



PAKISTAN INSTITUTE FOR PARLIAMENTARY SERVICES
Dedicated to Parliamentary Excellence

INTRODUCTION TO PARLIAMENTARY COMMITTEES AND BUDGET PROCESS

Participants' Book



March 2015



Module 6



PAKISTAN INSTITUTE FOR PARLIAMENTARY SERVICES
DEDICATED TO PARLIAMENTARY EXCELLENCE

INTRODUCTION TO PARLIAMENTARY COMMITTEES AND BUDGET PROCESS

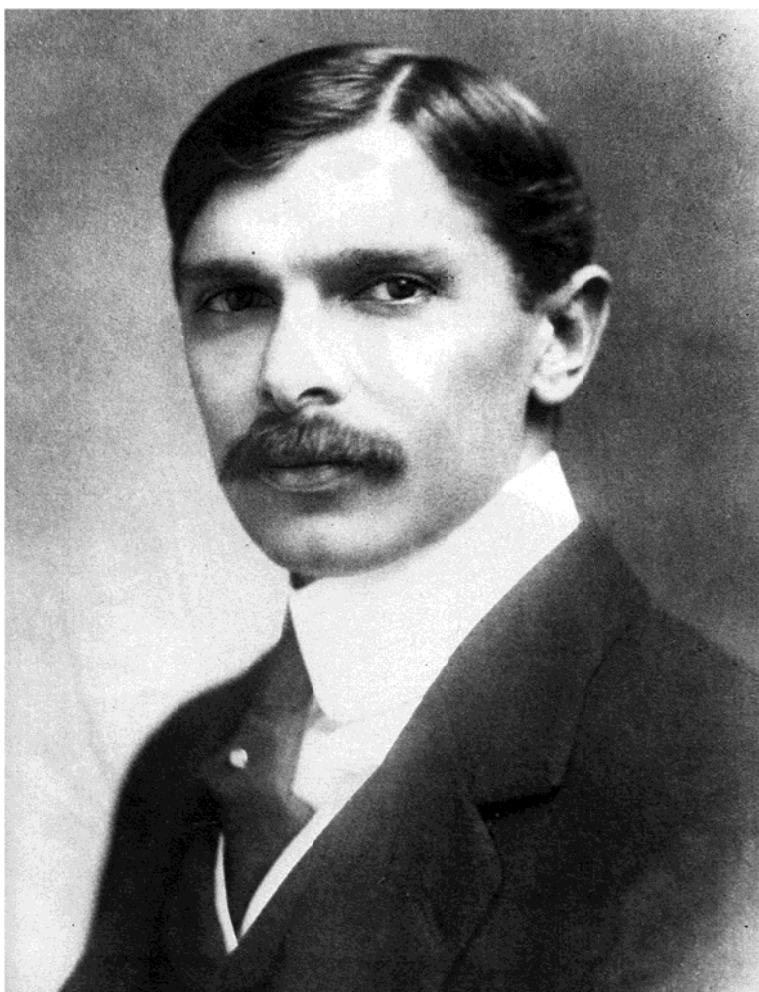
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I need hardly dilate on the important role that the State Bank will have to play in regulating the economic life of our country. The monetary policy of the bank will have a direct bearing on our trade and commerce, both inside Pakistan as well as with the outside world and it is only to be desired that your policy should encourage maximum production and a free flow of trade. The monetary policy pursued during the war years contributed, in no small measure, to our present day economic problems. The abnormal rise in the cost of living has hit the poorer sections of society including those with fixed incomes very hard indeed and is responsible to a great extent for the prevailing unrest in the country. The policy of the Pakistan Government is to stabilize prices at a level that would be fair to the producer, as well as to the consumer. I hope your efforts will be directed in the same direction in order to tackle this crucial problem with success.

Speech on the occasion of the opening ceremony of the State Bank of Pakistan.

Karachi, July 01, 1948

PIPS TRAINING OF TRAINER SERIES

President of United States Woodrow Wilson described committees as

"little legislatures"

Speaker Reed of the United States described them as

"the eyes, the ears, the hands and very often the brain of the House".

Joseph P. Haris in his book "Congress and The Legislative Process"

"Congress in session is Congress in Exhibition, while Congress in its Committee Room is Congress at work."

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FOREWORD

Pakistan Institute for Parliamentary Services, PIPS, is committed to promoting research, providing legislative & capacity building services to Member of National Parliament and Provincial Assemblies and their parliamentary functionaries. The Institute is also disseminating/ publicizing the knowledge of parliamentary democracy and its functioning through outreach services.

To support its capacity building and provide knowledgeable information on key areas of parliamentary framework the Institute has developed its curriculum in form of modules on Drafting and Assessing Legislation, Question Hour, Legislative and Parliamentary Research, Parliamentary History, Conflict Resolution, Business of the House, Effectiveness of Committees, Budget Process and a Youth Guide on Parliament.

An effective committee system is an asset in any functioning parliamentary democracy. It provides greater accountability by making the executive's policies and administrative functions more open and accountable to people of its country. Committees provides a forum of investigation of matters of public importance and not only provide opportunity to people to enhance their knowledge on such issues but also enhance the democratic process by taking the Parliament to the people and giving them role in its operations.

Budgeting is the process of creating a plan to spend your money. Budget Planning helps to determine in advance the expenses and how to fund them. With reference to government the budget is its most important economic policy tool and provides a comprehensive statement of the priorities of a nation. There is also an obligation on the legislature to ensure that the revenue and spending measures it authorizes are fiscally sound, match the needs of the population with available resources, and that they are implemented with aim of nation-building.

We are pleased to share this Participants' Book on Introduction to Parliamentary Committees and Budget Process, 2015 with the kind readers and all concerned stakeholders. The Participant Book is aimed at equipping Members and parliamentary functionaries of the National Parliament and the Provincial Assemblies, with the effectiveness of Committees and intricacies of Budget Process.

It would assist MPs and their staff in developing insights on Committee Workings and development of Budget of a country.

We extend our special thanks to Konrad-Adenauer-Stiftung, KAS, which has kindly offered to provide support for publishing the first edition of PIPS Participants' Book on Introduction to Parliamentary Committees and Budget Process, 2015.


Mahmood Salim Mahmood
(Executive Director)

Islamabad
Friday, March 06, 2015

ACKNOWLEDGEMENT

Islamabad, March 06, 2015

A strong, active committee system is an asset in any functioning parliamentary democracy. A comprehensive system of parliamentary committees provides greater accountability by making the policy and administrative functions of government more open and accountable, giving the people more and better access to parliamentary processes and ensuring Members of Parliament have more involvement in and oversight of decision making. Committees provide a forum for investigation of matters of public importance and give parliamentarians the opportunity to enhance their knowledge of such issues. In short, they allow the Parliament to ensure that the right decisions are being made and at the same time, committees effectively enhance the democratic process by taking the Parliament to the people and giving them a role in its operations.

The budget is the most important economic policy tool of a government and provides a comprehensive statement of the priorities of a nation. Therefore, budgets affect us all. As the representative institutions of the people, national legislatures are the appropriate place to ensure that the budget optimally matches a nation's needs with available resources. Effective legislative participation in the budget process establishes checks and balances that are crucial for transparent and accountable government and ensuring efficient delivery of public services.

This first 2015 edition, has been conceived and developed by Mr Muhammad Faisal Israr, Research Associate (Outreach and Publication), Pakistan Institute for Parliamentary Services under the direction of Mr. Muhammad Rashid Mafzool Zaka, Director Research and I.T. Pakistan Institute for Parliamentary Services. The Chapter 3 of Part 2 has been reproduced from Accounting Policies and Procedures Manual, Government of Pakistan which has been reviewed by Mr. Muhammad Adnan Azeem, Deputy Director (Budget & Accounts, Pakistan Institute for Parliamentary Services and we also glad grateful to him for contributing the Chapter on Parliamentary System and Budget Process.

We are grateful to the German Foundation, the Konrad-Adenauer-Stiftung, KAS, a close partner of the Institute, for supporting PIPS in publication of this first edition of the Participants' Book on Introduction to Parliamentary Committees and Budget Process.

We welcome any feedback and suggestions by the participants and readers of the module at: research@pips.gov.pk

Research and Curriculum Wing
Pakistan Institute for Parliamentary Services

GOAL

This Participants' Book is beneficial for Members of Parliament specifically part of the Standing Committees in understanding their roles and responsibilities in the performance of their control and oversight of the government and its administrative divisions.

Budget making and its approval is an important responsibility and function of the government and Parliament. Budget reflects the Government's determination to maintain a responsible and realistic towards overall economic management in the country. The budget determines the origin and application of public financial resources; it plays a central role in the process of government, fulfilling economic, political, legal and managerial functions. This Participants' Book will enable the Members of Parliament to develop knowledge about the intricacies of the Budget Process and Key Concepts

Part 1

Parliamentary Committee

Chapter 1

Parliamentary Committee

INTRODUCTION

Parliament, defined in the simplest of terms, is the forum in which the elected representatives of the people meet, plan, deliberate upon and review the government of the State and make laws for the effective and efficient conduct of the State. Over time, the task of government has become more complex. As populations grew, many Parliaments were unable to deal effectively with the number and complexity of issues coming before them. This situation was further exacerbated by the development of strong political party systems.

