
**ZULFIQAR ALI BHUTTO'S DIPLOMATIC LEGACY:
SHAPING PAKISTAN'S FOREIGN RELATIONS**

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ABSTRACT

The paper employing the critical qualitative approach attempts to analyze diplomatic legacy of Zulifkar Ali Bhutto and profound impact of his charismatic personality on shaping Pakistan's foreign policy. The paper has selected key contributions of Bhutto's regime such as the Islamic Summit Conference 1974, unity of Islamic counties under the umbrella 'Muslim Umaah'; strengthening relations with major powers (USA, Russia, China) and Islamic world; Simla agreement; and stance on Kashmir'. The Charismatic personality of Bhutto played a catalyst role in the formation of Organization Islamic Cooperation (formerly known as Organization of the Islamic Conference) in 1969. Further, he was the crux of the first summit of OIC in Rabat in 1969 and second summit 19754 in Lahore. Moreover, paper analyzing the Bhutto's visionary statesmanship and diplomatic sagacity for strengthening Pakistan's relations with world in general and major power in particular, concludes that Bhutto's personality was only Charismatic but possessed an art of persuasion, which made him successful in strengthening relations with major powers as well unification of Islamic world under the umbrella of OIC.

Keywords: Diplomatic relations, Pakistan's foreign policy, Muslim Umaah, and Islamic world.

INTRODUCTION

The paper explores the Bhutto's diplomatic strategies for not only maintaining the relations with major powers but unite Islamic countries under the umbrella of Muslim Umaah. This in-depth analysis of Bhutto's contributions offers a wide-ranging of chronicles which

helps students and researchers to understand the diplomatic concepts and strategies for strengthening and maintaining relations with world. This research seeks to build upon existing knowledge, presenting a nuanced evaluation of Bhutto's accomplishments in foreign policy and fostering a deeper comprehension of the complexities inherent in managing international affairs. Ultimately, this study strives to contribute to the wider academic dialogue on diplomatic history and statesmanship, highlighting the enduring relevance of Zulfikar Ali Bhutto's diplomatic endeavors. In this research, the central inquiry revolves around Zulfikar Ali Bhutto's foreign policy initiatives. This research holds profound significance as its primary objective is to bring to light Zulfikar Ali Bhutto's foreign policy approach, shedding insight on his pivotal role in shaping Pakistan's global interactions.

RESEARCH METHOD

This critique analysis employs qualitative research method to explore the diplomatic, strategic and visionary approach of Bhutto's charismatic personality that strategically cultivated robust and amicable relationships with a diverse array of countries, contributed significantly to the enhancement of Pakistan's global posture in the intentional community in general and Muslim Ummah in particular. Thus, the paper has critically analyzed the Bhutto's approach and strategy in devising foreign policy, mediating and strengthening relations with the world especially major powers i.e. USA, Soviet Union, China, and Islamic countries.

Bhutto's Strategic and Diplomatic Role in Pakistan's Foreign Policy

The foreign policy of a nation holds profound significance and sensitivity. It operates at the nexus of a country's survival and prosperity, extending far beyond the decisions of individual leaders. At its core, a country's foreign policy represents a comprehensive response to international dynamics, reflecting both contemplation and a reflection of domestic political trends. Pakistan's foreign policy is marked by substantial elements such as relations with neighboring. Additionally, its approach towards Afghanistan, along with its strategic alliance and dependence on the USA, holds substantial

relevance. Moreover, pivotal aspects of Pakistan's foreign relations encompass its strong ties with China and its association with various Muslim nations (Rabbani, 2010). This comprehensive interplay of factors shapes Pakistan's foreign policy, demonstrating the intricate blend of historical, geopolitical, and strategic considerations that govern its interactions within the global community.

The realm of foreign policy held paramount significance for Zulfikar Ali Bhutto, evident in his strategic and proactive approach. Notably, his book "The Myth of Independence" underscores his conviction that Pakistan's foreign policy should be grounded in its enlightened national interest, uninfluenced by the fleeting global needs of major powers (Bhutto, 1969). Although Z. A. Bhutto was engaged in domestic policy during the Ayub regime, his abiding interest remained in foreign affairs, with the foreign ministry serving as his aspiration for a future cabinet role. Notably, he led Pakistan's delegation to pivotal United Nations sessions and took on crucial missions, indicating his early involvement in the foreign matters (Bhutto, n.d.).

