist of- (a) a copy of all papers issued under rules 19(1), 20(5), 22(3) or 23(4); (b) a copy of the records prepared under rules 19(2), 20(11) or 23(4); (c) all documents received under sub-rule (5).

(7) The Secretaries shall retain in their personal custody the record of Cabinet decisions and discussions conveyed to them under rule 20(13), and shall make them over to their successors at the time of handing over charge.

(8) All papers submitted to Cabinet are secret until the Cabinet discussion has taken place. Thereafter each secretary shall decide whether the case should continue to be classified as secret, and inform the Cabinet Division of his decision.

(9) The Ministers shall return to the Cabinet Secretary –

(a) the papers issued to them for decision by circulation, immediately after recording their opinion; (b) the papers issued to them for decision by discussion in a meeting of the Cabinet or Committee of the Cabinet, etc., under rule 20(5), 22(3) or 23 (4), immediately after the discussion has taken place;

(c) copies of the record of discussion and decision circulated by the Cabinet Secretary under rule 19(1), 20(12), 22(3) or 23(4); immediately after they have perused them; and

(d) reports of action taken on Cabinet decisions, or other papers circulated for information, immediately after perusal.

#### **Annex-IV:**

Excerpts from Rules of Business, 1973 (As amended on 16th August, 2012)

21. [Procedure regarding Inter-Provincial Conference] Omitted vide S.R.O No. 724(I)/2011 (F.No.4-9/2011-Min-I), dated 28.07.2011.

18 Interior Division

18A. Inter-Provincial Coordination Division

1. General coordination between the Federal Government and the Provinces in the economic, cultural and administrative fields.

2. Promoting uniformity of approach in formulation of policy and implementation among the Provinces and the Federal Government in all fields of common concern.

3. Discussions of policy issues emanating from the Provinces which have administrative or economic implications for the country as a whole.

4. All Secretarial work for Council of Common Interests [5] and their committees.

5. Any other matter referred to the Division by a Province or any of the Ministry or Division of the Federal Government.

**Annex-V:**

Excerpts from Rules of Business, 1973 (As amended upto 29th October, 2014)

Mandate of Inter Provincial Coordination (IPC) as per Rules of Business

19. Inter-Provincial Coordination Division

1. General coordination between the Federal Government and the Provinces in the economic, cultural and administrative fields.

2. Promoting uniformity of approach in formulation of policy and implementation among the Provinces and the Federal Government in all fields of common concern.

3. Discussions of policy issues emanating from the Provinces which have administrative or economic implications for the country as a whole.

4. All Secretarial work for Council of Common Interests [] and their committees.

5. Any other matter referred to the Division by a Province or any of the Ministry or Division of the Federal Government.

6 & 7 Omitted vide SRO 1088(I)/2011, (4-14/2011-Min-I) dated 09.12.2011.

8. Omitted vide SRO 850(I)/2014, (4-5/2013-Min-I) dated 25.09.2014.

9. MalamJabbaRessort Ltd.

10. Pakistan Veterinary Medical Council Islamabad.

11, 12&13. Omitted vide SRO 1088(I)/2011, (4-14/2011-Min-I) dated 09.12.2011.

14. Inter Board Committee of Chairmen, Islamabad.

15-19. Omitted vide SRO 1088(I)/2011, (4-14/2011-Min-I) dated 09.12.2011.

20. Medical, nursing, dental, pharmaceutical, para-medical and allied subjects;-

(a) education abroad; and

(b) educational facilities for backward areas and for foreign nationals, except the nomination of candidates from Federally Administered Tribal Areas for admission to Medical College.

21-29. Omitted vide SRO 1088(I)/2011, (4-14/2011-Min-I) dated 09.12.2011.

30. {Transferred to Human Resource Development Division vide S.R.O.

No. 1001(I)2011, (F.No.4-10/2011), dated 27-10-2011}.

31. to 34. Omitted vide SRO788(I)/2011 (F.No.4/10-2011-Min-I) dated 23.08.2011.
35. Legislation covering all aspects of sports affairs and matters ancillary thereto.
36. Administrative control of Board established for the promotion and development of sports under the Sports (Development and Control) Ordinance, 1962 (XVI of 1962).
37. Pakistan Sports Board (PSB).
38. Pakistan Cricket Board (PCB).
39. International exchange of students and teachers, foreign studies and training and international assistance in the field of education.
40. Omitted vide SRO 389 (I)/2013 dated 15.05.2013 (F.No.4-5/2013-Min-I).
41. Dealing and agreements with other countries and international organizations in matters relating to Youth Exchange Programmes (External).
42. National Internship Programme.
43. National Volunteer Movement.