To enable Parliaments to operate more effectively and give Members access to more detailed information and the capacity to develop expertise on specific matters, small specialist committees were established to investigate specific issues and report back to the larger forum. It is common practice for Westminster - style parliaments to form committees to deal with particular issues that concern the Parliament. For example, it is common to have committees to deal with the internal business of administering parliamentary processes. It is also common to set up committees to assist the Parliament in its tasks of reviewing legislation and scrutinising government activities.

A strong, active committee system is an asset in any functioning parliamentary democracy. A comprehensive system of parliamentary committees provides greater accountability by making the policy and administrative functions of government more open and accountable, giving the people more and better access to parliamentary processes and ensuring Members of Parliament have more involvement in and oversight of decision making. Committees provide a forum for investigation of matters of public importance and give parliamentarians the opportunity to enhance their knowledge of such issues. In short, they allow the Parliament to ensure that the right decisions are being made at the right time and for the right reasons. At the same time, committees effectively enhance the democratic process by taking the Parliament to the people and giving them a role in its operations.

PARLIAMENTARY COMMITTEE

An individual or group of people to whom authority has been delegated by a larger group to perform a particular function or duty. A part of a legislative body made up of one or more individuals who have been assigned the task of investigating a certain issue and reporting their observations and recommendations to the legislature.

Committees play a large role in the day-to-day work of parliaments and provide an opportunity for Members to use their particular skills and to nurture their individual interests. They allow legislatures to pay closer attention to such matters as the details of Bills or the work of the Executive than would otherwise be possible. The nomenclature, number and functions of Committees must suit the needs and resources available to each parliament. If they are suitably resourced and take their responsibilities seriously, committees can make a very large contribution to the operations of parliament, to greater engagement of society in the business of legislation, and ultimately, to the enhancement of the status and dignity of parliament.

BRIEF HISTORY

The tradition of consultation, accountability and policy making through a group of advisers, statesmen and leaders is an age old phenomenon of human history. Prophet Muhammad (Peace Be Upon Him) laid the foundation of the State of Medina where the Shura (Parliament) comprising the Companions and statesmen met regularly and dealt with matters pertaining to law making, mutual good of the Ummah (nation) as well as petitions to hold accountable state machinery and public office holders. This became a mandatory practice of Islamic Caliphate which remained the essence of statehood in the era of first four pious Caliphs.

Similarly with the rise of Nation-state the widespread use of parliamentary committees in a number of parliaments is seen as a relatively recent development. The use of parliamentary committees was historically mainly in the United States Congress. Woodrow Wilson, the 28th President of the United States, was quoted as saying in 1885 that "Congress in its committee rooms is at work". This is because most of the work of Congress was referred to committees for detailed review to inform debate on the floor of the House.

Today parliamentary committee systems have emerged as a creative way for parliaments to perform their basic functions. They serve as the focal point for

legislation and oversight. In a number of parliaments, bills, resolutions, and matters on specific issues are referred to specific committees for debate and recommendations are made to the house for further debate. Parliamentary committees have emerged as vibrant and central institutions of democratic parliaments of today's world. Parliaments across the globe set up their own rules on how committees are established, the composition, the mandate and how chairpersons are to be selected but they do have certain characteristics in common. They are usually a small group of MPs brought together to critically review issues related to a particular subject matter or to review a specific bill. They are often expected to present their observations and recommendations to the Parliament for the final debate.

Mostly, committees have a multi-party composition. They examine specific matters of policy or government administration or performance. Effective committees have developed a degree of expertise in a given policy area, often through continuing involvement, and stable memberships. This expertise is both recognized and valued by their colleagues. They are both able to represent diversity and reconcile enough differences to sustain recommendations for action. Also, they are important enough so that people inside and outside the legislature seek to influence outcomes by providing information about what they want and what they will accept. Furthermore, they provide a means for a legislative body to consider a wide range of topics in-depth, and to identify politically and technically feasible alternatives.

FUNCTIONS AND POWERS OF COMMITTEES

- Initiating and managing legislation;
- Controlling the executive;
- Drafting legislation;
- Communicating with the executive;
- Representation of their constituencies;
- Investigating policy initiatives yet to be brought for ratification.
- Reviewing and approving the budget and expenditures for the government's policy agenda.

BENEFITS OF COMMITTEES

There are at least six major and distinct benefits of committees:

- Committees provide the Parliament with a greater opportunity to scrutinise the actions of the Executive and the public service through "public scrutiny

committees" such as public accounts committees, public works committees and Estimates committees.

- Committees permit the Parliament to conduct detailed investigations of topics that the Parliament as a whole would otherwise never be able to properly consider. (It is difficult to imagine the whole Parliament inspecting a road, dam or school or sitting and listening to oral submissions from 20 stakeholders!)
- Committees, by calling for submissions, holding public hearings and tabling reports are able to encourage debate on issues and allow members of the public to express their opinion in a direct manner.
- Committees are able to access expert advice (from staff, consultants and submissions from stakeholders), which would not normally be available to private Members.
- Committees afford an opportunity to utilise and develop the skills of private Members. On the one hand, committees allow the Parliament to utilise Members with particular skills and knowledge. On the other hand, Members who serve on committees are likely to develop skills and gain knowledge of issues which they may not otherwise obtain.
- Committees promote bipartisan decision - making.

DIFFERENT TYPES OF PARLIAMENTARY COMMITTEES

A. STANDING COMMITTEES

Standing committees are permanent committees established pursuant to the Standing Orders, the rules that govern the functions of the parliament. The functions, size and composition of these committees are often clearly indicated in the same Standing Orders/ Rules.

B. AD HOC COMMITTEES

These are formed for the purpose of reviewing particular policies, bills or groups of bills and then are dissolved when that work is completed.

C. LEGISLATIVE COMMITTEES

Legislative committees are established to undertake the consideration of legislation. A legislative committee may be created to study a particular bill referred to it or one may be appointed to prepare and bring in a bill. A legislative committee ceases to exist once it has reported to the concerned House.

D. STANDING JOINT COMMITTEE

Joint committees are composed of members of both the Lower and Upper Houses. Standing joint committees are permanent committees established pursuant to the Standing Orders/ Rules of both the Houses.

E. SPECIAL COMMITTEES

Special committees are appointed by the House to carry out specific inquiries, studies or other tasks that the House judges to be of special importance. Each special committee is created by means of an order of reference adopted by the House (in the case of special joint committees, by both Houses).

F. JOINT COMMITTEES

Special joint committees are established by orders of reference from both Houses to deal with matters of great public importance. The House that wishes to initiate a special joint committee first adopts a motion to establish it and includes a provision inviting the other House to participate in the proposed committee's work. Once the originating House has been informed of the agreement of the other House, the committee can be organized. A special joint committee ceases to exist when it has presented its final report to both Houses, or at prorogation.

G. SUBCOMMITTEES COMMITTEES

Subcommittees are to committees what committees are to the House: the parent body is relieved of a portion of its workload by delegating some part of its mandate or a particular task to a smaller group.

H. COMMITTEES OF THE WHOLE

When the entire membership of parliament forms a committee often chaired by the speaker or the deputy speaker to investigate a matter of concern, it is described as a committee of the whole.

ROLE OF THE COMMITTEE STAFF IN THE EFFECTIVENESS OF A COMMITTEE

Appropriate staffing is essential if parliamentary committees are to function effectively. Committees often need different categories of staff if they are to achieve their optimum best. Parliamentary Committees often need staff to assist with procedural issues, administrative matters, assist with drafting bills, and provide expert opinion and analysis on major policy issues. They need clerks, researchers, legislative reporters, legal draftsmen, and other support staff.

Committees are managed by committee clerks/secretaries who give procedural advice to the committee; take minutes of the committee meetings; receive and store documents on behalf of committees; and carry out administrative duties. They also assist in recordkeeping, arranging witnesses, advising members on procedures. In essence the committee clerk/secretary is responsible for coordinating affairs and ensuring that the committee chairperson and members have the needed support to be effective.

Committee staff plays a key role in assisting committee members in recommending new policy. In parliaments where private members' bills are encouraged, parliamentarians inevitably have to rely heavily on the staff for expert knowledge and advice in any new policy they recommend for legislation. Staff also assist committees in monitoring the implementation of legislation that has been passed.

OTHER MAJOR ROLES OF COMMITTEE STAFF INCLUDE

Research – Committee research staff are charged with analyzing and preparing research papers, and proposing possible questions for committee members. Research staff also helps to improve the general efficiency of the legislative process by collecting and analyzing data; they identify problems of relevance for members; suggest alternative course of action; and prepare studies and committee reports on legislation.