Bhutto's elevation to the Kashmir portfolio, a stepping stone to the foreign minister, positioned him at the confluence of Pakistan's domestic and foreign affairs. His influence in inner foreign policy deliberations predated his official role as Foreign Minister upon Bogra's demise in 1963 (Khan, 1967). Bhutto's formative experiences, including attending the General Assembly session in 1960, led to his conviction that Pakistan should review and revise its foreign policy. His suggestions were subsequently accepted by the government, solidifying his early impact on the nation's diplomatic direction (Bhutto, 1969). His tenure as Foreign Minister was marked by pivotal achievements, beginning with the significant boundary settlement with China, unsettling India and challenging American perspectives. Bhutto's diplomacy began shaping novel paths for Pakistan, showcased in his strong alliances with China and Muslim countries (Quddus, 1994). Bhutto adeptly managed intricate relations, evidenced in his role in rekindling ties with Afghanistan (Rabbani 2010), participation in regional cooperation initiatives, and fostering collaboration with Indonesia and the Arab world. He aimed to balance Pakistan's

connections with major powers while maintaining unity among Afro-Asian nations (Bhutto, 1978).

Zulfikar Ali Bhutto's foreign policy approach aimed to recalibrate, rather than sever, Pakistan's connections with the Western world. His awareness of shifting global dynamics marked by the conclusion of the Cold War, superpower détente, the rise of the third world Block, and China's emergence prompted proactive efforts to nurture relations with China, the Soviet Union, and third world nations (Burke, 1973). Navigating Pakistan's foreign policy complexity under Bhutto proved challenging. Amid limited foreign policy expertise within the military and a confident junta, Bhutto pursued ties with China and eased tensions with the Soviet Union, an ambitious feat given their mutual antagonism. Bhutto's exceptional diplomatic stature enabled him to navigate these complexities effectively (Kissinger, 1982).

Bhutto's diplomatic legacy during 1958-1977 reflected charisma, expressiveness, and a nuanced understanding of global affairs. Core to his doctrine was cultivating friendly ties with major powers like China and the Muslim world, while avoiding estrangement of the Soviet Union and the United States. Bhutto's emphasis on Afro-Asian unity yielded fruitful results. Notably, his path faced challenges from India, a neighboring nation that hindered Pakistan's progress and aimed to isolate it from fellow Muslim states. Zulfikar Ali Bhutto's strategic insight and diplomatic finesse indelibly shaped Pakistan's global path, positioning him as a statesman of enduring significance.

Bhutto's Regime: Pakistan's Relations with Major Powers

Zulfikar Ali Bhutto significantly reshaped Pakistan's foreign policy landscape, earning recognition as a pivotal architect of the nation's diplomatic strategy. Bhutto notably established robust relations with global superpowers, including the United States, the Soviet Union, and the People's Republic of China.

Pak-USA Relations

The nature of Pakistan's engagement with the United States has often been marked by imbalance and volatility. Leaders have historically sought American endorsement or held it responsible for

failures. Bhutto, too, showcased fluctuations in his approach. While he initially showed considerable alignment with the US, particularly prior to becoming President in December 1971, his stance shifted notably by April 1977 and he publicly accused the US of conspiracy, signaling a turning point in his perspective (Rafi, 1997). Bhutto's interaction with the US leadership was multifaceted and evolved over time, from President Eisenhower to President Carter (Wolpert, 1993).

Bhutto's pragmatic disposition acknowledged the influential position of the US on the global stage. His understanding of political dynamics, informed by historical insight and awareness of power politics, underpinned his approach (Mahdi, 1999). His interactions with American presidents, secretaries of state, and congressional leaders were both constructive and adaptive. He displayed flexibility in many matters, while staunchly upholding issues he deemed vital.

