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*Citizens' Report*

15th Provincial Assembly of the Punjab

**Budget Session 2012-2013**

June 09-23, 2012

**PILdAT**  
Pakistan Institute of  
Legislative Development  
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**Abbreviations and Acronyms**

GDP	Gross Domestic Product
PAP	Provincial Assembly of the Punjab
PML	Pakistan Muslim League
PML-F	Pakistan Muslim League-Functional
PML-N	Pakistan Muslim League-Nawaz
PPPP	Pakistan People's Party-Parliamentarian
PSDP	Public Sector Development Programme
ADS	Annual Development Schemes
BPS	Basic Pay Scale



## **PREFACE**

The Citizens' Report on the Performance of the 15th Provincial Assembly of the Punjab: Budget Session 2012-2013 takes a close look at the 38th Session of the Assembly, held from June 05-23, 2012 where the Provincial Assembly debated and passed its 5th Provincial Budget. Although the session started on June 05, 2012, the provincial budget was presented on Saturday, June 09, 2012.

The report provides an insight into the performance of the Provincial Assembly in terms of the budget process and various aspects of the discussion and debate that took place during the 11 working days of the budget session.

### **Acknowledgments**

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### **Disclaimer**

PILDAT team has made every effort to ensure the accuracy of publicly-available data and analysis based on that data in this report and any error or omission is not deliberate. The views expressed in this report do not necessarily reflect the views of either the Parliamentary Centre, Canada or the Canadian Department of Foreign Affairs and International trade (DFAIT).

Lahore  
June 2012





**EXECUTIVE SUMMARY**

Parliamentary scrutiny and oversight of the budget of a country or province is one of the prime responsibilities of the elected representatives. Parliaments around the world take this responsibility with the seriousness and focus that it deserves. The budget process in Pakistan, for various reasons, has attracted little input from the elected members and it is no different with the provincial legislators. The budget process, in consequence, has become almost solely the domain of the executive leaving very little scope for input by the legislature in formulation, analysis and scrutiny before it is formally passed.

Provincial Assembly of the Punjab, like its previous budget sessions, went through the “motions” of passing the budget this year also. An analysis of the performance of the 15<sup>th</sup> Provincial Assembly of the Punjab in its Budget Session 2012-2013 reveals that the Assembly passed the Provincial Budget of Rs. 780 billion in only 11 working days in which 90 members of the Punjab Assembly spoke for approximately 21 hours and 56 Minutes with the average of around fourteen and a half minutes of talk time per speaker.

The time consumed by the 15<sup>th</sup> Provincial Assembly of the Punjab in its 5<sup>th</sup> and final Budget Session was 56% less than the time it consumed last year, in Budget Session 2011-2012. The number of days consumed for debating the Budget 2012-13 are 7% less as compared to the number of days used to debate the budget 2011-2012.

Chief Minister attended only 4 (36 %) sittings of the Punjab budget session.

In Parliamentary democracies around the World, the sectoral committees of the legislature, bi-partisan in their formation, play an important role in reviewing and providing feedback to the Assembly on the budget presented by the Executive. <sup>1</sup>This practice needs to be introduced in Pakistan and accordingly it is recommended that Assembly's rules and procedures should specify the role of sectoral standing committees. The rules should specify that once that executive presents the budget to the legislature, the speaker should refer the demands for grants to the sectoral standing committees for their detailed scrutiny and feedback to the full house. Since not all members of the Assembly have sectoral knowledge, these committees have a unique role to offer to the Assembly members in shape of review and report on the executive's budget proposals.

With the specific case of the Provincial Assembly of the Punjab, PILDAT, alongside a multi-party group of Punjab MPAs, has been striving for a more effective role of the Standing Committees in the budget process. Multi-pronged consultations have been held with the Parliamentary leadership in the Punjab Assembly for this purpose. Specific proposals in this regard have also been shared with the Honourable Chief Minister of Punjab, **Mr. Muhammad Shahbaz Sharif**, MPA (PP-48, Bhakkar-II, PML-N), apprising him of the practices being followed around the world for providing the Standing Committees with a more effective role in the budget process. The Honourable Chief Minister agreed in principle with the proposals, however these have not been put in practise in the last Budget Session of the 15<sup>th</sup> Provincial Assembly of the Punjab. mittees of the Provincial Assembly is stressed and necessary reforms to achieve the desired results are also suggested.

1. For details of proposals on strengthening the legislative role on Budget, please see PILDAT Briefing Paper on **Role of the Provincial Assembly of the Punjab in the Provincial Budget Process** (August 2011) at <http://www.pildat.org/Publications/publication/PAP/RoleofProvincialAssemblyofthePunjabintheProvincialbudgetProcess.pdf>



## Introduction

The budget process in Pakistan, for various reasons, has attracted little input from the elected members and it is no different with the provincial legislators. The budget process in consequence has become almost solely the domain of the executive leaving very little scope for input by the legislature in formulation, analysis and scrutiny before it is formally passed. Even though all political parties represented in the Parliament and Provincial Assemblies agree that elected representatives need to have a greater role in influencing the Executive's budget and must thoroughly scrutinize budget before its passage, unfortunately, little, if any, reform has taken place in strengthening the legislatures' role in the budget process in Pakistan.