Outreach – Facilitating and increasing public participation (both men and women) in committee inquiries and soliciting input from members of the general public and from expert witnesses through public hearings, seminars, workshops, forums, and surveys.

Chapter 2

Being Truly Committed to the Committee

- Learn everything you can about your committee. Some of the important questions that need to be answered in this regard are:
 - What is the mission and purpose of the committee?
 - What is its role?
 - What value does it provide to the House and the society?
 - What are the factors that promote committee effectiveness?
 - Who are the critical stakeholders (both inside and outside the committee)?
 - What are their interests and expectations?
- Devote sufficient time to the committee.
- Serve as an Ambassador by promoting your committee's mission and goals in your workplace, constituency, etc.
- Work towards achieving the committee's VISION
- Be solution-oriented
 - Believe that every problem has a solution.
 - Be prepared to be a self-starter and take initiative when a challenge presents itself.
 - Resolve problems without losing control over your emotions.
 - Try to visualize the outcome and possible consequences before making a decision.
 - See possibilities within the seemingly impossible.
- Be motivated and determined
 - Be enthusiastic about the role of the committee.
 - Complete projects / assignments that you have started.
 - Don't be discouraged when someone criticizes your work.
 - Always reward yourself after completing a task.
 - Don't let anything or anyone stop you when you get into the groove of doing something.
- Build a team spirit
 - Believe that teamwork can help a committee achieve far more than any member can alone. So, be aware of the committee's potential as a one-synergistic unit.

- Work towards the committee's overall goals and its yearly work plan. This is your team's common purpose.
- Learn from and work with others.
- Remember, each member has his /her role to play.
- Recognize the unique skills and talents each member brings to the committee.
- Know what your committee can do and what it cannot.
- Be perceptive to the needs and ambitions of others. So, support and encourage one another and try to adapt yourself.
- Adhere to the commonly accepted norms of behaviour.
- Ensure your duties are linked to the overall work plan of the committee.
- Always help, guide, support or train new members so that they can be smoothly integrated into committee operations.
- Develop a Can-do Attitude
 - Understand that challenged attitudes are the greatest impediments to committee effectiveness.
 - Understand the impact of these behavioural attitudes on committee effectiveness:
 - Positive Thinking
 - Gratitude and Appreciation
 - Open Mindedness
 - Change
 - Optimism
 - Contentment
 - Patience
 - Humility

Chapter 3

Understanding Respective Roles and Responsibilities

COMMITTEE MEMBERS

A. PERFORM BASIC FUNCTIONS

- Report to the committee chair.
- Actively participate in the work of the committee and towards fulfilling its goals.
- Provide thoughtful input to the deliberations of the committee.
- Focus on the best interests of the committee rather than on personal interests.

B. UNDERSTAND YOUR GENERAL DUTIES

- Review all relevant material before committee meetings.
- Make contributions and voice objective opinions on issues.
- Attend committee meetings.
- Respond to communications from the chair.
- Carry out individual assignments requested by the committee chair.

C. UNDERSTAND YOUR RIGHTS AND EXERCISE YOUR POWERS

- Learn the Rules of the House
 - Clearly, understand the Constitution and the Assembly rules.
 - Turn to procedure and use the rules of the House to your advantage when compromise is not possible.
- Follow Parliamentary Etiquette.

D. STAY INFORMED AND BE KEEN ON LEARNING

- Learn skills related to negotiation and compromise in dealing with colleagues in your party as well as in the opposition.
- Visit the Library regularly and take research seriously.
- Ensure speeches and other public remarks are factually correct.
- Never stop seeking opportunities outside politics to learn new ideas.
- Do not hesitate to consult the Speaker when you face serious issues within your own party. Speakers are generally experienced parliamentarians who can offer sage counsel on a variety of political challenges.

E. CHOOSE A FEW ISSUES AND SPECIALIZE

- Focus on two issues at the most – one familiar and one completely new - and stick with them.
- Spend time listening, learning and looking for ways to contribute to the House and the political process.
- Use committees both to impact and to gain knowledge on the chosen issues, without extending committee work.

F. AVOID BECOMING TOO KEEN ON MEDIA COVERAGE

- Resist the temptation of doing something outrageous despite what the media, critics or people from other political parties might say about you or your party.

G. MAINTAIN YOUR DIGNITY

- Refrain from inappropriate behaviour: defaming others, shouting, rude gestures, rule violation and playing up to the press gallery.
- Develop your reputation by being:
 - Good, honest parliamentarians;
 - Good Constituency MPs; and
 - Actively involved in your party.

H. ESTABLISH A GOOD NETWORK

- Be well connected to the:
 - Citizens;
 - Executive;
 - Other Parliamentarians; and
 - Consultants / Specialists who can advise you well.

I. MANAGE TIME WELL

- Strive for Punctuality.
- Set your personal and work-related Priorities.
- Translate your Priorities into concrete goals.
- Identify Deadlines.
- Don't Procrastinate.
- Avoid Interruptions (phone calls, drops ins, etc.).
- Learn to say No with courtesy and conviction.
- Know how to multi-task and use your time productively.
- Schedule your toughest work during your most productive hours.
- Work smarter, not harder.

COMMITTEE CHAIR ROLE

A. BE A ROLE MODEL TO ALL COMMITTEE MEMBERS

- Inspire committee members by your professionalism, fair attitude and competence.
- Ensure tasks are understood and accomplished on time.
- Know how to delegate.
- Go out of your way to cooperate, empower committee members, and share responsibility for executing committee tasks.
- Do your share of the work like all other committee members, as you are also a committee member.
- Be prepared to work with any committee member who needs assistance. Do this from the perspective of a helper.
- Always share credit for committee successes with the entire committee.
- Never blame an individual when something goes wrong. Look at the committee's processes and work with committee members to learn from experience and improve processes so that similar mistakes are less likely to be repeated.
- Set an example by:
 - Taking charge whenever required;
 - Displaying abounding confidence in all tasks;
 - Displaying sincerity, integrity and candour in all your actions; and
 - Accepting responsibility for your actions.

B. PROVIDE VISION TO INSPIRE COMMITTEE MEMBERS

- Have a clear and believable Vision of the future to push committee members to go beyond ordinary performance and achieve a level of excellence.
- Formulate a committee vision that:
 - Clarifies direction and purpose;
 - Attracts commitment and energizes committee members;
 - Establishes measurable standards of excellence to serve as performance benchmarks and keep everyone motivated and inspired;
 - Is consistent with the values and culture of the committee; and
 - Is ambitious and allows committee members to do something challenging they haven't done before.
- Formulate the committee vision by:
 - Using all the information about your committee as a foundation;

- Involving the major stakeholders into the visioning process;
- Welcoming new ideas from all committee members; and
- Keeping an open mind and exploring different options.
- Ensure the vision is well articulated and clearly understood by everyone involved.
- Know how to share and communicate the Vision to all members.
- Provide regular feedback on the committee's progress towards achieving the Vision.

C. BECOME A RESOURCE TO SOLVE PROBLEMS

- Help committee members and the committee as a whole solve problems for themselves. Don't indulge in "spoon feeding" - just put them on the right path to discover their own solutions / answers. Some problems a committee might confront include the following:
 - *Something happens that committee members don't anticipate:* You can call a meeting, explain the problem, and lead a brainstorming session to show ways to fix the problem.
 - *A committee member is stuck on some task:* You can ask questions that will lead the member to consider the issue more fully. You can get others involved to help or can share personal experiences in similar circumstances that the committee member can use. In each case, you are not necessarily solving the problem, but providing a direction so that the committee member can solve it.
- Try to be a source of innovative problem-solving ideas for the committee members. Show creativity by thinking of new and better goals, ideas, and solutions to problems. For instance:
 - How to write a good proposal;
 - How to seek help from experts;
 - How to examine specific issues or formulate a research design;
 - How to effectively allocate available resources;
 - How to arrange funds to hire subject specialists;
 - How to peacefully co-exist with members of the opposition party; or
 - How to approach a particular problem...

D. ACT AS A LIAISON

- Coordinate with other committees, committee chairs and the House.
- Make policy recommendations to the House, where appropriate.

- Keep the House informed of progress or problems.
- Arrange the necessary resources for the committee from other committees or sources.
- Help the committee put up cases to access documents of a sensitive nature.
- Serve as a link between leaders, ministers, media, public, etc.

E. FACILITATE OPEN COMMUNICATION

- Speak for and represent your committee.
- Communicate openly and honestly to encourage the same among all committee members.
- Carefully consider the communication needs of committee members, the House, leaders, ministers, media, public, etc.
- Be a source of information. Know how to get the required information.
- Have sound knowledge of the committee's work.
- Convey the right information on time:
 - Give clear instructions. Speak clearly and succinctly.
 - Stay responsive to questions and suggestions.
 - Keep members and concerned parties well informed.
- Explain and enforce rules and procedures, when necessary.
- Be a good listener and accept the views of all committee members.