Bhutto's presidency coincided with significant developments in US-Pakistan relations. His pivotal role in fostering a rapprochement between the US and China, as well as his emphasis on resolving Indo-Pak disputes, elevated his diplomatic influence (Bhutto, 1978). However, Bhutto's independent stance on the reprocessing plant issue, a pivotal point for the United States, led to deterioration in relations. The decision to move forward with the nuclear reprocessing plant strained relations, ultimately prompting a decline in ties between the two nations. Despite fluctuations, Bhutto's pragmatic diplomacy underscored his dedication to Pakistan's interests and principles. His legacy endures as a diplomat who navigated complex global dynamics while prioritizing his nation's sovereignty.

Pak- Soviet Union Complex Relations

Pakistan's relationship with Russia experienced a profound downturn when the U-2 aircraft was shot down over Soviet territory. The captured American pilot, Gary Powers, admitted that the plane had taken off from an American base near Peshawar. The Soviet Government's reaction included a threat to erase Peshawar from the world map. In the midst of these tensions, Pakistan's decision to align with the Western Alliance was a significant factor (Rafi, 1997).

Amid this backdrop, Z.A. Bhutto undertook efforts to mend relations between Pakistan and Russia. His initial diplomatic move

involved a visit to Moscow in March 1972, aimed at fostering improved trade and economic ties. The Soviets, at first, valued Pakistan's departure from CENTO due to political and military considerations. However, they were disappointed when Pakistan continued its involvement in CENTO activities, contrary to Bhutto's pledge to leave the organization. Bhutto's preference for military and economic ties with the United States further strained relations with the Soviet Union. Bhutto has always been advocated of safeguarding Pakistan's honour during talks with various national including supper power such as USA, China and Russia. His Prime Ministerial trip to the Soviet Union in October 1974 for the second time signaled a more cordial chapter in their relations. Bhutto made peaceful coexistence as founding element of foreign and vocally advocated that Pakistan would not entangle herself in ideological disputes among superpowers. While Bhutto's efforts improved relations with the Soviet Union, it's important to note that this progress did not come without challenges. Balancing relations with Russia against Pakistan's relation with other nations posed a delicate diplomatic puzzle that required careful maneuvering.

Cordial Relations of Pakistan with China

China's strategic significance, particularly as a counterbalance to India, remained a recognized imperative for all Pakistani governments. Zulfikar Ali Bhutto emerged as a key architect of the Pak-China relationship, with Pakistan being among the earliest nations to acknowledge the People's Republic of China (Bhurgri, 2002). In the early 1960s, China sought allies among Muslim nations while still being isolated and not yet a UN member. Given Pakistan's historical conflicts with India, the necessity of fostering a strong rapport with its sizable neighbor became apparent. Bhutto's approach to China was strategically essential, aligning Pakistan's interests with its proximity to the world's most populous nation. A notable shift occurred in 1960 when Bhutto abstained from voting against China's admission to the UN, despite American directives to the contrary. This move signaled a pivot towards building friendly ties with China and adjusting foreign policy perspectives (Rabbani, 2010). The Pakistan-China friendship, spanning over half a century, was forged on principles of trust,

understanding, and mutual respect. Throughout regional conflicts like the wars of 1965 and 1971, China consistently supported Pakistan as a steadfast ally. This bond was particularly reinforced by Z.A. Bhutto's leadership. His close personal relationship with Mao Zedong epitomized the depth of this connection. Bhutto's pivotal visits to China in January 1972 and in May 1976 brought two nations very close and resultantly now both the nations are all weather friends. Consequently, China cooperated in major sector such as engineering, power plants and nuclear technology.

Pakistan's Relations with the Muslim World

Since independence, Pakistan has conscientiously nurtured healthy and close ties with the Islamic world. The attraction is bolstered by the oil-rich Gulf States, particularly appealing to Pakistan. Notably, Zulfikar Ali Bhutto played a pivotal role in nurturing these relationships, actively engaging with Muslim nations through extensive visits. Bhutto's foreign policy achievements included convening the second Islamic summit conference in Lahore in 1974, uniting 37 heads of state and representatives from Muslim organizations under his chairmanship.

