

(Question)

The formation of new provinces is a recurring discourse in Pakistan. Critically evaluate the hurdles and give recommendations

↳ Introduction:

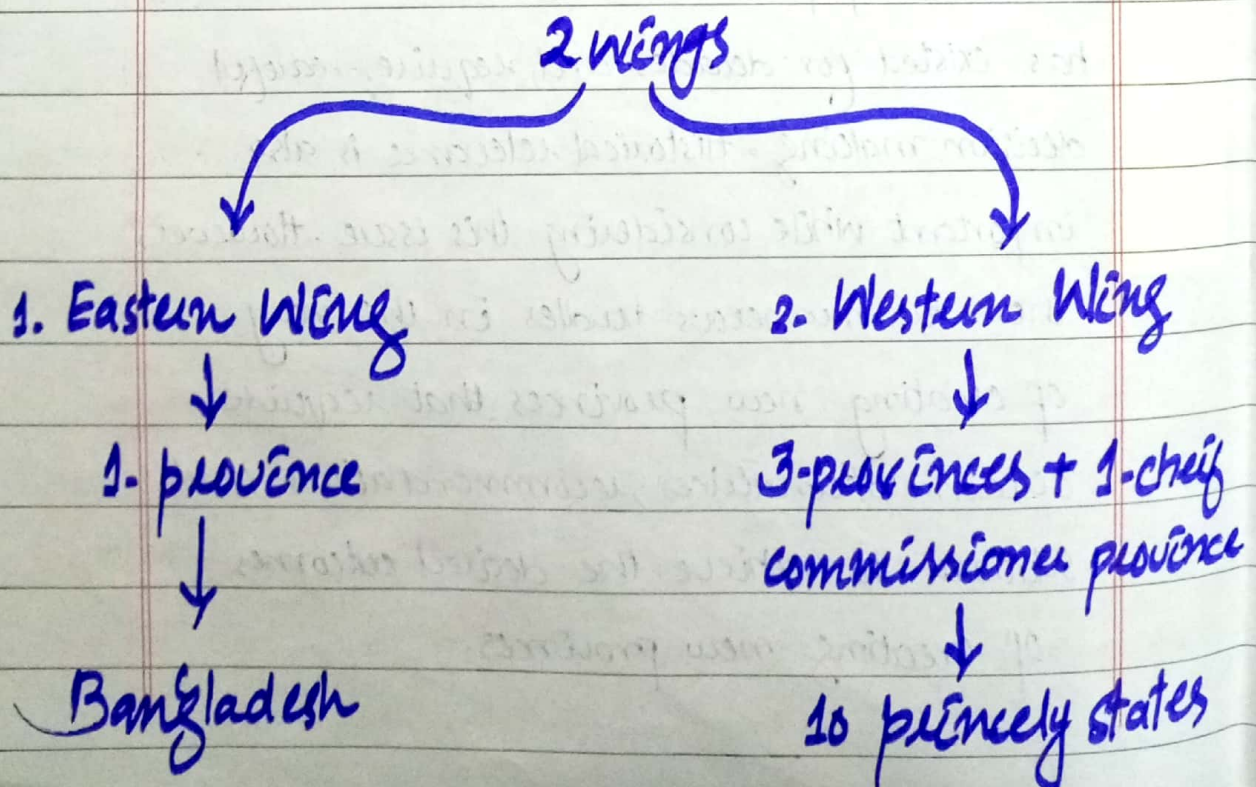
The creation of new provinces is a recurring discourse in Pakistan and the debate on this issue has again started. Previously, ~~provinces~~ people have demanded new provinces on ethnic grounds, sometimes on the basis of distribution of resources, and sometimes on the socio-economic backwardness of the area. Contemporary debate centers around increase service delivery and devolution of power. The debate is not new and has existed for decades and requires careful decision making. Historical relevance is also important while considering this issue. However, there are numerous hurdles in the way of creating new provinces that require certain alternatives, recommendations, and solutions to achieve the desired outcomes of creating new provinces.