F. REFLECT A PARENT IMAGE

- Know each committee member and look out for his or her wellbeing.
- Understand that committee members need to belong and contribute to the committee. Therefore, they want to be understood, valued, informed, buffered and protected.
- Be a kind, caring, respected and fair person who serves as mediator and judge.
- Teach committee members how to go about things; what constitutes success or what the rules of the game are. Train committee members in various skills or set up training sessions with other committee members or outside trainers.

COMMITTEE CHAIR RESPONSIBILITIES

A. *GUIDE THE COMMITTEE IN ITS WORK*

- Set SMARTER (Specific, Measurable, Achievable, Realistic, Timely, Encouraging and Rewarding) goals.
- Develop a work plan for the year.
- Approve reports of committee meetings before their distribution.
- Report to the committee on decisions of the House that affect the committee's work or activities.
- Formulate the committee's vision with committee members and stakeholders
- Make recommendations regarding future objectives for the committee, and the broader interests of the society.

B. *UNDERTAKE SPECIFIC PROCEDURAL DUTIES*

- Make early contact with committee members.
- Send a welcome/orientation letter or email.
- Provide the committee with its charges and goals, in the context of strategic planning.
- Provide a draft calendar of planned meeting dates or calls.
- Review prior accomplishments of the committee so that the work to be done can be put into context.
- Attend and preside over all meetings.
- Accept and support the committee's charge and objectives for the year.
- Plan committee meetings and agenda with staff.
- Maintain records and relevant information on committee work.
- Evaluate committee efforts and communicate accomplishments to the committee and the House.
- Form subcommittees when necessary to achieve the work of the committee.
- Respond in a timely manner to queries from committee members.
- Prepare progress reports for the House.

C. *SET THE MEETING AGENDA*

- Provide an agenda sheet with beginning and ending times for the meeting and the agenda of topics to be discussed or acted on.
- Carefully look at the sequence of items. Start the meeting with topics that will unify the committee; this sets the stage for working together. Early in the

meeting is a good time to discuss difficult topics when participants have energy and clear heads.

- End the meeting with topics that are likely to produce a positive result, as people like to leave meetings feeling that they are part of a productive team.
- Make every effort not to have an agenda with too many items. Provide sufficient but not too much time for each topic. A good approach is to show key times on the agenda, such as breaks and lunch. Having these "markers" lets members know the general pace of discussion the chair anticipates for the meeting.
- Provide written background information for each agenda item as appropriate.
- Identify the person who is presenting or responsible for each item if different from the chair.

Chapter 4

Making Meetings Work

PRE MEETING PREPARATION

- Announce the meeting well in advance to allow everyone time to adequately prepare for the upcoming task.
- Prepare and distribute the agenda and any background material at least several days before the meeting.
- Schedule meeting room and arrange for equipment and refreshments.

WHAT IS EXPECTED OF COMMITTEE MEMBERS DURING THE MEETING

- Display a higher level of professionalism by arriving on time.
- Stay on the agenda and subject. Don't waste time by discussing trivia.
- Manage the use of time. Committee's time can be very costly.
- Limit or avoid side conversations and distractions. Your input is too valuable to be shared only amongst a select few within the committee.
- Participate in the discussion. Be open-minded and receptive to ideas and opinions.
- Ask questions to assure understanding.
- Clarify action(s) to be taken. It is best to repeat and paraphrase any action that you need to take. This way there is no misunderstanding as to what is expected of you upon your departure.
- Take notes. Don't rely on you memory.

THE COMMITTEE CHAIR'S ROLE DURING THE MEETING

- Communicate the purpose of the committee and each meeting to all committee members.
- Identify what the committee is empowered to do.
- Start and end meetings on time.
- Publish and distribute an agenda before the meeting. It is often useful to have the agenda with time lines on an easily viewed flip chart or the like. As one works through the items, they can be checked off showing progress. This helps keep things on schedule.

- Distribute information to committee members. Example: the committee's budget, rules of procedure, financial information, the committee's mission or area of responsibility.
- Conduct "progress" and "process" checks with committee members between meetings.
- Be a facilitator of meetings; don't dominate them.
- Guide, mediate, probe, and stimulate discussions. Let others generate and debate ideas.
- Encourage a clash of ideas, but not of personalities. Good decisions are made when committees examine all sides of an issue, but prevent members from making the debate personal.
- Prevent one-sided discussions. Try to let everyone speak before giving members a second chance to have their say.
- Deal with inappropriate behaviours. Don't let a person who is blocking constructive discussion ruin the committee meeting for everyone else. Strategies for dealing with this behaviour include confronting the person privately in a caring manner, pointing out the effects of the behaviour, and suggesting alternative behaviours.
- Keep discussions on track; periodically restate the issue and the goal of the discussion. Feel free to redirect the group back to the topic at hand.
- Monitor participation; control talkative members and encourage the contributions of silent members. At times, one may need to specifically call on silent members to solicit their input. If necessary, put a time limit on the debate.
- Be sensitive to the feelings of members. Look for visual and verbal cues to determine if a member is not happy with the discussion, and then actively manage the situation.
- Consider calling on the least senior members first to express their views; discussions tend to "close down" after senior members express strong views.
- Restate the issue to be voted on before calling for a vote, and explain the consequences of the vote.
- All-important issues should be voted on; don't make assumptions about the feelings of committee members.
- Seek consensus, but unanimity is not required. Sometimes an idea is compromised by trying to get every person to completely agree.
- Close the meeting by summarizing results or noting achievements. Describe the "next steps" for the Committee as whole and individual members.

SELECT A MODERATOR

- Select a moderator who is responsible for keeping the meeting focused and moving forward. The Chair could be the moderator, or committee members can rotate this responsibility.

TAKE MINUTES

- One person should take notes on the main themes and the key points that are discussed during the meeting. Be sure to include who committed to do what work by when, etc.

END MEETINGS EFFECTIVELY FOR PRODUCTIVE RESULTS

- Always treat meetings as an opportunity to create a plan, a strategy, a report or an outline. Therefore, at the end of each meeting:
 - *Assign specific tasks* - Specific action steps should always be assigned to specific members.
 - *Assign Deadlines* - Give individuals a definite time for completion of the task. A common deadline is by the next meeting.
 - *Evaluate the Meeting* - Distribute a short questionnaire that asks what the members thought about the meeting and how future meetings can be more useful.
 - *End on Time* - Participants tend to be disenchanted when meetings are too long or go over their time limit. Be extremely time conscious and end on time.
 - *Be Prompt with Follow-Up* - Send all committee members a recap of the action steps and assignments within a few days following the meeting. This serves as a reminder and as an update to absent members.
 - *Provide Social Interaction* - Informal social interaction, usually in the form of refreshments, allows the committee members time to continue conversations from the meeting, meet with subcommittee members, or build informal networks.
 - *End on a Positive Note* - Affirmations are very popular and provide a source of motivation to the group. Use inspirational quotes, motivational poems, or uplifting short stories.
 - *Announce the Next Meeting as well as its Time and Location.*

Chapter 5

Minutes Writing Techniques

PREPARATION OF WORKING PAPERS

A. INTRODUCTION

Why Meetings

- Taking decisions
- Discussions across the table (as correspondence becomes a prolonged process and is not suitable in complicated cases)
- All the points of views are discussed; and recommendations and decisions taken after consensus is reached.

B. PREPARATION OF WORKING PAPERS FOR MEETINGS

Need for a Working Paper

- A working paper is prepared and circulated to the participants/concerned organizations well in time to make a meeting Meaningful and productive.
 - Sent alongwith the invitation and agenda
 - In sensitive cases it is only given at time of meeting.

RECORDING OF MINUTES

A. OBJECTIVES OF THE MINUTES OF THE MEETING

- To preserve record of the meeting.
- To implement the decisions taken in the meeting.

B. RECORDING OF MINUTES OF MEETING

Para-59 of the Secretariat Instructions lays down that “All meetings shall be business-like. Brief minutes shall be recorded, mentioning only the salient points considered and decisions taken. Individual views/points should not be recorded except on request”. Recording of individual points of views may be necessary only when there are any differences of opinion. If there is consensus of opinion individual view point is not recorded.