**Annex-VI:**

Revival of Inter Provincial Coordination Committee 2006

**Government of Pakistan  
Cabinet Secretariat  
Cabinet Division  
\*\*\*\*\***

No. 1(52)/2006/IPC-I

Islamabad, the 31<sup>st</sup> July, 2006.

**Subject: - REVIVAL OF INTER-POVINCIAL COORDINATION COMMITTEE (IPCC).**

The Prime Minister has been pleased to approve constitution of the Inter-Provincial Coordination Committee (IPCC) as follows: -

**(I) COMPOSITION**

- |       |  |          |
|-------|--|----------|
| i).   | Minister for IPC   | Chairman |
| ii).  | Provincial Ministers for IPC   | Member   |
| iii). | Chief Secretaries of Provinces   | Member   |
| iv).  | Federal Ministers relating to concerned issues (by special invitation) | Member   |

**(II) TERMS OF REFERENCE.**

Terms of reference of above Committee would be as under: -

1. General Coordination between the Federal Government and the Provincial in economic, social and administrative fields.
2. Promoting uniformity of approach in formulation of policies and their implementation by the Provinces and the Federal Government in all fields of common national concern.

3. Discussion of policy issue emanating from the Provinces that have economic, Social or administrative implications for the country as a whole.
4. Coordination with Ministries/Agencies concerned to evolve suitable response to criticism of Government policies, programs and actions and to project a proper image of the Government.
5. Any other matter referred by a Province or any of the Ministries or Division of the Federal Government.

Sd/-----

**(Muhammad Azam Rathore)**  
**Additional Secretary (IPC)**

1. All Federal Ministers of State.
2. Chief Secretary Punjab/Sindh/NWFP/Baluchistan.
3. Secretary to the Governor (s) Punjab/Sindh/NWFP/Baluchistan.
4. Secretary to the Chief Ministry (s) Punjab/Sindh/NWFP/Baluchistan.

**Copy for information to: -**

1. Chief of Staff to the President, President's Secretariat, Islamabad.
2. Principal Secretary to the Prime Minister's Sectt. Islamabad.
3. All Ministries/Divisions Islamabad/Rawalpindi.
4. Private Secretary to Minister for Inter-Provincial Coordination, Islamabad.

Sd/-----

**(Muhammad Azam Rathore)**  
**Additional Secretary (IPC)**

**Annex-VII:**

Prime Minister Order for the Creation of Inter Provincial Coordination Division

GOVERNMENT OF PAKISTAN

CABINET SECRETARIAT

(Cabinet Division)

\*\*\*\*

No.4-17/2006.Min-1

Islamabad, the 19th March,2007

MEMORANDIUM

Subject: CREATION OF INTER PROVINCIAL COORDINATION DIVISION

In terms of rule 3(2) of the Rules of Business, 1973, the Prime Minister has been pleased to order creation of Inter Provincial Coordination Division in the Cabinet Secretariat, with immediate effect.

The Cabinet Secretariat will now consist of the following Division namely :-

- i. Cabinet Division.
- ii. Establishment Division.
- iii. Inter Provincial Coordination Division.

2. The IPC related functions of the Cabinet Division will henceforth be dealt with by the Provincial Coordination Division. Necessary amendments in the Rules of Business,1973 will be made in the course.

Sd/-

(Syed Yasin Ahmed)

Additional Secretary (Cabinet)

All Ministries/Divisions

Copy forwarded to :-

1. COS to the President
2. Principal Secretary to the Prime Minister.
3. Secretaries Senate/National Assembly Secretariat.
4. Chief Secretaries of all the Provincial Governments.

(Syed Yasin Ahmed)

Additional Secretary (Cabinet)

Tel:9211152

**Annex-VIII:**

## Prime Minister Order for the Creation of Ministry of Inter Provincial Coordination Division

**GOVERNMENT OF PAKISTAN  
CABINET SECRETARIAT  
CABINET DIVISION**

\*\*\*\*

No. 4-16/2008-Min.I.

Islamabad, the 3<sup>rd</sup> Nov. 2008Subject: CREATION OF MINISTRIES/DIVISIONS

In terms of rule 3(2) of the Rules of Business, 1973, the Prime Minister has been pleased to create the following Ministries/Divisions—

Sr. No.	Name of Ministry	Name of Division of the Ministry
1.	Ministry of Human Rights.	Human Rights Division.
2	Ministry of Inter Provincial Coordination.	Inter Provincial Coordination Division.
3	Ministry of Livestock and Dairy Development.	Livestock and Dairy Development Division.
4.	Ministry of Overseas Pakistanis.	Overseas Pakistanis Division.
5.	Ministry of Postal Services.	Postal Services Division.
6.	Ministry of Special Initiatives.	Special Initiatives Division.
7.	Ministry of Zakat and Ushr.	Zake and Ushr Division.