Should I give intro in this way or make it short??

4 Glimpse on the administrative Structure of Pakistan at the time of independence - for background and context

After the independence, Pakistan had 15 administrative units and they were divided in 2 wings. Historical relevance is necessary to evaluate that whether the creation of new provinces is required or not? & whether the small administrative units perform well or not?

These questions can be effectively addressed by taking a short tour back to the history.



(1) Governance of these 10 princely states

* According to Dr. Yaqoob Bangesh,

Writer of Book:

'A Princely Affair'

the performance of these princely states was exceptionally well.

* And among all the princely states, the performance of **Khairpur** was outstanding.

(2) Khairpur Governance Model

* Khairpur state had a visionary leader, who transformed the state

* According to article 25(a) of Pakistan's constitution education is the fundamental right. This was added in 2010, in 18th Amendment

* While, Khairpur was spending **22%** of its revenue on education at that time and even without constitutional safeguards.

* Pakistan even today is not spending that much on education as the education spending is approximately **~ 0.8% of GDP** in FY2025 - FY2026.

* Khairpur worked on female literacy rate by founding **Naz college and Naz High School**.

These institutions provided:

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Should I add the historical relevance while writing ans or should I

directly jump to what is asked in the question ??

↳ Free education

↳ Free lodging for students

↳ Free books and stipends to encourage students.

* When its ruler felt that there is need for the industry, they established two textile mills and then gave them to private sector after they fully established and flourished.

* Ruler of Khairpur was:

Mumtaz Khazilbash

(3) Therefore, it can be concluded from above discussion that even small units can perform exceptionally well in all sectors if there are visionary leaders to lead them with the aim of achieving bright future for their residents.

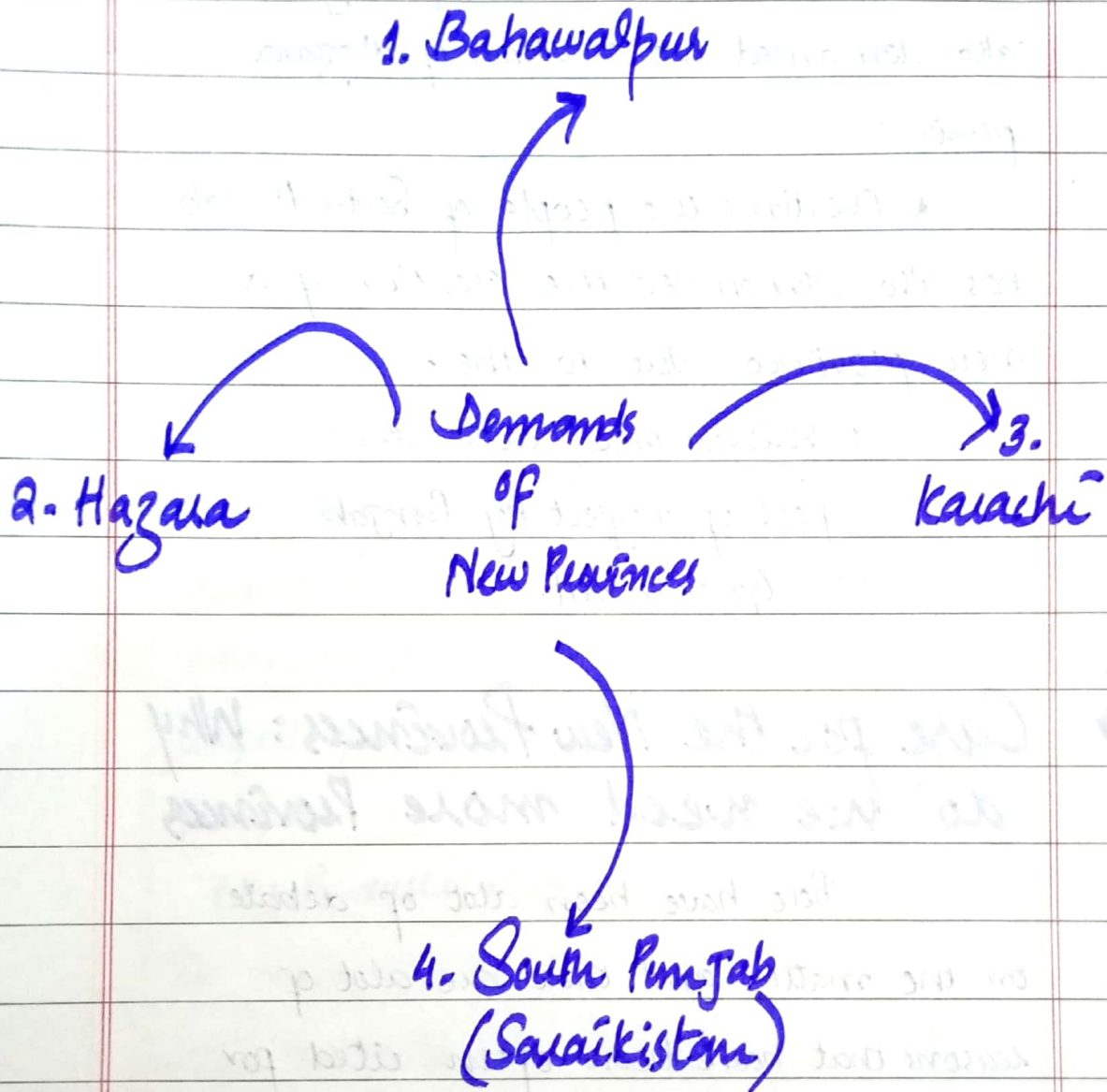
↳ Demand for the New Provinces over the course of history