C. THE TECHNIQUES OF MINUTE WRITING

1. Mention the date, time and place of the meeting.
2. Mention as to who presided over the meeting.

3. What was the agenda (Attach a copy).
4. Mention the names of members/participants. (If the number of participants is quite large as in the case of C.D.W.P. meetings their list may be attached).
5. Consideration of the minutes of the previous meetings, if any, and mentioning of the fact that those minutes were approved or not and (This happens in the case of periodical meetings of the Boards of Directors or General Body meeting etc., of Government-owned companies/corporations such as PIA, OGDC and PIDC).
6. Describe the initial/introductory remarks of the Chairpersons explaining the points of issue.
7. Important points of ensuring discussions may be recorded. Individual views may be mentioned only in case of difference of opinion or on request.
8. Mention the decisions/recommendations on various items of the agenda (Mention any resolution passed at the meeting).
9. The decisions may be listed in order of importance/priority. Indicate the organization made responsible for implementing different decisions.
10. State closing of the meeting (Sometimes with a vote of thanks to and from the chair).
11. The minutes should be drafted immediately after the meeting is over preferably within 24 hours when the discussions of the meeting are fresh in mind.
12. The draft minutes are submitted to the Chairperson for approval.
13. Approved minutes are then sent to all participants for information/implementation of decisions.
14. Some time, draft minutes are circulated to the participants in complicated cases to avoid any possible objection or difference of opinion before these are finally issued.

PROCEEDINGS OF MEETINGS

A. CIRCULAR FOR CALLING A MEETING

- A Section Officer works as Secretary of the meeting. He issues a circular for the meeting along with a working paper, if any, on the approval of the senior officers one or two days before the meeting.
- A circular can be issued in any of normal communication, such as office memorandum, official letter, and demi-official letter and note depending on the situation and the importance of the meeting.
 - To call a meeting within Ministry, a circular will be issued in a u.o. form.

- To call the meeting of Ministries/Division, O.M./ or D.O. Letter will be used.
- For calling the meeting of the provinces etc. The circular will be issued in the form of official or D. O. Letter.

B. *NOTING OF MINUTES*

The Secretary must note down the important decisions reached in the meeting. He should also keep in mind the details of the decisions taken in the meeting so as to write correct minutes of the meeting.

C. *WRITING OF THE MINUTES*

Minutes of the meeting should be written after the meeting as soon as possible while the matters discussed are fresh in mind.

D. *APPROVAL OF THE MINUTES*

- The Secretary should get the minutes typed and submit the same to senior officers for approved.
- He should keep a copy of the minutes with himself so that in case of misplacement of the minutes at higher level he may not have to rewrite the minutes.

E. *ISSUANCE OF THE MINUTES*

After the approval of the minutes by chairman or the secretary of the Ministry/Division as the case may be, the minutes should be circulated to all who have attended the meeting. If any mistake is pointed out in the minutes by anybody, the same should be amended accordingly with approval of the chairman.

Chapter 6

Public Hearing - Concept, Purpose and Benefit

DEFINING THE CONCEPT

Public Hearings are information gathering and sharing mechanism used by parliamentary committees as tools for analyzing and designing policies and for oversight and scrutiny purposes. Public Hearings are most commonly held to review draft and proposed laws. Such Hearings enable MPs, their staff, invited experts, interested bodies and the public to review, scrutinize and investigate a range of issues connected to good governance.

A. INVITATION-ONLY HEARINGS

The committee receives testimony or evidence only from those experts specially invited to address it. Mostly it implies officers and officials of concerned government departments and ministries as well as reputed experts of the discipline on the agenda.

B. PUBLIC HEARINGS

In public hearings, committees do not restrict the receipt of evidence to invited experts. Instead, interested citizens are allowed to address the committee members without personal invitation. It involves general invitation to all stakeholders to an issue under discussion of the parliamentary standing/special committee and/or a public announcement of the hearing time, date and venue through website of the Parliament or print media, etc.

PURPOSE OF PUBLIC HEARING

- They offer interested citizens an opportunity for direct input into the parliamentary process.
- They provide for a dialogue and an exchange of ideas and views between parliamentarians and their constituents on issues that are before the parliament.

BENEFITS OF PUBLIC HEARING

A. INFORMATION

Valuable information and insights from all perspectives, gathered through committee hearings, on proposed legislation or other matters under parliamentary review:

- Help Members in their deliberations
- Make Parliamentary decision-making effective
- Help Members gauge the degree of public support for or against an issue

B. *BRIDGE BETWEEN PARLIAMENT AND PEOPLE TO EDUCATE AND INFORM ON KEY ISSUES*

Committee hearings can also help the Parliament to publicize matters under its review to inform and educate the public. A well-informed public can understand and appreciate the complexity of issues and participate in such matters under parliamentary consideration in an objective non-partisan and unbiased manner.

C. *OVERSIGHT OF GOVERNMENT*

The right and ability of a parliamentary committee to call ministers and other government officials to appear before it and explain and defend their decisions and policies can be a very effective means of holding government officials accountable for decisions and performance. The Rules of Procedures of National Assembly and Senate of Pakistan clearly authorize their respective Standing Committees to conduct oversight of executive by following provisions:

- Examine a bill, subject or matter referred to it by the Assembly or the Speaker, and to submit its report to the Assembly or the Speaker; Senate Rule 166 and NA Rule 201 (1).
- Propose amendments in its report along with original provision of the Bill;
- SUO MOTTO: 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. Senate 166 (4), NA Rule 201.(4).
- Public Petitions may be presented on a bill or any other matter concerned with the Business pending before House or any matter of public interest which is primarily the concern of the government, provided that it is not one which falls 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. Senate 166 (5), NA Rule 201 (5).

- All evidence and information tendered before the Committee are confidential unless the Committee otherwise so decides in the interest of the public.
- A Committee shall have powers vested in civil court under the Code of Civil Procedure, 1908 (Act V of 1908) for enforcing the attendance of any person and compelling the production of documents. Senate 187 (4), NA Rule 227.

TIPS FOR CHAIRPERSONS - HOW TO CONDUCT A PUBLIC HEARING

- Convene the hearing at the announced starting time.
- The Chairman should:
 - Explain the reason for holding the hearing as well as the ground rules
 - Ask everyone to show respect for individuals who will be addressing the committees.
 - Announce the order in which individual speakers will address the committee
 - Remind non pre-registered citizen speakers to sign up with a designated staff member.
 - Assert the right of the chair to terminate an individual's remarks if the announced time limit has been reached or if the remarks are not relevant to the hearing topic.
 - Request non-invited individuals to avoid duplicating testimony already given, and to instead submit their statements in writing.
 - Remind those who will be addressing the committee to whom they should give written copies of their formal remarks.

CONVENING THE HEARING

The Chairperson should preside over the hearing with firm but fair hand. He should:

- **Ask for Introductions**
Call the names of the invited experts or witnesses as they appear on the pre-determined speaker list to ask them to introduce themselves.
- **Focus on Agenda**
Gently re-focus those addressing the committee if their comments drift away from the topic of the hearing.
- **Focused Questions by Members**
Keep the questions of committee members focused on the witnesses' testimony.
- **Thank each Speaker**
At the conclusion of each Speaker's formal remarks, on behalf of committee and the Parliament thank him/ her for their contribution.

Part 2

Budget Process

Chapter 1

Budget

INTRODUCTION

An estimation of the revenue and expenses over a specified future period of time. A budget can be made for a person, family, group of people, business, government, country, multinational organization or just about anything else that makes and spends money.

A budget is a financial plan and a list of all planned expenses and revenues. It is a plan for saving, borrowing and spending.

THE GOVERNMENTAL BUDGET

- Clearly states the government's program priorities, such as education, health, economic growth or social services.
- Outlines the costs associated with government programs and projects.
- Identifies the resources required to implement government programs and projects.
- Identifies who will be the direct and indirect beneficiaries of public services.

BUDGET AND ITS FUNCTIONS

Budget reflects the Government's determination to maintain a responsible and realistic attitude towards overall economic management in the country. Budget on approval by the parliament, authorizes the government to raise revenues, incur debts and effect expenditure in order to achieve certain goals. Since the budget determines the origin and application of public financial resources, it plays a central role in the process of government, fulfilling economic, political, legal and managerial functions:

A. ECONOMIC

Budget is the state's financial plan. As a tool of economic policy, the budget is the mean by which the government seeks to achieve three key economic policy goals: firstly, fiscal discipline, by controlling aggregate expenditure in line with macroeconomic constraints; secondly, the allocation of resources in line with the government's policy priorities; and thirdly, the economic, efficient and effective use of resources in achieving its policy goals.

B. POLITICAL

The budget process ensures the peoples representatives to scrutinize and approve the raising of taxes, the contracting of debts and the application of public funds by government. This is achieved through a formal separation of powers; government proposes the budget, which is approved by parliament, then executed by government, and finally subject to monitoring and appraisal by parliament to ensure compliance.

C. LEGAL

Enactment of the budget in law by parliament limits the powers of government, since the government may not raise taxes that have not been approved by parliament and may not exceed parliament's expenditure appropriations. An auditor, usually accountable to parliament, scrutinizes the budget to ensure compliance with parliamentary authorizations. Institutions and individual managers, who fail to comply, by, for instance, spending in excess or parliamentary appropriations, are accountable before the law.