After the passage of 18<sup>th</sup> Amendment to the Constitution, the concurrent list was omitted from the Constitution<sup>2</sup> and the provinces of Pakistan were charged with overseeing over 30 additional subjects. This required an even more focused and diligent oversight by the Provincial Assemblies over the budgetary and financial processes of the provinces, alongside legal and policy outlook, on these subjects.

Parliamentary input, scrutiny and oversight of the budget is one of the prime responsibilities of the elected representatives. Parliaments around the world take this responsibility with the seriousness and focus that it deserves. In Parliamentary democracies around the World, the sectoral committees of the legislature, bi-partisan in their formation, play an important role in reviewing and providing feedback to the Assembly on the budget presented by the Executive. This practice needs to be introduced in Pakistan and accordingly it is recommended that Assembly's rules and procedures should specify the role of sectoral standing committees.

The rules should specify that once the executive presents the budget to the legislature, the speaker should refer the demands for grants to the sectoral standing committees for their detailed scrutiny and report back to the full house. Since not all members of the Assembly have sectoral knowledge, these committees have a unique role to offer to the Assembly members in shape of review and report on the executive's budget proposals.

With the specific case of the Provincial Assembly of the Punjab, PILDAT, alongside a multi-party group of Punjab MPAs, has been striving for a more effective role of the Standing Committees in the budget process. Multi-pronged consultations have been held with the Parliamentary leadership in the Punjab Assembly for this purpose. Specific proposals in this regard have also been shared with the top leadership of the assembly including the Honourable Speaker of the Assembly, **Rana Muhammad Iqbal Khan**, the Deputy Speaker, **Rana Mashhood Ahmed Khan**, the Honourable Chief Minister of Punjab, **Mr. Muhammad Shahbaz Sharif**, MPA (PP-48, Bhakkar-II, PML-N) and the provincial minister for Law and Parliamentary Affairs, **Rana Sanaullah Khan**, apprising them of the practices being followed around the world for providing the Standing Committees with a more effective role in the budget process. All these senior leaders agreed in principle with the proposals, however these have not been put in practise in the last Budget Session of the 15<sup>th</sup> Provincial Assembly of the Punjab.

PILDAT's proposed terms of reference (TORs) for the Standing Committees of the Provincial Assembly of the Punjab which have been shared with the Honourable Chief Minister to enhance the role of standing committees in the provincial budget process have been attached as a part of this report.

2. For details, please see PILDAT Briefing Paper titled **Impact of the 18th Constitutional Amendment on Federation-Provinces Relations (July 2010)**, authored by **Mr. Shahid Hamid**. It can be accessed at: <http://www.pildat.org/Publications/publication/PAP/Impactofthe18thConstitutionalAmendmentonFederalProvincesRelations-BriefingPaper.pdf>



**Budget Session 2012-2013***15th Provincial Assembly of the Punjab***Budget Session 2012-2013**

The present Provincial Government of the Punjab presented its fifth (5<sup>th</sup>) Annual budget for the fiscal year 2012-2013 in the 15<sup>th</sup> Provincial Assembly of the Punjab on Saturday, June 09, 2012. The Provincial Budget of Rs. 780 billion<sup>3</sup> was passed by the Provincial Assembly of the Punjab on Saturday, June 23, 2012, in merely 11 working days.

**Session Duration and Working Days**

Budget Session for the fiscal year 2012-2013 lasted for a total of 15 days, while the actual number of working days were recorded as 11. In comparison, the previous Budget session for the fiscal year 2011-2012 had lasted for a total of 19 days, while the actual numbers of working days were 13. There is, therefore, a 7 % decrease in the number of working days this year compared to the previous year.

If we examine the performance of the Provincial Assembly of the Punjab in its Budget Session over the 10-year span from 2003 to 2012, the Assembly has spent only 10 working days at an average in scrutinising and passing Provincial Budgets.

It is worth mentioning here that in India around 75 days are given to the national legislature Lok Sabha to review, debate and approve the budget proposals of the executive. In many other countries also, standing committees are provided with sectoral expertise in form of specific units / personnel who undertake research on behalf of these committees and provide inputs.

Table 1 presents the data on actual number of working days; time consumed in the general discussion as well as the participation of the members in the Punjab Assembly Budget Sessions since 2003.

**Table 1: Comparison of the Budget Sessions 2003-2012**

Budget Year	2003 2004	2004 2005	2005 2006	2006 2007	2007 2008	2008 2009	2009 2010	2010 2011	2011 2012	2012 2013	Average
<b>Total Working Days of the Budget Session in the assembly</b>	8	10	10	9	10	10	10	9	13	11	10
<b>Total Working Days Consumed in General Discussion</b>	5	5	5	5	5	6	5	5	8	6	5.5
<b>Number of Members Participated</b>	88	149	92	78	82	97	119	109	129	90	103

3. For Main Contours of the Punjab Budget 2012-2013, please see PILDAT Briefs prepared for Punjab Assembly Standing Committees on Education and Health titled **Understanding Punjab Health Budget 2012-2013** and **Understanding Punjab Education Budget 2012-2013** that can be respectively accessed at: <http://www.pildat.org/publications/publication/budget/UnderstandingPunjabHealthBudget2012-2013-ABriefforPAPStandingCommitteeonHealth.pdf> and <http://www.pildat.org/publications/publication/budget/UnderstandingPunjabEducationBudget2012-2013-ABriefforPAPStandingCommitteeonEducation.pdf>

**Budget Session 2012-2013***15th Provincial Assembly of the Punjab***Share of the Treasury and the Opposition Members in the Budget Debate**

General discussion on the Budget took place for a total of 6 days and consumed a total of approximately 21 hours and 56 Minutes. In comparison budget debate 2011-2012 consumed approximately 39 hours. Hence a decline of 55% was witnessed this year in the actual time devoted for Budget debate.