There have been demands by different areas and sections of the societies to create new provinces over the course of history. All had different reasons for this

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demand. Some examples are:



* Bahawalpur was already a province before the creation of one unit formula. After the one unit formula was dissolved, the demand to establish the autonomous status of Bahawalpur was put forward.

* In Karachi and Hyderabad, urdu speaking community also demanded the creation of province

on the linguistic basis

* In KP, the non-Pashto speaking communities also demanded the creation of Hazara province.

* Overtime, the people of South Punjab has also demanded the creation of a new province due to the:

1. Socioeconomic Backwardness
2. feel of neglect by Punjab Government.

↳ Case for the New Provinces: Why do we need more Provinces

There have been a lot of debate on the matter and there are a lot of reasons that have been often cited for the need to create new provinces. Some of these reasons are given below.

(1) Large size of the existing units

The 4 provinces that exist in Pakistan today are very large in their territorial size.

It has been often quoted that even

if the Punjab were to become a separate country, it would be the 12th largest country in the world.

Therefore, this large territorial size of provinces necessitates the further division.

(2) Disparities among the existing units

(i) Income disparity: There is inequality in per capita income among various provinces. Urban centers of Punjab offers much more prospects for better income than the South Punjab.

(ii) Industrial development also varies. The major urban centers eg., Karachi have large industries that in turn creates more jobs and better income. These industries are also centered in some parts of the province, while rest of the Sindh ^{has} ~~has~~ less and even none industrial development.

(iii) Infrastructure development is also uneven across the provinces. Cities like Lahore has advance infrastructure whereas, most of the Balochistan is grappling with

poor infrastructure.

(iv) Access to quality education and healthcare facilities are also uneven across provinces and even within provinces.

These disparities and others like the availability of water for agriculture, demand for provincial autonomy, and security challenges and conflicts also necessitate the creation of new provinces.

(3) Performance of former princely states is also cited to reinforce the case of new provinces.

The state of Khairpur due to its educational vision, industrial development, and visionary leader is often quoted in arguments in favor of establishing new provinces.