D. MANAGERIAL

The budget communicates government policy to public institutions by informing them how much may be spent for what purpose, thereby guiding policy implementation. In some budgeting systems, this function may be reinforced by the inclusion of specific service performance targets within the budget document. These functions are interdependent: the government is unlikely to implement successful economic policies (economic function) as approved by parliament (political function) if the budget does not effectively communicate its policies to public agencies (managerial function) and compliance with approved policy is not verified (legal function).

Chapter 2

Budget Process

In the public sector, the Budget is an instrument by which the Government expresses its priorities and allocates resources to implement its policies. The Budget is a tool by which planned expenditures are controlled, at all levels of Government, including spending ministries, departments and units.

The Budget applies only to the Consolidated Fund.

Under the Constitution, the Federal/Provincial Government is required annually to lay before the National/Provincial Assembly, a statement of estimated receipts and expenditure for the forthcoming financial year. This is referred to as the Annual Budget Statement. This statement indicates separately the sums required to meet expenditure charged upon the Federal/Provincial Consolidated Fund and other expenditure to be made from the Federal/Provincial Consolidated Fund.

BUDGET CYCLE

The budgeting cycle consists of six phases broadly categorized as follows:

A. SETTING OF BUDGET POLICY AND INITIATIVES

The Cabinet meets to determine budget policy, initiatives and priorities. These are then communicated to ministries and departments via the Finance Division/Department and Financial Advisors in the case of Federal Government.

B. PREPARATION

This stage includes the preparation and submission of budget estimates of expenditure and receipts by entities and subsequent review and consolidation of estimates by the Financial Advisors (in the case of Federal Government) and the Finance Division/Department.

C. AUTHORIZATION

This stage involves submission of the Annual Budget Statement before the National/Provincial Assembly. This consists of two stages; approval by the National/Provincial Assembly, and authentication by the Prime Minister/Chief Minister. The approved budget is referred to as the 'Schedule of Authorized Expenditure'.

D. IMPLEMENTATION

This stage refers to the communication of the budgets to the spending ministries and departments via the Finance Division/Department and the Financial Advisor in the case of Federal Government. On implementation of the Budget, the entity can carry out activities and incur expenditure, for which funding has been given in that period.

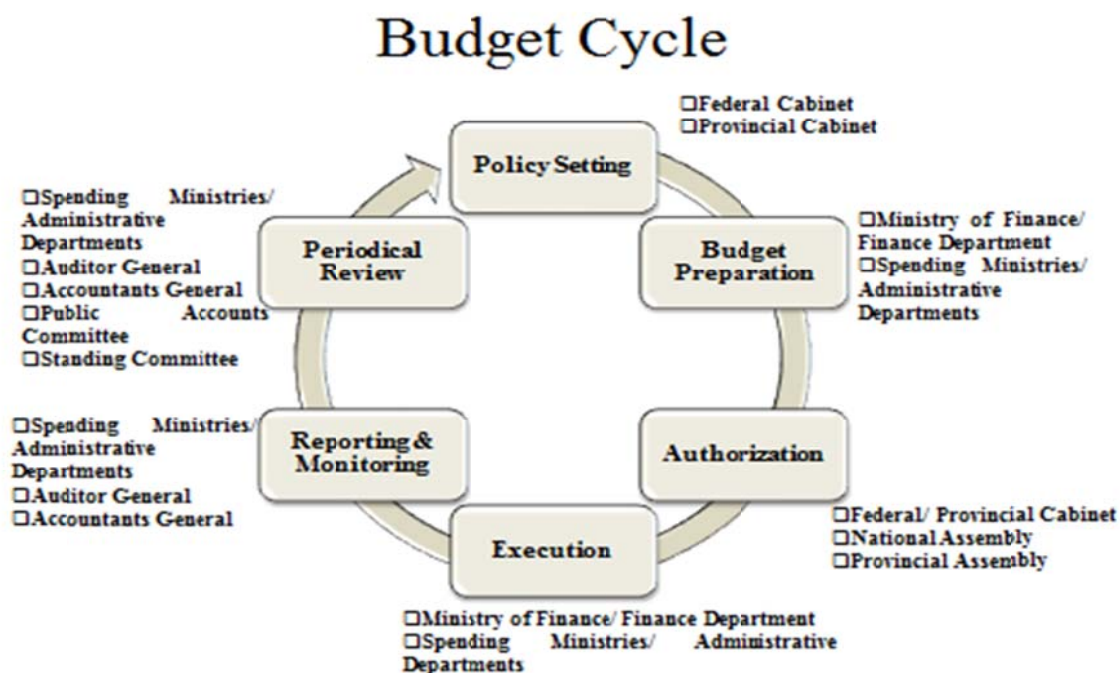
E. REPORTING AND MONITORING

Actual revenues and expenditures (including commitments) are recorded and reported to monitor progress against budget throughout the financial year. Reporting assists managers in decision making and in particular re-allocation of funds where required. This includes the provision of both internal and external reports.

F. REVIEW

The periodical review of financial performance and the achievement of policy objectives by spending agencies and external review bodies. This includes audit activities and review by Public Accounts Committee. At year end outstanding commitments are reviewed and budget provision (through supplementary grant) made for the following year.

The budgetary cycle is represented in the following diagram.



Chapter 3

The Budgetary Control

GENERAL POLICIES

RESPONSIBILITIES FOR BUDGETING

Spending ministries are responsible for the preparation of their own budget estimates. In each ministry there is a Financial Advisor who is under the administrative control of the Finance Division/ Department. This officer guides the preparation of estimates by spending entities within the ministry and co-ordinates the budget with the Finance Division/Department and various other bodies as required throughout the budget cycle.

A number of other Government entities provide support during the budget process. These include various committees responsible for the review and approval of budget proposals (as nominated from time to time by the Ministry of Finance), including:

- the Planning Commission
- the Economic Affairs Division
- the Accountant General.

GENERAL BUDGET CLASSIFICATIONS

The estimates provided in the Annual Budget Statement must be shown in accordance with Constitutional requirements. Under the Constitution the budget estimates must show separately:

- the sums required to meet expenditure charged upon the Federal/Provincial Consolidated Fund.
- the sums required to meet other expenditure, other than charged, proposed to be made from the Federal/Provincial Consolidated Fund.

Within these overall requirements, spending ministries and departments are required to submit budget estimates in prescribed classifications. On the expenditure side, separate estimates are prepared for current and development expenditures. Separate forecasts are also prepared for receipts. The classification of current and development expenditure needs to be sub-classified into their Foreign Exchange and Rupee components both denominated in rupees.

Non-development expenditures refer to the on-going administrative operations within a ministry or department, in fulfilling its policy objectives. These include salaries and allowances of officers and staff.

There are two types of non-development budget; permanent and temporary:

- *permanent budget*: these are non-development expenditures that have previously been approved and are continuing. These include permanent staffing establishments, travelling, fixed allowances and contingent expenditure. This is submitted as the 'Part I' budget
- *temporary budget*: these are new items of non-development expenditure such as temporary additions to existing establishments or services that have either continued on from year to year on a temporary basis or have been newly sanctioned and not included in the current year's budget. This is submitted as the '**New Items Statement**' (NIS) or '**Part II**' budget.

Development expenditure refers to activities conducted and managed distinctly as individual projects, with finite start and end dates and clearly specified deliverables. Development projects typically involve the construction or improvement of physical assets or the development of human resources. Development projects are submitted as 'New Item Statements'.

Development budgets should have a flow-on effect to the non-development budget. When a development project is completed it should result in new items of non-development expenditure, such as salaries, maintenance and utilities.

Forecasts of revenue shall be prepared by those entities responsible for administration of those revenues. This includes tax authorities such as the Central Board of Revenue in the Federal Government and the respective Excise and Taxation Departments in the Provinces.

METHOD OF BUDGETING

The method used by ministries and departments for preparing budget estimates will be determined by the Finance Division/ Department. Irrespective of the type of expenditure or method of budgeting used, the estimates provided to the Finance Division/Department must be fully substantiated.

Ministries and their subordinate spending entities should frame their budgets according to planned outcomes and not inputs. For example, a ministry should first consider what outcomes it wishes to achieve against a particular function or program, rather than how many new staff it wishes to employ. Development and non-

development budget estimates should be considered jointly, in order to determine whether the planned outcomes of the entity (and those of the Government as a whole), can be met.

Estimates of expenditure are to be provided on a cash basis, that is, expenditure incurred when payment is made within the financial year. This is consistent with the accounting policy for the recognition of expenditure.

Forecasts of revenue are to be prepared on a cash basis, that is, based on what can reasonably be expected to be paid and collected in the financial year. This will be calculated from prior year collection figures, adjusted for changes in revenue collection policy. The forecasts will be provided in gross amounts (e.g. revenues will not be shown net of any related costs). This is also consistent with the related accounting policy for the recognition of revenues.

BUDGET FORMAT

The format by which budget estimates are to be submitted, consolidated and ultimately presented before the National and Provincial Assemblies will be the same, as determined by Finance Division, in consultation with the respective Provincial Finance Departments.