The treasury members spoke for approximately seven hours and forty two minutes (7.70) which amounts to 33.6% of the total time consumed in the general discussion on the budget. Last year this percentage was 43%. A decline of almost 10% was recorded this year in the time consumed by the treasury members debating the budget in the house.

The opposition members held the floor for fourteen hours and fourteen minutes (14.23) taking their share to 64.9% of the total time consumed in the general discussion on the

budget 2012-2013. This is an increase of 6.9% from the previous year 2011-2012 when a total of 58% of the time consumed in the general discussion on budget 2011-2012 was taken up by the opposition parties.

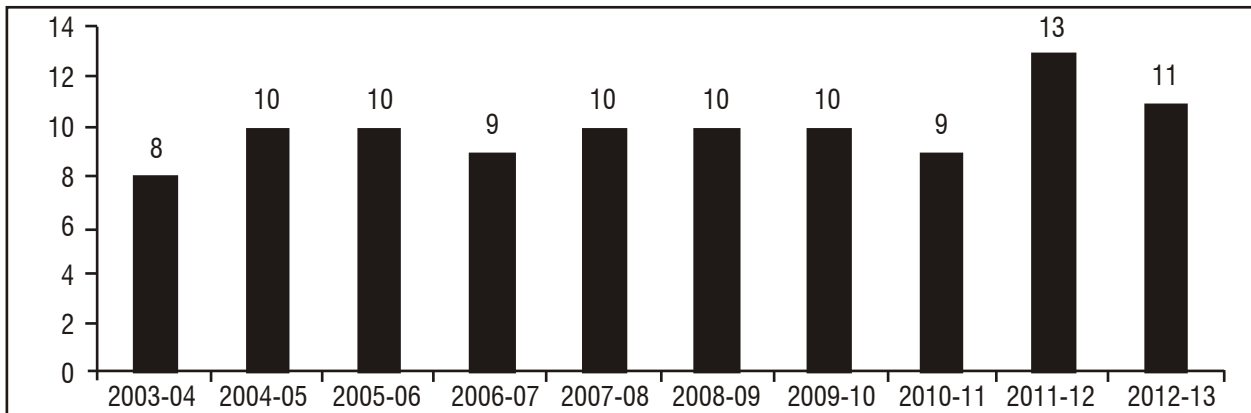
**Duration of the Sittings**

During the budget session the shortest sitting of the Provincial Assembly of the Punjab was recorded as 01 hour and forty minutes (1.40) on Saturday, June 09, 2012 and the longest sitting held was seven hours and six minutes (7.06) on Wednesday, June 13, 2012.

The average length of a sitting works out to be three hours and thirty one minutes (3.31) during the Budget Session 2012-2013. In comparison the average sitting of the Punjab Assembly during the general discussion on Budget 2011-12 was four hours and seventeen minutes (4.17) thereby registering a decrease of 41% in the average sitting duration of the house during the general discussion on budget 2012-2013.

**Table 2: Punctuality and Working Hours**

No.	Day Date	Scheduled Time	Actual Starting Time	Delay Hours/Min	Closing Time	Working Time (H.M)
1.	Saturday June 9, 2012	04.00 pm	04.45 pm	0.45	06.25 pm	1.40
2.	Tuesday June 12, 2012	10.00 am	11.40 am	1.42	06.26 pm	6.46
3.	Wednesday June 13, 2012	10.00 am	10.50 am	0.50	05.56 pm	7.06
4.	Thursday June 14, 2012	10.00 am	11.14 am	1.14	02.45 pm	3.31
5.	Friday June 15, 2012	09.00 am	10.16 am	1.16	01.00 pm	2.44
6.	Monday June 18, 2012	03.00 pm	03.45 pm	0.45	07.15 pm	3.30
7.	Tuesday June 19, 2012	10.00 am	11.15 am	1.15	02.59 pm	3.44
8.	Wednesday June 20, 2012	10.00 am	11.00 am	1.00	01.42 pm	02.42
9.	Thursday June 21, 2012	10.00 am	12.04 pm	2.01	02.20 pm	02.16
10.	Friday June 22, 2012	09.00 am	10.30 am	1.30	12.51 pm	02.21
11.	Saturday June 23, 2012	10.00 am	10.49 am	0.49	01.10 pm	2.21

**Figure 1: Budget Session: Actual Number of Working Days**

### Punctuality

Not a single sitting of the budget session 2012-2013 started on time. The average delay in the starting of the proceedings was recorded at approximately one hour. This is in line with the overall standard of punctuality of the assembly where sittings start after an average delay of one hour.

The shortest delay in the start of the proceedings was 45 minutes recorded on Saturday June 09, 2012 and Monday, June 18, 2012 and the longest delay that occurred was 2 hours and 1 minute on Thursday June 21, 2012.

Table 2 presents details of scheduled and actual start timings of the budget session.

### MPAs Participation in the Budget Debate

During the 2012-2013 budget session, a total of 90 MPAs took part in the discussion, 33 or 37% of whom belonged to the treasury benches while 57 or 63% belonged to the opposition benches.