(4) Smaller units have ensured good governance in the developed world.

Smaller units improve service delivery and have also established in the developed

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countries where it ensures good governance.

* Example

Turkey → 81 provinces
↓
84 million population

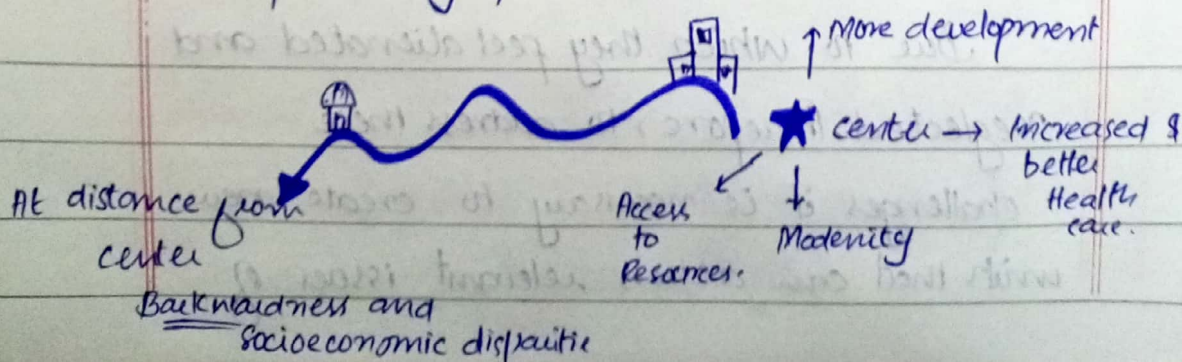
whereas, on the other hand:

Pakistan → 4-provinces
↓
241 million people

(5) Backwardness of remote areas as they are far away from the center

It is observed that as you start to move away from the center, the developments start to decrease. The more you move away the backwardness increases.

Example Rajampet is backward because it is far away from the center



(6) Inaccessibility to the seat of Government for the citizens residing in remote areas

The citizens that reside in the remote areas cannot easily access the seat of government and this also necessitates to divide the larger provinces into smaller units so that it can be brought near to the people for easy access and within their reach.

(7) Disfranchisement of people residing in remote areas

People who reside in remote areas often face

1. Socio-economic backwardness

2. lack of quality education

3. No healthcare facilities

4. lack of access to the seat of Government

Due to which they feel alienated and neglected. Therefore, to address these challenges it is necessary to create new units that can address relevant issues of

their units with urgency.

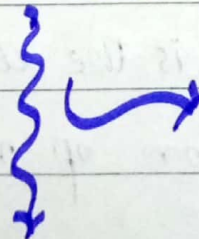
These are the reasons that are often used to build a strong case for the development of new provinces and these are genuine concerns that must be addressed effectively.

↳ Constitutional Procedure for the creation of New Provinces

It is a 2-stage Mechanism that must be fulfilled to create new provinces.

2-stages

1. Constitutional Amendment
Article - 238



If it is related to the boundaries of provinces then

2. Resolution from Provincial Assembly with 2/3rd majority
Article 239(a)

1. Constitutional Amendment

The organisation of territories in Pakistan is described by the province constitution. If the boundaries of the ~~pro~~ provinces has to change then the constitution should also be amended under the provisions of Article - 238 of constitution.

2. Resolution of provincial Assemblies

And if the amendment is regarding the provincial boundaries then the province whose boundaries are to be changed:

Its provincial assembly must pass resolution with $2/3^{\text{rd}}$ majority according to the provisions mentioned in Article 239 (a) of the constitution.

This is the constitutional procedure for the creation of new provinces in Pakistan.

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↳ Hurdles in the Creation of New provinces in Pakistan

(1) Constitutional Hurdles - Difficulty to forge political alliance or consensus necessary for the creation of new provinces

The constitutional rigidity makes it difficult to create new provinces:

- a. Art - 238
- b. Art - 239 (a)

Achieving $2/3^{\text{rd}}$ majority is extremely difficult and it is a necessary requirement.