Following the loss of East Pakistan, Pakistan faced a choice between adhering to its sub-continental geography and forging historical links with Muslim nations to the west (Rafi, 1997). Given the challenging regional dynamics, including an antagonistic relationship with India, Bhutto recognized the emotional and political significance of strengthening connections within the Muslim world. His inaugural diplomatic efforts were directed towards Muslim-majority countries, notably including Iran, Turkey, Morocco, Algeria, Tunisia, Libya, Egypt, and Syria, emphasizing Pakistan's continued importance within the region. Bhutto demonstrated unwavering commitment to Pakistan's role as a representative of the Muslim world. During the October 1973 Yom Kippur War, Pakistan extended material and political support to Egypt and Syria against Israel, marking a distinct departure from its stance during earlier conflicts in 1956 and 1967. Bhutto's diplomacy reflected Pakistan's solidarity, expressed through telegrams to leaders and proactive engagement in international forums. The relationship with the Muslim world was

mutually beneficial, as Bhutto reciprocated support when feasible (Bhutto, 1993).

Bhutto's foreign policy endeavors further extended to the broader Third World movement, where he introduced fresh perspectives. He cultivated close relationships with leaders like Turkey's, reshaping Pakistan's ties with Libya, and gaining the friendship of Gaddafi. His respectful acknowledgments of the intelligence of Morocco's King Hassan and admiration for Saudi Arabia's King Faisal underscored his diplomatic finesse. Following the 1971 Pakistan-India conflict, Saudi Arabia's substantial economic and moral support highlighted the solidarity that existed within the Muslim world (Mustafa, 1975).

The visit of Iran's Shahanshah to Pakistan post-1971 war indicated Tehran's significant support, particularly concerning Kashmir and Pakhtoonistan. Bhutto's efforts towards a united Muslim world and a united Third World aligned with his broader diplomatic objectives. Overall, Bhutto's astute navigation of Pakistan's relations within the Muslim world contributed significantly to shaping the nation's foreign policy landscape.

Bhutto's Stance on the Kashmir Dispute

Z.A. Bhutto's fervent dedication to the Kashmir issue was unambiguous, considering it the life-line and a fundamental aspect of Pakistan's identity. Bhutto's conviction stemmed from the profound interconnections between Pakistan and Kashmir spanning geographical, historical, cultural, religious, social, political, and economic dimensions. The geographical significance of Kashmir, perched at commanding heights and source of vital rivers flowing into Pakistan, underscored its intrinsic link with the nation's stability. Bhutto's unwavering stance, predicated on preventing any part of Kashmir from becoming a part of India, manifested as a relentless struggle for Kashmir's emancipation. This unwavering commitment was unparalleled in Pakistan's history. His speeches, whether in parliamentary sessions, public gatherings, or international forums, resonate with a passion for Kashmir's cause (Amin, 1982.)

He powerfully conveyed his conviction that Pakistan's essence lay in the mystical idea of the nation. Bhutto enthusiastically voiced that Pakistan was incomplete without Kashmir, and he communicated

this passion even to Ayub Khan. Amidst the turbulence of bilateral relations, the Kashmir issue remained unresolved, and no viable modalities for its resolution were determined⁴². Bhutto's strong voice on this matter was amplified during conferences, where he underlined Kashmir as the root cause of tensions between India and Pakistan. During these discussions, Bhutto articulated his stance on Kashmir's right to self-determination, asserting that resistance would be steadfast if India posed a challenge. He advocated resolute support for the self-determination of the people of Jammu and Kashmir, portraying it as a pivotal principle in the pursuit of a just resolution. I.Z.A. Bhutto's advocacy for Kashmir not only exhibited his deep-seated commitment to Pakistan's territorial integrity but also marked an enduring testament to his influence on the nation's foreign policy discourse.

Bhutto's Landmark Address in the Security Council on the Kashmir Dispute

During the nights of September 22nd and 23rd in 1965, Z.A. Bhutto, with a resolute demeanor, took the podium at the Security Council to deliver a speech of historical significance. His eloquence and conviction resonated profoundly during this address. Bhutto emphasized the principle of self-determination, which held a global consensus, and questioned whether the people of Jammu and Kashmir should be denied this fundamental right due to the dominance of power over principles. In his impassioned address to the Security Council, Bhutto urged a decisive shift in focus towards the heart of the matter—the future of Kashmir. He recognized this moment as the Security Council's final opportunity to exert its full force, energy, and moral duty toward an equitable resolution of the Kashmir issue, characterized by fairness and honor. Bhutto articulated the urgent nature of this endeavor, underlining that history does not pause for institutions or individuals.