If compared with the budget session of 2011-2012 the numbers show a dip of 7% in the number of government members taking part in the budget debate. The number of opposition members participating in the budget debate however, registered an increase of 8%.

In the year 2011, an increase was witnessed in the number of MPAs participating in the budget debate over the last 4 years of the Assembly. However the number decreased again this year.

Figure 2 depicts participation of members in the budget debates in the Provincial Assembly of the Punjab from 2003 to 2012.

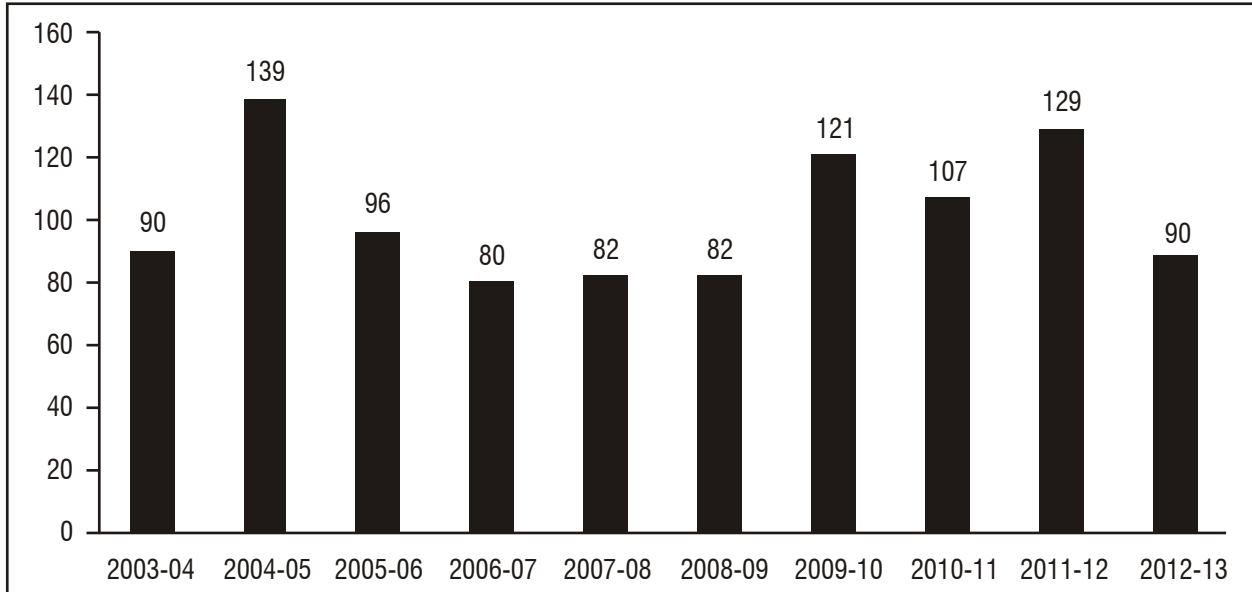
This decrease reflects that the members do not take the budget making and passing process seriously as they are not consulted during the entire budget process. Many members privately concede that the floor of the Assembly has become a debating club and its members have lost interest in its proceedings. The parliamentary leadership should look into the matter and make more concentrated efforts to increase the effective participation of the members in the proceedings of the house in general and in the budget process in particular.

There is a growing realization and demand expressed by the MPAs during the budget debate that a greater role for influencing the budget at its preparation stages may be granted and also repeatedly suggested that once the budget is presented, the Provincial Assembly should have an increased duration to review it and the demands for grants for various provincial government departments should be referred to the respective Standing Committees for scrutiny before the budget is passed. **Dr. Samia Amjad**, MPA, (W-355; PML) and **Mr. Ijaz Ahmed Khan**, MPA, (PP-151, Lahore XV; PML-N) were specially vocal in their budget speeches for granting a role to the Standing Committees of the Punjab Assembly in not only the pre-budget stage for influencing budget but also in scrutinizing the budget before it is passed by the House.

### Members Participating in the Budget Debate

The members from the principal opposition parties, PPPP



**Figure 2: Number of Members who Participated in the Budget Debate**

and PML consumed 14 hours and 14 minutes in 2012-2013 budget debate, followed by the ruling PML-N members who utilized 7 hours and 42 minutes. Table 3 carries party-wise participation of MPAs in the budget debate during the budget session 2012-2013.

### Presence of the Chief Minister and the Leader of the Opposition during the Budget Session

The Chief Minister of Punjab **Mr. Muhammad Shahbaz Sharif**, MPA (PP-48, Bhakkar-II, PML-N), was present during the budget session for a total of 04 sittings, i.e., he attended 36% of the sittings whereas the Leader of the Opposition **Mr. Raja Riaz** MPA, (PP-65, Faisalabad-XV,

PPPP) attended -04 or approximately 36% of the sittings. **In the budget session 2011-12 the Chief Minister attended 46% of the sittings of the assembly whereas the leader of the opposition attended 69% of the sittings.**

### Presence of the Finance Minister during the budget session

The Minister Incharge for the Finance Department, Mian Mujtaba Shuja-ur-Rahman, MPA, (PP-139, Lahore-V, PML-N) attended all the sittings of the Assembly during the budget session. He was present in the House throughout the general debate on budget.