So, it is one of the major hurdles in creation of new provinces.

(2) Fate of existing National level agreements between the federation and provinces

There are various national agreements between the federation and provinces, like:

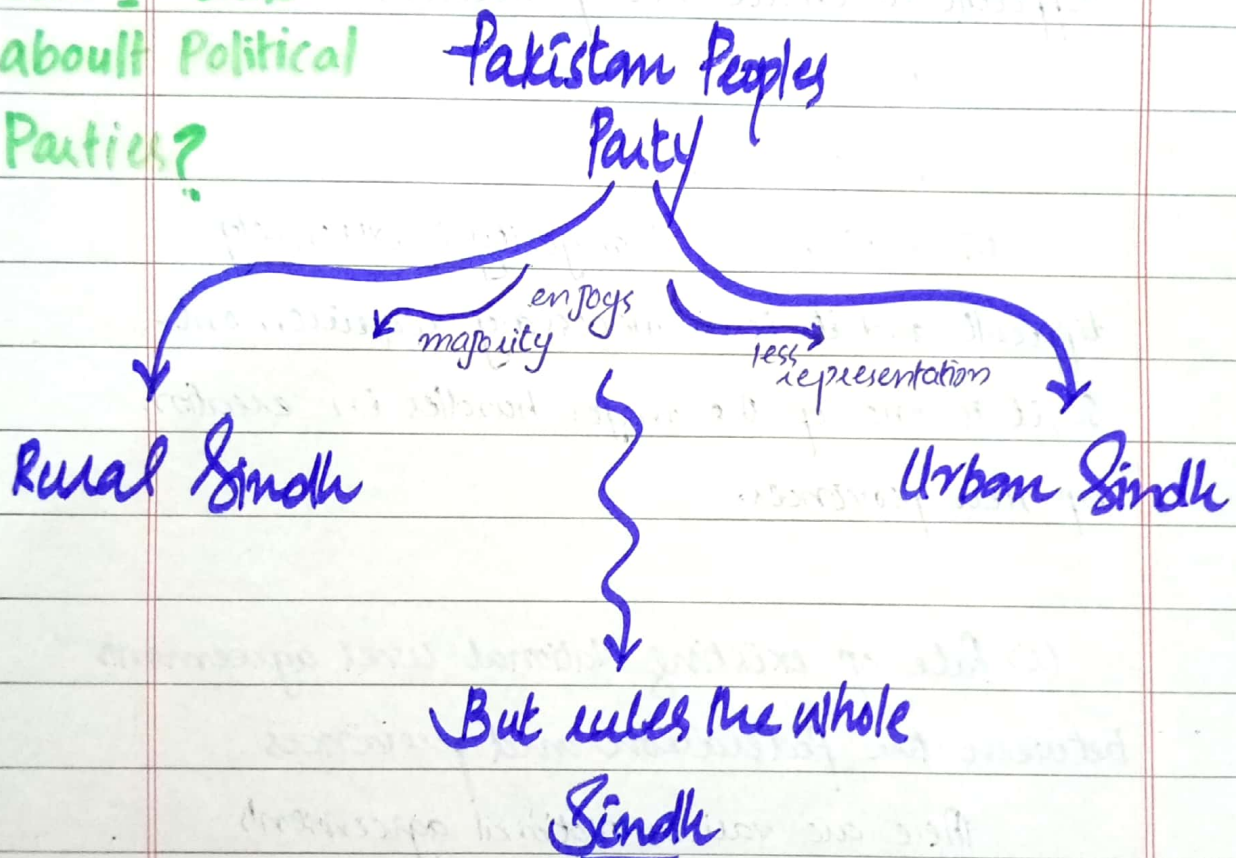
- 1. Water Apportionment Accord
- 2. NFC

If there are new provinces, these would become invalid and will create a number of other legal and administrative issues.