2. Consequent upon creation of above Ministries/Divisions, the Federal Secretariat shall now consist of the following Ministries/Divisions:-

Sr, No.	Ministries	Divisions
1	2	3
1.	Cabinet Secretariat	(i) Cabinet Division. (ii) Establishment Division.
2.	Ministry of Commerce.	Commerce Division.
3.	Ministry of Communications,	Communications Division.
4.	Ministry of Culture.	Culture Division,
5.	Ministry of Defence.	Defence Division.
6.	Ministry of Defence Production.	Defence Production Division.

*Contd..p-2*



7.	Ministry of Economic Affairs and Statistics.	(i) (ii)	Economic Affairs Division.. Statistics Division;
8.	Ministry of Education.		Education Division,
9.	Ministry of Environment.		Environment Division.
10.	Ministry of Finance and Revenue.	(i) (ii)	Finance. Division. Revenue Division,
11.	Ministry of Food and Agriculture.		Food and Agriculture Division.
12.	Ministry of Foreign Affairs.		Foreign Affairs Division.
13.	Ministry of Health.		Health Division.
14.	Ministry of Housing and Works.		Housing and Works Division.
15.	Ministry of Human Rights		Human Rights Division.
16.	Ministry of Industries and Production.		Industries and Production Division.
17.	Ministry of Information and Broadcasting.		Information and Broadcasting Division.
18.	Ministry of Information Technology.		Information Technology and Telecommunications Division.
19.	Ministry of Inter Provincial Coordination.		Inter Provincial Coordination Division.
20.	Ministry of Interior.		Interior Division.
21.	Ministry of Investment.		Investment Division.
22.	Ministry of Kashmir Affairs and Northern Affairs.		Kashmir Affairs and Northern Affairs Division.
23.	Ministry of Labour and Manpower.		Labour and Manpower Division.
24.	Ministry of Law and Justice.		Law and Justice Division.
25.	Ministry of Livestock and Dairy Development.		Livestock and Dairy Development Division.
26.	Ministry of Local Government and Rural Development.		Local Government and Rural Development Division.
27.	Ministry of Minorities.		Minorities Affairs Division.
28.	Ministry of Narcotics Control.		Narcotics Control Division.
29.	Ministry of Overseas Pakistanis.		Overseas Pakistanis Division.
30.	Ministry of Parliamentary Affairs.		Parliamentary Affairs Division.
31.	Ministry of Petroleum and Natural Resources.		Petroleum and Natural Resources Division.

Contd..p-3

32.	Ministry of Planning and Development.	Planning and Development Division.
33.	Ministry of Population Welfare.	Population Welfare Division.
34.	Ministry of Ports and Shipping.	Ports and Shipping Division.
35.	Ministry of Postal Services.	Postal Services Division.
36.	Ministry of Privatization.	Privatization Division.
37.	Ministry of Railways.	Railways Division.
38.	Ministry of Religious Affairs.	Religious Affairs Division.
39.	Ministry of Science and Technology.	Scientific and Technological Research Division.
40.	Ministry of Social Welfare and Special Education.	Social Welfare and Special Education Division.
41.	Ministry of Special Initiatives.	Special Initiatives Division.
42.	Ministry of Sports.	Sports Division.
43.	Ministry of States and Frontier Regions.	States and Frontier Regions Division.
44.	Ministry of Textile Industry.	Textile Industry Division.
45.	Ministry of Tourism.	Tourism Division.
46.	Ministry of Water and Power.	Water and Power Division.
47.	Ministry of Women Development.	Women Development Division.
48.	Ministry of Youth Affairs.	Youth Affairs Division.
49.	Ministry of Zakat and Ushr.	Zakat and Ushr Division.

Sd/-  
(Syed Qamar Mustafa Shah)  
Deputy Secretary (Min)

All Ministries/Divisions.