**Table 3: Party-wise Details of Participation in Budget Debate**

S/N	Name of the Party	Number of MPAs who participated in the Debate	Time Consumed (Hours-Minutes)	Percentage Representation in the House	Percentage of the Total Time Consumed
1.	Pakistan Muslim League-N (PML-N)	33	7.24	48.8%	33.6%
2.	Pakistan Peoples Party (PPPP)	37	5.04	29.1%	23.1%
3.	Pakistan Muslim League	20	09.10	21.8%	41.8%

**Major Highlights of the Budget Session**

Major highlights and the issues discussed during budget session are as follows:

**1. Protests by the Opposition**

The Punjab Budget session 2012-2013 was overshadowed by the incident that took place between the opposition female members and the government benches. The remarks made by Shaikh Allauddin, MPA (PP-181, Kasur-VII, PML-N) triggered the protest by the opposition and the incident turned ugly when shoes were thrown at each other by both sides. This resulted in the suspension of three members from the budget session. The members suspended for the budget session were:

- a. **Ms. Seemal Kamran**, MPA (W-362; PML)
- b. **Shaikh Allauddin**, MPA (PP-181, Kasur VII; PML-N)
- c. **Ms. Anjum Safdar**, MPA (W-301; PML-N)

**2. Electric Power outages and Law and order**

Electric Power outages and resultant public protests across Punjab remained one of the main issues being discussed in the House. Related mob attacks on the houses of some parliamentarians and MPAs and their burning were also discussed. The opposition benches blamed the Government of the Punjab for orchestrating these protests and targeting the homes of the elected members of the Punjab Assembly opposition benches.

**3. Reforms in the Budget Process**

One of the most noticeable themes of discussion from the opposition as well as the treasury benches MPAs was the budget process itself during the budget debate. Many of the members believed that the budget process was ineffective and non-inclusive.

While some MPAs acknowledged that the Punjab Assembly holds an annual pre-budget session, the pre-budget session in 2012 though was held in name, no budget proposals were sought or received by MPAs. It will be useful in enhancing MPAs interest in the Pre-Budget Session, if the Finance Department provides a detailed account of the MPAs proposals presented in the previous year's Pre-Budget Session and the status of their incorporation in the final budget proposals presented by the Finance Minister. It was not clear that how many of the proposals presented by

the legislators were included in the previous budgets.

The major complaint by MPAs was that the amount of time allocated for discussion and deliberation in the Budget sessions every year is insufficient for a meaningful discourse to take place. Unless Standing Committees are asked to take up departmental budgets and review these before the House engages in general debate on Budget, the Budget Sessions remain a meaningless exercise, they believed.

**4. Energy Crisis**

Another recurrent theme throughout the budget debate was the energy crisis manifested in the frequent electric power outages faced by our country and especially the Punjab province. The Government benches claimed that the amount allocated in the budget for this sector showed Government's commitment towards the resolution of this issue.

The house was informed that the government in collaboration with the Asian Development Bank has initiated a programme for power plants installation on canals and feasibility reports of 10 projects has been completed at a cost of Rs. 29 billion and they will generate 80 mw while the feasibility report of a 120mw hydel power project at the Taunsa Barrage has also been completed. The study of the 120 mw power plant at Taunsa Barrage was promised in the budget of 2011-2012 as well and has been announced to be completed.

**5. Daanish Schools and Punjab Education Endowment Fund**

Like the previous year, Daanish schools remained the focal point of criticism by the opposition. The members occupying the opposition benches criticised the amount of Rs. 2 billion set aside in the budget 2012-2013 for establishing 8 new Daanish schools. The MPAs were of the opinion that the amount being spent on opening new schools can be better utilized in providing missing facilities to the already existing public schools in the province. They were of the opinion that the amount being spent on one Daanish school can cater for all the schools of a district. They felt that Daanish schools cater for a small number of students and spending on them is far greater than an average school of the same size.

The establishment of Punjab Endowment Fund with an amount of Rs 6.5 billion was however generally

lauded by the MPAs.

#### 6. Aashiyana Housing Scheme

Like the previous year "AASHIYANA HOUSING Scheme" was another point of contention and debate. Some 2 billion rupees have been set aside for initiating the scheme in four different cities of Punjab. The opposition members were of the opinion that this scheme lacked transparency and therefore was a source of corruption and making of illegal money.

#### 7. Un-realistic' Targets and Mini-Budgets

The targets set out by the Government in the budget were termed as ambitious and un-manageable by the opposition. It was strongly suggested that the practice of supplementary budgets should be stopped and the practice of block allocations should also be stopped. The MPAs termed the block allocations as the ways and means to legalising corruption. They were of the view that all expenditure should be approved by the assembly. The Punjab Assembly passed a supplementary budget of 57.14billion for the year 2011-2012.

#### 8. Enhanced Role of the Assembly and its Committees in the Budget Process

Some members suggested that a more effective role should be assigned to the MPAs and the standing committees to scrutinize the demands for grants which they termed as the only means to stop supplementary and minibudgets.

### Concluding Speech by the Finance Minister

The Finance Minister summarized the discussion that took place on the budget in his concluding speech. However, most of the speech was a re-iteration of his budget speech and did not address the majority of the issues raised during the debate. The issues raised by the opposition benches failed to draw a response from the Finance Minister. The finance Minister Mr. Mian Mujtaba Shuja ur Rehman was appointed on June 07, 2012 just two days before the presentation of the budget to present the budget his predecessor Rana Asif Mehmood, MPA (NM-366; PML-N) had to leave charge due to the controversy over his dual nationality.