The budget will be compiled to be consistent with the Chart of Accounts specifications.

DETAILED PROCEDURES

A. INTRODUCTION

This section describes steps to be followed in the budgetary procedure, based on the components of the budgetary cycle as outlined in Chapter 2.

These procedures refer to the budgeting process in general and, unless otherwise specified are applicable to all spending entities. Ministries and departments will ensure procedures for the collection of subsidiary details and the preparation and scrutiny of budget estimates are laid down in departmental regulations of the ministries and departments.

From time to time the Finance Division/ Department will issue orders pertaining to budgetary procedures. These include specific orders for a financial year or a particular class of expenditure. Such instructions are to be followed in conjunction with the procedures contained in the Accounting Policies and Procedures Manual.

The following key controls are essential to the budgeting process:

- All budget estimates for a ministry or department must be reviewed and signed off by the Financial Advisor before it is submitted to the Finance Division/ Department
- All budget estimates for a ministry or department must be approved and signed off as evidence by the Financial Advisor before it is submitted to the Finance Division/ Department
- Budget estimates and supporting schedules must be prepared in a prescribed format
- The budgets must be authorized by the National/Provincial Assembly
- Authorized budgets must be communicated to the Accountant General so that a complete record is maintained for verification and authorization of payment
- The Finance Division/Department must communicate the authorized budgets to the spending ministries and departments through release letters
- The Principal Accounting Officer for each entity must monitor actual transactions against budget.

B. POLICY SETTING AND ISSUE OF BUDGET CALL CIRCULAR

Each year, the Cabinet must meet and set out the budget policy, including new initiatives, targets and priorities. The budget policy will establish the planned surplus or deficit, with underlying assumptions on economic growth, inflation and other planning parameters.

After the Cabinet has set the budget policy, the Finance Division/ Department will prepare and issue the Budget Call Circular. This document sets out the timetable in which budget estimates are to be provided by the spending ministries and departments and any other relevant instructions to be followed.

The deadlines for submission of estimates shown in the following sections are indicative only, as they will vary from year to year and between individual provinces. In all cases the dates shown in the Budget Call Circular shall be adhered to.

C. PREPARATION OF NON-DEVELOPMENT BUDGET

After the Budget Call Circular is issued, ministries and departments shall prepare detailed estimates of their non-development expenditure for the forthcoming financial year.

Development budgets must be prepared on an integrated basis. Permanent and temporary budget estimates must not be prepared independently of one another.

Estimates of non-development expenditure must show separately, within each grant:

- 'charged' and 'other than charged' expenditure
- expenditure on revenue account and expenditure on capital account.

The Principal Accounting Officers must approve and sign off the budgets relevant to their entities.

For each spending entity within a ministry, the level at which non-development estimates are to be submitted is as follows:

- for each grant, the grant and units of appropriation
- for each primary unit of appropriation, to the detailed levels of both function and object heads

D. PREPARATION OF NON-DEVELOPMENT (PERMANENT) BUDGET

Estimates provided under the permanent (or Part I) budget, as defined under non-development expenditures, must only include items which have already been cleared by the Finance Division/ Department. If an item appears in these estimates for the first time, it must be supported by a copy of the approval for continuation of that item on a permanent basis.

It should not be assumed that estimates provided under the permanent budget are fixed items. Spending ministries and departments should review their overall establishment requirements and patterns of contingent expenditure to identify potential savings when preparing their budget.

In order to form the basis for the following year budget estimates, revised estimates must be prepared for the current financial year. Revised estimates should be determined in light of:

- actuals for the first 4 months of the current financial year plus actuals for the last 8 months of the previous financial year
- commitments entered into and expected to be paid in the current financial year
- 12 months actuals for the previous two years
- adjustments arising from:
 - re-appropriations within particular grants during the current financial year
 - new items of expenditure approved through Supplementary Budget during the current financial year
 - surrenders made or expected to be made during the current financial year.
- any other relevant factors

- the impact of development and non-development factors.

Where the revised budget exceeds the approved grant, the ministry or department must indicate how the excess is proposed to be met and the delegated authority who authorized the increase.

Where the revised budget is less than the approved grant by more than 5%, an explanation of the saving must be provided by the ministry or department.

Budget estimates for the next financial year are then prepared for each detailed head (detailed function and object within each unit of appropriation). For permanent budgets, the following information must be provided at detailed head level:

- actuals for the last financial year and budget variances for that year
- budget estimate for the current financial year
- revised estimate for the current financial year
- budget estimate for the forthcoming financial year.

From the information collected above, a statement will be prepared comparing the differences between:

- current year's approved grant and the revised estimate
- the budget estimate submitted for the current year and the estimate for next year.

Budget estimates should be prepared to include subsidiary details in the prescribed form (e.g. nominal rolls, calculation of allowances etc.), and made available for scrutiny by the Ministry of Finance, if requested.

Other relevant factors should also be considered in developing an estimate for next year's budget. These include the following:

- adjustment for expected inflation as provided, increase in salary costs and any other planning assumptions provided in the budget call circular.
- known deferred liabilities, as recorded on the Liabilities Register, for the next year.
- anticipated savings arising from productivity gains, and reduction or termination of specific programs.

Estimates relating to approved establishments, both permanent and temporary, should take into account provisions for leave, expected vacancies and allowances payable to employees, based on past actuals and other relevant factors. Substantiation must be provided for variations from the previous year's establishment.

- posts which will not be filled must not be provided for. This includes provision for staff on long-term transfer or leave.
- estimates of salaries must be supported by the number of posts against each establishment, and an explanation of any variation between the next year and the current year's posts.

Lump sum provision in the budget must not be made unless in exceptional circumstances. For example, the use of 'other' expenditure heads should be avoided, in favour of more clearly defined heads.

Permanent budget estimates must be submitted by the concerned spending entities to the Financial Advisor no later than *1 December* each year. Subsequently the Budget Orders pertaining to the permanent (Part I) budget must be submitted to the Budget Wing of the Finance Division/Department and copied to the Accountant General, no later than *1 January*.

The dates detailed are applicable unless otherwise notified by the Ministry of Finance.

E. PREPARATION OF NON-DEVELOPMENT (TEMPORARY) BUDGET

Temporary budget estimates, as defined under General Budget Classifications, shall only be included in this section of the budget where already agreed with Finance Division/ Department. No scheme of fresh items can be included in the Budget unless it is complete and approved.

The requirements for preparation of revised estimates and excesses and surrenders as given under preparation of non-development (permanent) budget will also apply to temporary budgets.

Temporary budget estimates must be submitted by spending entities to their respective ministries for examination no later than *1 November* each year. Where clearance of fresh charge proposals is required by other ministries or departments, it should be obtained prior to submission.

Temporary budget estimates must be submitted to the Financial Advisor no later than *1 December* each year. Subsequently the budget orders pertaining to the temporary (Part II) budget must be submitted to the Budget Wing of Finance Division/ Department with a copy to the Accountant General no later than *1 February*.

The comparative analysis of revised estimates with sanctioned grants and budget estimates for the current year and next year, should also be submitted.

The dates detailed are applicable unless otherwise notified by the Ministry of Finance.

F. PREPARATION OF DEVELOPMENT BUDGET

Detailed procedures for the preparation, appraisal and approval of development project proposals are set out in the 'Manual for Development Projects' issued by the Planning Commission and are applicable to all spending entities. Development project estimates must only be prepared for projects approved in accordance with those procedures.

When spending entities submit their proposals to the Planning Commission for the Annual Development Programme, a copy of this submission must be forwarded to the respective Financial Advisor. This will include detailed estimates for individual projects.

Estimates of development expenditure for each project/scheme must be furnished by spending entities to the Financial Advisor no later than *1 December* each year. The following information for each project/scheme must be provided:

- name of project/scheme
- expected date of completion
- physical targets to be achieved in the project
- accumulated expenditure and percentage of completion up to the end of the previous year
- revised budget estimate and physical targets for the current financial year
- budget estimate for next financial year
- targets proposed for next financial year and basis for determining target.

The level at which development project budgets will be submitted is as follows:

- development grant and scheme (project) within each grant
- at detailed function and object level for those heads pertaining to project expenditures within each primary unit of appropriation.

Spending entities shall provide details of physical targets to be achieved by the project, along with budget estimates.

If a project is new, and a budget estimate is submitted for the first time, it should be accompanied by copies of the relevant PCI and PCII (project definition and feasibility) forms.

Proposals submitted to Works Division/Department for works expenditure to be incurred under a development project, shall be compiled by Works

Division/Department on a project-wise basis and submitted to Finance Division/ Department.

Spending entities must ensure that there is no overlap of budgets between individual development projects or between development and non-development expenditures.

The local currency component of the development project estimate must be shown separately from the foreign currency component. In addition, these components of the development project budget are not interchangeable throughout any stage of the project.