With unwavering resolve, Bhutto asserted Pakistan's commitment to self-determination. He made it unequivocally clear that if the Security Council failed to demonstrate a robust commitment to an honorable settlement of the Kashmir issue, Pakistan would regrettably consider leaving the United Nations. This ultimatum stemmed from the expectation that the Security Council would uphold

its responsibilities under the charter, which inherently valued the principle of self-determination.

In his closing statements, Bhutto solidified his position as the authentic representative of millions of Pakistanis. His address showcased his dedication to the cause, echoing the sentiments of his fellow countrymen. This seminal moment in history encapsulated Bhutto's resolute stance and unwavering pursuit of justice, leaving an indelible mark on the discourse surrounding the Kashmir dispute.

The Simla Summit: A Bhutto's Triumph of Diplomacy

Concurrently, President Bhutto directed his attention towards the intricate matter of India. The challenge of establishing future relations with India and Bangladesh was intertwined, with one issue being inseparable from the other. The key to resolution lay primarily with India, as they held custody of prisoners of war and occupied territories. A strategic alliance between Mujib and the Indian government further complicated matters. Despite the challenging backdrop, President Bhutto embarked on a diplomatic journey to Simla in late June 1972.

The Simla Summit, conducted between June 28 and July 3, 1972, saw complex negotiations between Prime Minister Bhutto and Indian Prime Minister Indira Gandhi. This crucial engagement unfolded in Simla, a prominent hill resort and India's summer capital. Notably, Prime Minister Bhutto came to the negotiation table without any apparent leverage, whereas Prime Minister Gandhi possessed a favorable hand due to her triumph in East Pakistan. The discussions proved intricate, with slim prospects for success. Bhutto's acumen was put to the test in the face of this challenging situation. Despite his disadvantaged position, he emerged with a memorable and historic diplomatic victory. Bhutto's consistent advocacy for Kashmir, his tenacity in the Security Council, and his candid description of Indira Gandhi as "a mediocre" attested to his determined stance.

The Simla Accord emerged as Bhutto's paramount diplomatic achievement, attesting to his extraordinary skill. The talks took diverse forms between the leaders' delegations, inner cabinets, and even one-on-one interactions. Indira Gandhi, in a position of dominance, could impose terms on Pakistan, whereas Bhutto advanced his arguments and logical grounds to assert his stand. Initially overwhelmed by

apparent deadlock, it was Bhutto's one-on-one conversation with Indira Gandhi that paved the way for success. Amidst the garden's tranquility, they deliberated over the agreement, and this private interaction was pivotal in ensuring a positive outcome.

The Simla Agreement is an example of successful modern diplomacy that facilitated in returning of military and miles of territorial land back to Pakistan which was captured by India in 19+71 war. This groundbreaking accord provided a pathway to both India and Pakistan for resolving their issues peacefully and promote co-existence for regional peace and development. President Bhutto's astute diplomacy is exemplified by the Simla Accord. Overcoming initial probability and entering negotiations with India's prevailing might, he orchestrated a diplomatic breakthrough that reclaimed lost territory and ensured dignified repatriation of prisoners of war. The Simla Agreement stands as a testament to President Bhutto's diplomatic prowess, etching an indelible chapter in Pakistan's history (Bhurgeri, 2002).

Bhutto's Catalyst Role for Muslim Unity

The Islamic Republic of Pakistan has maintained strong connections with fellow Muslim nations based on shared religious, cultural, and historical ties. This was further underscored by the provisions of the 1973 constitution, which underscored the importance of nurturing and fortifying relations with Islamic countries on the foundation of Muslim unity. A remarkable accomplishment in this trajectory was Zulfikar Ali Bhutto's success in orchestrating the Second Islamic Conference, akin to the influential American and Russian blocks. The context of the Arab-Israeli conflict during the Ramadan War of 1973 was pivotal in shaping Mr. Z. A. Bhutto's perspective (Akhtar, 1974). Viewing it as a conflict with direct implications for Pakistan, Bhutto went beyond rhetorical declarations, determined to showcase Pakistan's tangible support. This resolute action earned Pakistan enduring gratitude from Arab states. In a testament to his diplomatic finesse, Bhutto's efforts culminated in the Islamic Conference held in Lahore in February 1974.