### Cut-Motions by the Opposition

As per the previous practice in the Provincial Assembly of

**Table 4: Department Wise Distribution of Cut-Motions**

No.	Demand for Grant	Department
1.	Police	Home
2.	Miscellaneous (Local Government)	Local Government
3.	Education	Education
4.	Health Services	Health

Joint notice given by 27 PPP + 31 PML Members (Total 58 MPAs)

the Punjab, 04 demands for grants from the Annual Budget and 02 demands for grants from the Supplementary budget were selected for moving the Cut-Motions. This was decided during a meeting of the Business Advisory Committee held on June 12, 2012.

A total of 58 members from the opposition gave joint notices for moving cut-motions on the annual budget and 67 members gave joint notice for moving cut motions on the supplementary budget. This included 27 members of the PPP and 31 members of PML to move cut motion on annual budget. For moving cut motions on supplementary budget 36 members of PPP and 31 members of PML gave joint notices.

As per Schedule of the Budget Session issued by the Assembly Secretariat, two days (i.e. 19 and 20 June 2012) were allotted for voting on the annual demands for grants and for moving the cut motions in them. On the first day, i.e. June 19, 2012, the cut motion was moved in the demand for grant on Police. It could not be replied by the Minister concerned due to pointing out of quorum. The time of 01.00 pm was fixed by the Speaker for application of guillotine. The next day, i.e. June 20, 2012, no cut motion could be moved by that time and rest of the demands were voted after application of guillotine. June 23, 2012 was fixed for voting on Supplementary demands for grants. Cut Motions were moved on both the selected demands and were replied by the concerned Ministers.

**Table 5: Supplementary Budget**

S/N	Demand for Grant	Department
1	Public Health	Public Health Engineering
2	Irrigation and Land Reclamation	Irrigation

Joint notice given by 36 PPP + 31 PML Members (Total 67 MPAs)

**Key Features of the Provincial Budget for Fiscal year 2012-2013**

The main features of provincial budget of the Punjab for the year 2012-2013 are as follows:

1. Budget estimates of FY 2012-13 for General Revenue Receipts have been pitched at Rs. 780,674.805 million, which represent an increase of 19.1% over the budget estimates for FY 2011-12.
2. Revenue Expenditures are estimated at Rs. 532,859.871 million, which show an increase of 13.9% over the revenue expenditure estimates for FY 2011-12
3. Development Budget of the province has been pitched at Rs. 250,000.000 million for FY 2012-13 in comparison with the Rs. 220,000.000 million for FY 2011-12 depicting an increase of Rs. 30,000.000 million or 13.6 %. However, in comparison with the revised estimates of Rs. 165,511.173 million, there is an increase of Rs. 84,488.827 million or 51%.
4. The Budget Estimate 2012-13 of provincial tax receipts has been pitched at Rs. 95,014.294 million against the Revised Estimate 2011-12 of Rs. 80,862.928 million.
5. Outlay of current expenditure for FY 2012-13 is estimated at Rs. 532,859.871 million against the revised Budget Estimates of Rs. 467,993.236 million for FY 2011-12 which shows an increase of approximately 14%.
6. An allocation of Rs. 186,783.105 million has been made for District Governments against an amount of Rs. 165,050.660 representing an increase of 24.3% over the allocations in FY 2011-12.
7. An Increase of 20% in the pay of all Civil employees of the government of Punjab..

Source: White Paper – Finance Department, Government of the Punjab.

## Recommendations to Improve the Budget Process

### Required Reforms to Strengthen Punjab Assembly's Role in the Budget Process

#### 1. Powers to Committees to Review Budget/Demands for Grants

The existing rules of the Provincial Assembly of the Punjab do not allow finance bill to be referred to the Standing Committees.

The plenary as a whole is not in a position to review budget and its ministry-wise demands for grants which is needed for a careful review of budget. In other Parliamentary systems, after the presentation of budget, demands for grants are referred to Standing Committees which scrutinize individual ministerial demands for grants and report to the House by a fixed period after which the grants are voted on.

**Recommendation:** *Rules of Procedure and the Conduct of Business in the Provincial Assembly of the Punjab should be amended to **provide a role for the Standing Committees to review ministerial demands for grants once the budget is presented** and prepare reports by a specified period and table those reports in the House. The debate on budget should resume in the light of reports by Committees.*

#### 2. Suo Moto powers for Committees

In Pakistan's Parliament, both National Assembly and the Senate, amendments were made in the respective rules of procedures in the decade of 1990s *to allow for wide powers to Standing Committee to debate legislation relating to, and oversee the working and performance of, the relevant Ministry or Division; to call witnesses, requisition official records, seek statements on oath and take up any matter within their jurisdiction, without reference by the House.*

Clause 201 (4) of the National Assembly Rules of Procedure further defines committee powers as follows:

*"A Committee may examine the expenditures, administration, delegated legislation, public petitions and policies of the Ministry concerned and its associated public bodies and may forward its report of findings and recommendations to the Ministry and the Ministry shall submit its reply to the Committee."<sup>2</sup>*

**Clause 201 ( 5 ) of the National Assembly Rules of Procedure allows Committees to receive public petitions on a variety of Issues:**