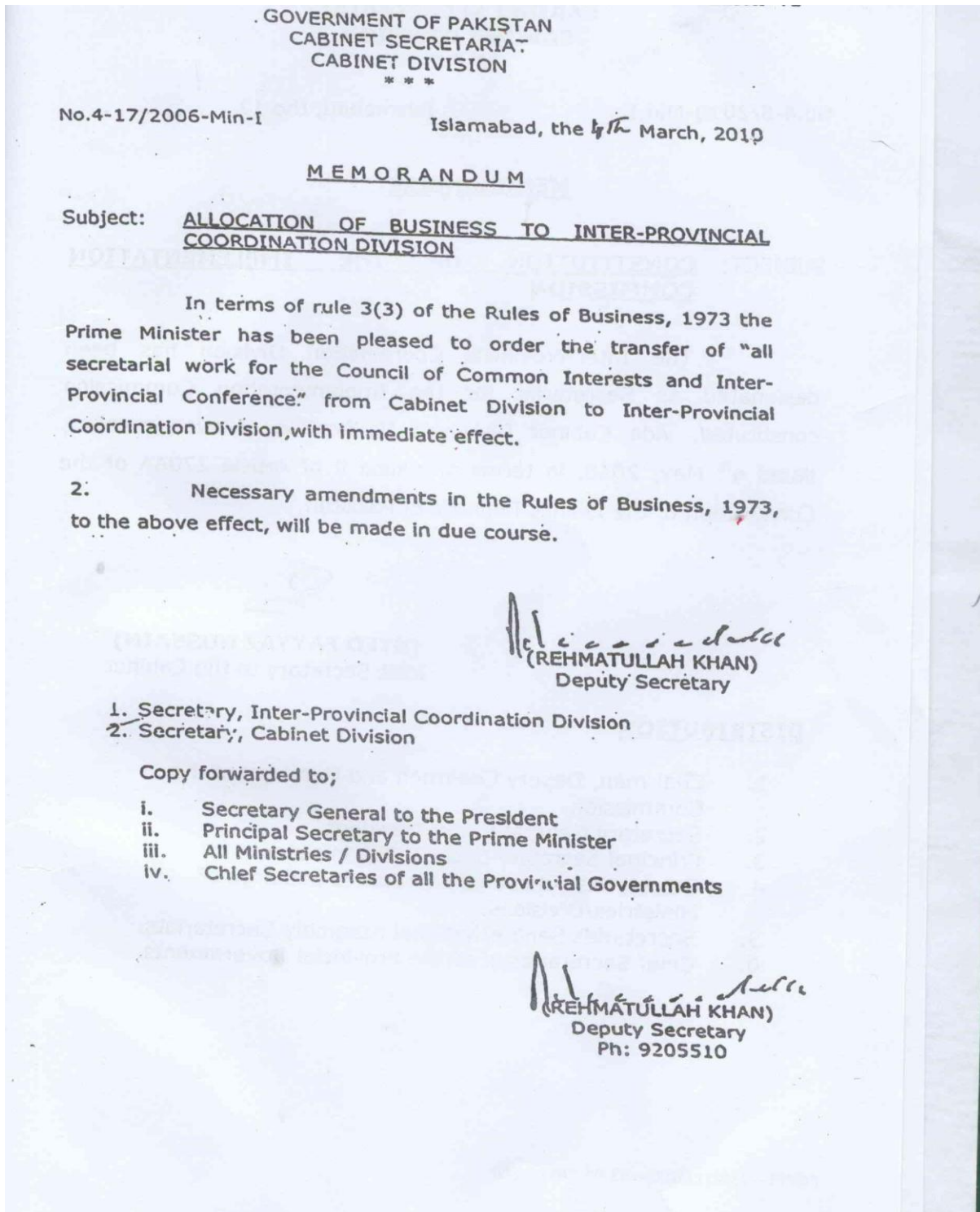
Copy forwarded to:-

1. Principal Secretary to the President
2. Principal Secretary to the Prime Minister.
3. Secretaries Senate/National Assembly Secretariats.
4. Chief Secretaries of all the Provincial Governments.

Sd/-  
(Syed Qamar Mustafa Shah)  
Deputy Secretary (Min)  
Tel: 9202510

**Annex-IX:**

Allocation of Council of Common Interests to IPC Division



**Annex-X:**

Prime Minister's Order for the designation of the IPC Division as a secretariat for the Implementation Commission.

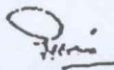
**GOVERNMENT OF PAKISTAN  
CABINET SECRETARIAT  
CABINET DIVISION  
\* \* \***

No.4-8/2010-Min.I Islamabad, the 12

**MEMORANDUM**

**SUBJECT: CONSTITUTION OF THE IMPLEMENTATION COMMISSION**

The Inter-Provincial Coordination Division has been designated as Secretariat for the Implementation Commission constituted, vide Cabinet Division's Notification of even number, dated 4<sup>th</sup> May, 2010, in terms of clause 9 of Article 270AA of the Constitution of the Islamic Republic of Pakistan.

  
**(SYED FAYYAZ HUSSAIN)**  
Joint Secretary to the Cabinet

**DISTRIBUTION:**

1. Chairman, Deputy Chairman and Members of the Commission.
2. Secretary General to the President.
3. Principal Secretary to the Prime Minister.
4. Secretaries/Additional Secretaries Incharge of Ministries/Divisions.
5. Secretaries Senate/National Assembly Secretariats.
6. Chief Secretaries of all the Provincial Governments.