(3) Vested Political interests of certain political players also act as hurdle in the way of developing new provinces

There are many political parties that enjoy control over the whole province although their majority is centered only in one area in the province.

Can I talk about Political Parties?

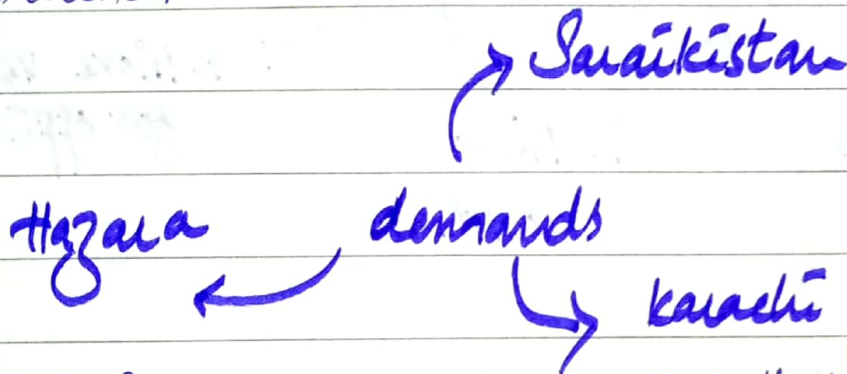


If the Karachi separates from Sindh then the Pakistan Peoples Party would find it difficult to get seat in that area due to different factors.

Therefore, the vested interests of political players is also one of the major reasons.

(4) Creation of new Provinces will open floodgates for demands for even more provinces

When just the name of NWFP was changed to Khyber Pakhtunkhwa in 2010, the different movements were started in different provinces.