*"Public petitions may be presented on a bill which has been introduced, or any matter connected with the business pending before the House, or any matter of general public interest which is primarily the concern of the Government, provided that it is not one which fall within the cognizance of a court, nor shall it relate to a matter pending before any court or other authority performing judicial or quasi-judicial functions."*

**Recommendation:** *There is, therefore, a need for the Provincial Assembly of the Punjab to **amend the Assembly Rules of Procedure to give suo moto powers to the committees to take cognizance of any matter relating to their area of work on their own** similar to the provision in the National Assembly of Pakistan.*

#### 3. Increase in the Time to Debate/Scrutinise Budget

Generally the time allocated for budget session in the Provincial Assembly of the Punjab is barely 11 days or about two weeks which falls way short of the required time for adequate Budget scrutiny and analysis by the Punjab Assembly. Since the earlier proposal is to allow committees a role to consider demands for grants, it is necessary that the budget period will need to be increased accordingly.

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It is also worth mentioning that since provincial budget follows the federal budget process, reforms to increase the federal budget process will also need to be put in place so after federal budget is presented earlier than June, the provincial budget process can follow.

**Recommendation:** *The budget session period needs to be increased from existing 11-13 days to **at least 30 to 45 days**. This would require budget to be presented to the House in May every year so as to conclude the budget session before June 30.*



# Appendices



**Appendix A: List of Members Participating in Annual Budget Debate**

No.	Name of the Member	Political Affiliation
1.	Mr. Jahanzaib Waran	PP-269 (Bahawalpur-III); PML-N
2.	Mian Muhammad Kazim Ali Pirzada	PP-273 (Bahawalpur-VII); PML-N
3.	Mrs. Shumaila Rana	W-307; PML-N
4.	Rana Muhammad Arshad	PP-171 (Nankana Sahib-II); PML-N
5.	Raja Riaz Ahmed	PP-65 (Faisalabad-XV); PPPP
6.	Mr. Tanvir Ashraf Kaira	PP-112 (Gujrat-V); PPPP
7.	Dr. Muhammad Akhtar Malik	PP-202 (Multan-IX); PPPP
8.	Malik Nosher Khan Anjum Lungrial	PP-235 (Vehari-IV); PPPP
9.	Ch. Ehsan ul Haq Ahsan Nolatia	PP-253 (Muzaffargarh-III); PPPP
10.	Mrs. Robina Shaheen Wattoo	PP-188 (Okara-IV); PPPP
11.	Ch. Muhammad Awais Aslam Midhana	PP-31 (Sarghoda-IV); PPPP
12.	Rai Muhammad Shah Jahan Khan	PP-54 (Faisalabad-IV); PPPP
13.	Rana Munawar Hussain <i>alias</i> Rana Munawar Ghous Khan	PP-36 (Sarghoda-IX); PPPP
14.	Major (Retd) Abdul Rehman Rana	PP-53 (Faisalabad-III); PPPP
15.	Mrs. Nargis Faiz Malik	W-328; PPPP
16.	Ms. Asifa Farooqi	W-329; PPPP
17.	Mrs. Kishwar Qayyum	W-330; PPPP
18.	Ms. Najmi Saleem	W-332; PPPP
19.	Raja Shoukat Aziz Bhatti	PP-4 (Rawalpindi-IV); PML
20.	Mr. Zafar Zulkarnain Sahi	PP-52 (Faisalabad-II); PML
21.	Sheikh Ala-ud-Din	PP-181, (Kasur VII); PML-N
22.	Mr. Sher Ali Khan	PP-17 (Attock-III); PML

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<b>No.</b>	<b>Name of the Member</b>	<b>Political Affiliation</b>
23.	Mian Tariq Mehmood	PP-113 (Gujrat-VI); PML
24.	Mrs. Qamar Aamir Ch	W-358; PML
25.	Rana Muhammad Afzal Khan	PP-66 (Faisalabad-XVI); PML-N
26.	Ch. Ali Asghar Manda, Advocate	PP-165 (Sheikhupura-IV); PML-N
27.	Mr. Khalil Tahir Sindhu	NM-367; PML-N
28.	Mian Naseer Ahmad	PP-155 (Lahore-XIX); PML-N
29.	Sirdar Dost Muhammad Khan Khosa	PP-244 (Dera Ghazi Khan-V); PML-N
30.	Ch. Muhammad Shafique	PP-296 (Rahimyar Khan-XII); PML-N
31.	Mrs. Nighat Nasir Sheikh	W-325; PML-N
32.	Col (Retd) Shuja Khanzada	PP-16 (Attock-II); PML-N
33.	Sardar Qaisar Abbas Khan Magassi	PP-264 (Layyah-III); PML-N
34.	Ms. Arifa Khalid Pervez	W-305; PML-N
35.	Mr. Muhammad Mueen Watto	PP-193 (Okara-IX); PML-N
36.	Mrs. Shagufta Sheikh	W-323; PML-N
37.	Ms. Deebea Mirza	W-303; PML-N
38.	Mrs. Shameela Aslam	W-308; PML-N
39.	Major (Retd) Zulfiqar Ali Gondal	PP-118 (Mandi Bahauddin-III); PPPP
40.	Ms. Azma Zahid Bukhari	W-342; PPPP
41.	Mr. Pervez Rafique	NM-368; PPPP
42.	Mr. Shah Jahan Ahmad Bhatti	PP-172 (Nankana Sahib-III); PPPP
43.	Haji Muhammad Ishaq	PP-85 (Toba Tek Singh-II); PPPP
44.	Mrs. Sajida Mir	W-336; PPPP
45.	Ms. Nargis Parveen Awan	W-337; PPPP