This conference held immense significance for the Islamic Republic of Pakistan. Notably, it paid tribute to Prime Minister

Bhutto's visionary leadership, a resounding day of glory for both Pakistan and the entire Muslim world. A watershed moment, it marked the unanimous recognition of the Palestine Liberation Organization (PLO) as the legitimate representative of Palestine. The Second Islamic Summit Conference stands as a crowning achievement in the realm of foreign policy for Mr. Z.A. Bhutto.

Convening over three days from February 22, 1974, the Lahore conference gathered 38 prominent Muslim leaders and eminent government representatives. This assembly, including kings, presidents, prime ministers, and heads of influential organizations, constituted not only the most extensive but also one of the most efficacious gatherings of its kind. Bhutto's judicious agenda construction ensured unanimous endorsement for the conference's objectives (Jang, 1974).

The conference encompassed three key concerns central to the Muslim world. Foremost, it formally acknowledged the PLO under Chairman Yasser Arafat as the sole legitimate representative of the Palestinian nation. This led to an unequivocal call for full support for Arabs and Palestinians in their quest to reclaim occupied territories (Shah, 1996). A definitive declaration stipulated non-acceptance of agreements implying continued Israeli control over Jerusalem or its transfer to non-Arab entities (Ziring, 1980). The summit further rallied Muslim nations to condemn states aiding Israel militarily, economically, or otherwise. A unanimous decision to sever all relations with Israel across domains demonstrated the collective stance. Bhutto's solidarity with Arab nations manifested as he affirmed Pakistan's alignment as "armies of Islam" pledging unwavering commitment to stand together in conflicts (Shah, 1996).

Economic collaboration emerged as another central theme, resulting in the establishment of economic committees comprising experts from wealthier and less prosperous Muslim nations. These committees sought solutions to alleviate economic distress aggravated by escalating oil prices. An Islamic Solidarity Fund was set up within the OIC secretariat, providing an initial capital of \$26 million for funding socio-cultural projects across the Muslim world (Ali, 1976).

In the concluding session, Bhutto, serving as the conference chair, delivered a stirring speech infused with Islamic rhetoric. Despite

resource constraints, he pledged Pakistan's unwavering commitment to Islamic solidarity, affirming that Pakistan's armies were soldiers of Islam. Bhutto's discourse also underscored Pakistan's deep connections with neighboring Muslim nations, including Iran and Turkey (EER, 1974). Highlighting the Muslim world's progress over a quarter-century, Bhutto addressed its capacity to overcome challenges and stand united, irrespective of adversities. Notably, his conscience found solace in Bangladesh's representation, reflecting the significance of inclusivity (Hassan, 1974).

CONCLUSION

There is no doubt that Bhutto's diplomatic legacy constitutes a crux chapter in the political history of Pakistan. His diplomatic endeavors, strategic far-sightedness and visionary leadership qualities were unmatched. He was advocate of Muslim unity and he successfully achieved that goal by establishment by OIC and organizing its second summit in Lahore in 1974. Further, he was of opinion that relations among nations are established on mutual respect, trust and mutual interests. Bhutto's principle and strong stance on Kashmir dispute during meeting of the United Nations Security Council, exhibited his firm commitment to safeguarding image of Pakistan in the world. The Simla Summit was an example of diplomatic abilities for resolving bilateral issues amicably. In retrospect, Zulfikar Ali Bhutto's dedication to Muslim unity, demonstrated through his diplomatic achievements, indomitable spirit, and strategic foresight, shapes a narrative of leadership that inspires both Pakistan and the wider Muslim world. His legacy resonates as a clarion call for cooperation, harmony, and the pursuit of common goals across the diverse nations united under the banner of Islam. As history unfolds, Bhutto's enduring contributions stand as a guiding light, illuminating the path to a more cohesive, prosperous, and interconnected Muslim world.

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