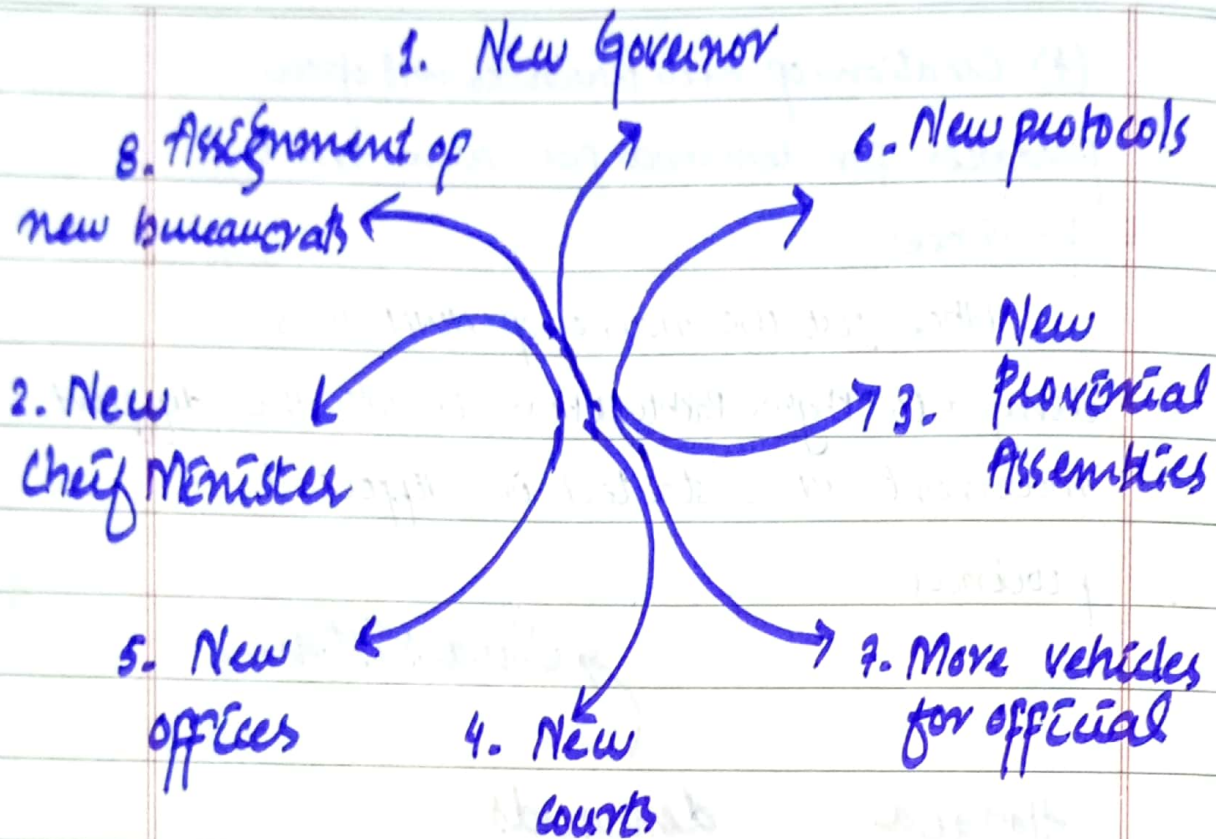


Therefore, it would become difficult to curb all the movements.

(5) Massive Increase in Public Expenditure

In 2010, the cost of just changing the name of NWFP → KP was almost **8 billion rupees**, and the creation of new provinces would lead to massive increase in public expenditure.

As the new provinces that will be created will require altogether new administrative structure to function effectively.



(6) New provinces will slowdown the federal decision making

Due to the creation of new provinces

CCI

NFC

NEC

would face delays

due to legal

disputes

Provinces will try to prolong the negotiations to strengthen their claim and all of this will create a deadlock that will delay the federal decision making.

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(7) Creation of new Provinces is not the priority right now due to other existential issues that Pakistan is facing right now. The timing for the creation of the new provinces is not suitable and it is also not the priority right now. As Pakistan is facing other problems that need more attention.

1. Resurgence of Terrorism

3-

Explosive
Geopolitical
Situation

Existential
Issues

4-

Brain
Drain

2. Ailing Economy that
has attained somewhat
stability

All these and there are many other such issues that need much more attention than the creation of new provinces.

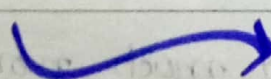
(8) Huge Administrative Disruption will be caused by the creation of new provinces

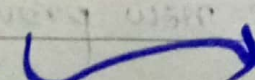
A number of administrative problems will surface with the creation of new provinces that will divert the attention of policy makers from economic growth. Issues like:

1. Division of assets and liabilities
2. Settlement of legal issues
3. Restructuring provincial administration
4. Delimiting constituencies
5. Redrawing provincial boundaries
6. Reassigning civil servants

(9) New provinces may worsen the intra-provincial or inter-regional inequalities

Well endowed areas will develop faster as compared to the other areas.

KP  Peshawar, Hazara

Quetta  Balochistan

whereas, the other areas may drift even more backward and will result in greater inequality.

(10) New provinces may lighten the conflicts when people become more divided

Pakistan's Provinces are already created along the ethnic and linguistic lines and these divisions already create a number of conflicts among provinces.

* Example

One of the major conflict is regarding the equitable distribution of water that usually dominates other conflicts.

And if there are more provinces, people will become more divided and intolerant and there are chances of more conflicts.

* Example

Sudan faced a civil war due to this division.

According to Johnson, in Sudan:

"Provincial boundaries were redrawn to pit the communities against each other, plunging civil war and ultimately creating

South Sudan"

- Johnson, the root cause of Sudan's civil war

All of the above mentioned are significant hurdles in the creation of new provinces in Pakistan.

↳ Alternatives and Recommendations to achieve the desired outcomes of creating new provinces without their creation

Pakistan can adopt various mechanisms to achieve the desired results of creating new provinces while a careful mechanism

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is adopted to deal with their creation in the long run.