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<b>No.</b>	<b>Name of the Member</b>	<b>Political Affiliation</b>
46.	Ch. Zahir ud Din Khan	PP-55 (Faisalabad-V); PML
47.	Dr. Faiza Asghar	W-351; PML
48.	Mrs. Samina Khawar Hayat	W-354; PML
49.	Mrs. Khadija Umar	W-350; PML
50.	Makhdoom Syed Ahmad Mehmood	PP-292 (Rahimyar Khan-VIII); PML-F
51.	Mr. Ahsan Raza Khan	PP-180 (Kasur-VI); PML-N
52.	Ch. Abdul Razzaq Dhillon	PP-33 (Sarghoda-VI); PML-N
53.	Mr. Ahmed Hussain Deharr	PP-200 (Multan-VII); PPPP
54.	Makhdoom Muhammad Irtaza	PP-291 (Rahimyar Khan-VII); PPPP
55.	Malik Muhammad Aamir Dogar	PP-198 (Multan-V); PPPP
56.	Mrs. Seemal Kamran	W-362; PML
57.	Ms. Humaira Awais Shahid	W-361; PML
58.	Mr. Ahmed Khan Baloch	PP-211 (Lodhran-V); PML
59.	Sardar Fateh Muhammad Khan Buzdar	PP-241 (Dera Ghazi Khan-II); PML
60.	Rana Tanveer Ahmad Nasir	PP-168 (Sheikhupura-cum-Nankana-I); PML-N
61.	Haji Imran Zafar	PP-111 (Gujrat-IV); PML-N
62.	Ms. Raheela Khadim Hussain	W-315; PML-N
63.	Mian Muhammad Rafique	PP-90 (Toba Tek Singh-VII); PML-N
64.	Ms. Rifat Sultana Dar	W-340; PPPP
65.	Ms. Saghira Islam	W-341; PPPP
66.	Mian Muhammad Shafiq Arain	PP-207 (Lodhran-I); PPPP
67.	Ms. Fouzia Behram	W-333; PPPP
68.	Mrs. Amna Ulfat	W-356; PML

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<b>No.</b>	<b>Name of the Member</b>	<b>Political Affiliation</b>
69.	Syeda Majida Zaidi	W-353; PML
70.	Ms. Zobia Rubab Malik	W-360; PML
71.	Mr. Tahir Iqbal Chaudhry	PP-236 (Vehari-V); PML
72.	Mr. Ijaz Ahmed Khan	PP-151 (Lahore-XV); PML-N
73.	Ms. Sakina Shaheen Khan	W-321; PML-N
74.	Mr. Muhammad Yaqoob Nadeem Sethi	PP-175 (Kasur-I); PML-N
75.	Mian Mujtaba Shuja ur Rehman	PP-141 (Lahore-V); PML-N
76.	Ch. Tahir Mehmood Hundli, Advocate	PP-125 (Sialkot-VI); PPPP
77.	Mr. Shahan Malik	PP-15 (Attock-I); PPPP
78.	Mr Iftikhar Ali Khitran <i>alias</i> Babar Khan	PP-266 (Layyah-V); PPPP
79.	Mr. Ijaz Ahmad Kahloon	PP-34 (Sarghoda-VII); PPPP
80.	Rai Muhammad Aslam Khan	PP-174 (Nankana Sahib-V); PPPP
81.	Syed Abrar Hussain Shah	PP-173 (Nankana Sahib-IV); PPPP
82.	Dr. Samia Amjad	W-357; PML
83.	Ch. Abdullah Yousaf	PP-109 (Gujrat-II); PML
84.	Ch Ali Asghar Manda	PP-165 (Sheikhupura-IV); PML-N
85.	Mian Muhammad Rafiq	PP-90 (Toba Tek Singh-VII); PML-N
86.	Sardar Malik Jehan Zeb Waran	PP-269 (Bahawalpur-III); PML-N
87.	Mian Mujtaba Shuja ur Rehman	PP-141 (Lahore-V); PML-N
88.	Chaudhary Ehsan-ul-Haq Ahsan Nolatia	PP-253 (Muzaffargarh-III); PPPP
89.	Rana Munawar Hussain <i>alias</i> Rana Munawar Ghous Khan	PP-36 (Sarghoda-IX); PPPP
90.	Syed Hassan Murtaza	PP-74 (Jhang-II); PPPP

**Appendix B: Proposed Terms of Reference (TOR) for the Punjab Assembly Standing Committees' Pre-Budget & Post Budget Review of MTBF / Budget**

1. The Committees' pre-budget and post budget meetings are meant to receive committees' views on the strategy, vision, priorities, direction and broad policies relating to the Budget and Demands for grants.
2. The committees' are not to indulge in constituency-level micro-examination or analysis of the Budget and Demands for grants.
3. The ambit of the Committees' will be to propose direction for the budgetary allocations.
4. Committees' recommendation will be based upon the needs of the Province as a whole and not for Individual constituencies.
5. It is understood that the conclusions reached in the committees will constitute recommended guidelines for the government in preparing the budget and MTBF. As is the parliamentary practice, the committees' recommendation shall not be a binding.
6. The committees may hold public hearings and invite experts to form their opinion and compile recommendations for the next budget / MTBF.



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