(1) Decentralization of Power

Participatory can attain increased service delivery by devolving power to the local tiers.

(2) By Strengthening Local Governments

Strengthening local government is the most effective way to address all the problems.

In some scenarios, it is often claimed that strengthening local governments is better than creating new provinces.

Reasons

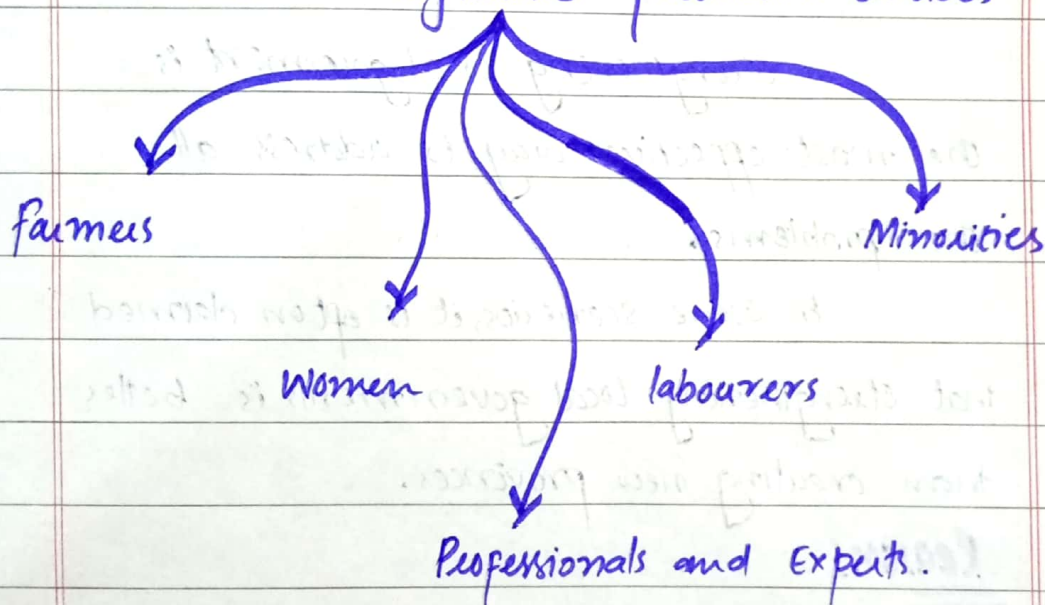
(i) local governments improve the service delivery at the grassroot levels as the basic services are within accessible range of common people.

(ii) There is public participation in the decision making that can increase the efficient use of resources as people are

more aware of their needs and requirements

(iii) local governments can act as a training ground for future leadership due to the hands on experience on the governance.

(iv) It promotes inclusiveness and weakens the dynastic politics. It involves



(3) Equitable distribution of Resources

By fair and equitable distribution of resources among the provinces and among all the divisions can ensure inclusiveness of all areas and all communities.

(4) By according to Preferential treatment to the remote areas

It is recommended to accord to preferential treatment to the remote areas.

By promoting infrastructural development; increasing access to education, and healthcare services.

(5) By promotion of E-governance

* E-governance can also help to increase the service delivery.

* People can submit online applications, can register complaints online.

* This not only increases the access but also enhances the accountability of different sectors by making the process transparent.

4 Conclusion:

The debate on new provinces is not new in Pakistan. It has existed throughout the course of Pakistan's history. The historical context gives evidence that

smaller units perform outstandingly.

But there are numerous hurdles in the creation of new provinces that range from political interests and increased public expenditure to the huge administrative disruptions and the risks of intraprovincial conflicts.

Therefore, recommendations such as strengthening local government and promotion of e-governance are given to increase the performance of governments and service delivery.

- * The length of the Question is okay or not??
- * What about the arguments that I used??
- * Is my attempting method fine or not??
- * More pointers? + Graded it.