In relation to the estimate of foreign aid for a project, the following rules shall apply:

- all foreign aid, in both loans and grants, shall be incorporated into estimates of development projects. Such estimates of foreign aid must first be cleared by the Economic Affairs Division
- the foreign currency component of a development project estimate must be shown distinctly with the source and type of aid (e.g. Foreign aid, loan or grant). This information shall be provided in a separate statement to the Financial Advisor
- foreign aid in the form of commodity assistance, where it is utilized under a development project, shall be provided for in the local currency component of the project estimate
- the estimated Rupee equivalent of foreign currency loans to be repaid, shall be retained by the Ministry of Finance to cover such payments. This is referred to as 'Rupee cover'.

Once satisfied with these estimates, the Financial Advisor must obtain approval from the Principal Accounting Officer, who will sign off the budgets.

Subsequently the estimates of development expenditure must be submitted to the Budget Wing of the Finance Division/ Department, in the form of a New Item Statement, no later than *17 December* each year. The new item statement, countersigned by the delegated technical authority in the Planning Commission, should include distinct information for the foreign currency component of each development project as to its source and type of aid (i.e. foreign aid, loan or grant). This information should be shown in the budget book.

After submission to the Finance Division/ Department, a number of review processes must be initiated to establish the available resources for development

expenditure and examine demands of individual projects. The review of each project must be made in light of the following factors:

- overall resource position (resources available from the Budget to finance the Annual Development Program)
- sectoral priorities
- phasing of projects
- status of projects
- availability of foreign aid
- likelihood of completion in the forthcoming financial year

The Federal Public Sector Annual Development Program, consisting of scheme-wise budget allocation, by sector, to each Ministry must be prepared by the Inter-Ministerial Priorities Committee. This is then submitted to the Annual Plan Co-ordination Committee for review and final approval by the National Economic Council. This document incorporates provincial program and provincial foreign aid requirements and forms the basis for the compilation of the development portion of the Federal Budget.

G. PREPARATION OF RECEIPT ESTIMATES

Estimates of receipts must be prepared by those authorities responsible for administering revenues. Preliminary revenue estimates must be submitted to the Financial Advisor for scrutiny and forwarded to the Budget Wing of Finance Division/ Department no later than *1 December* each year. This enables the overall resource position to be determined for financing of the Public Sector Development Program. Final estimates, with explanatory notes, shall be received by *1 March* each year.

The authorities required to submit receipt estimates are the Federal Board of Revenue and the respective Excise and Taxation Departments for direct and indirect tax receipts, Economic Affairs Division for foreign aid receipts and administrative ministries and departments for other receipts.

H. CONSOLIDATION OF BUDGET DATA

After budget estimates have been reviewed by the Financial Advisor and approved by the Principal Accounting Officer, the demands for grants pertaining to that ministry or department must be prepared and submitted, (along with the supporting Budget Orders and New Item Statements) to the Budget Wing of the Finance Division/Department.

The Finance Division/Department shall review and consolidate the demands for grants submitted by the respective ministries and departments. Where in place, computerized budget management systems should be used to capture, verify and consolidate the budget data.

The Finance Division/Department must review the consolidated estimates to ensure the overall budget policy and objectives have been met, and make adjustments in consultation with ministries and departments where required.

Upon completion of the consolidation and review process the final budget documents will be produced, for tabling before the National/Provincial Assembly.

I. AUTHORIZATION

Budgets approved in procedures as detailed earlier must subsequently be tabled before the National/Provincial Assembly for authorization.

Authorized budgets must be recorded in the Schedule of Authorized Expenditure, with subsidiary information contained in the Details of Demands for Grants and Appropriations annual publication (current and development expenditure).

J. IMPLEMENTATION

After the budget is passed by the legislature, together with sums tabled for charged expenditure, the Finance Division/Department must formally communicate the budgets, as set out in the Schedule of Authorized Expenditure, to each ministry and to the respective Accountant Generals.

A separate release letter must be sent by the Finance Division/Department to the spending ministries and departments, with copies to the respective Accountant Generals, to advise on the funds made available against these budgets. The Accountant Generals must communicate this information to the District Accounts Offices.

An appropriation ledger must be maintained by the Finance Division/Department to record the initial distributions of budgets made to spending entities and any subsequent adjustments made throughout the year.

It is the responsibility of the Principal Accounting Officer to ensure the budgets applicable to his/her spending entity are properly communicated to the various delegated officers in that entity. The Principal Accounting Officer will maintain a record of such distributions.

K. REPORTING AND MONITORING

The Principal Accounting Officer of each spending entity is responsible for controlling expenditure from the grants available and will exercise this control through his/her delegated authorities.

At a transaction level, Drawing and Disbursing Officers must ensure claims for payment are properly prepared and duly approved, as per the Schedule of Authorized Expenditure, classified, and recorded according to the rules procedures for expenditures laid down Accounting Policies and Procedures Manual.

No transaction exceeding the value of available funds can be passed for payment. However, if the claim is inevitably payable under legal contracts and insufficient funds exist, the demand for payment may be honoured. The disbursing officer must report the matter to a delegated authority before approving the claim. In such circumstances the Principal Accounting Officer must take appropriate actions to find the extra funds for such payments.

Any spending entity required to undertake work or incur expenditure on behalf of another is required to exercise proper budgetary control over the funds provided by the principal authority. The entity incurring the expenditure must ensure:

- the funds provided by the principal entity are not exceeded
- the money is spent for the purpose intended
- any anticipated savings are promptly surrendered back to the principal entity.

The principal entity will communicate the grant within which expenditure may be incurred to the concerned spending entity and issue the required approval for expenditure to be incurred by a nominated authority in that entity.

The Principal Accounting Officer in each spending entity, as part of his/her responsibility for monitoring expenditures, must submit a statement of excesses and surrenders to the Finance Division/Department at prescribed dates, and in a format set down by the Finance Division/Department.

All anticipated savings must be surrendered to the Government immediately as they are foreseen, but no later than 15th May each year. Savings from funds provided after 15th May must be surrendered no later than *30 June*. Stringent controls should be exercised in the spending of all potential or actual savings. In addition:

- no savings should be held in reserve for possible future excesses

- expenditure postponed must not be re-allocated to meet new items of expenditure
- expenditure must not be incurred simply because funds may be available within a particular grant. Grants that cannot be properly utilized must be surrendered.

Excesses (i.e. expenditure for which no provision has been made in the current year's original budget) should not normally be incurred. However, in certain cases where budgetary factors have changed abnormally or have been under-estimated (such as growth rates and inflation) it is possible for the Principal Accounting Officer to reallocate funds, provided they are available from savings arising in the same grant. In this case the Principal Accounting Officer or his/her delegated officer is permitted to re-allocate funds between the individual allotments made to delegated officers or between detailed object heads of the same primary unit of appropriation within a particular grant, provided the:

- re-allocation is not to or from the establishment (salaries and allowances) budget
- delegated authority is also an authority competent to approve expenditure under these heads
- re-allocation is authorised before the expiry of the financial year to which the budget relates
- amount re-allocated does not exceed any financial limits as determined by the Finance Division/ Department.

Re-allocation between primary units (major object) of appropriation and between different grants must be approved by the Finance Division/Department. The specific authorities for such transfers are set out in the 'Delegation of Financial Powers' issued by the Federal Government and each of the Provincial Governments.

The Principal Accounting Officer is not permitted to re-allocate funds between major and minor function heads within the entity.

In all cases of funds re-allocation, the Accountant General's office must be immediately informed once it has taken place.

Re-allocation of funds between voted and charged components of the Budget is not permitted.

L. SUPPLEMENTARY GRANTS

If funds are still not available within the grants available to the spending entity, it should then consider whether the expenditure can be postponed. If it cannot be postponed, the spending entity can then apply to the Finance Division/Department for a Supplementary Grant.

A submission to the Finance Division/Department for a Supplementary Grant will not be accepted unless the excess is due to a cause beyond the control of the spending entity concerned and expenditure cannot be legitimately postponed.

Expenditure on new services or programs in which no provision in the budget has been made will not normally be admitted as a Supplementary Grant and should be met from savings.

The Finance Division/Department will need to give their consent for the Supplementary Grant application. However, the Supplementary Grant application can only be approved by the National Assembly/Provincial Assembly during the budgetary cycle for the following year. Expenditure during the interim period in respect of the additional appropriation applied for through the Supplementary Grant application commencing from the MoF/FD's consent to the approval by the National Assembly / Provincial Assembly will be governed by MoF/FD circulation and standing orders issued from time to time.

M. REVIEW

An annual statement of expenditures against budget (appropriation), referred to as the Annual Appropriation Accounts, is prepared and published by the Accountant General Pakistan Revenues and respective provincial Accountant Generals. All the self-accounting entities prepare and publish their own Annual Appropriation Accounts, duly certified by the DGs of Audit.

This report must provide, for the whole financial year just completed: a comparison of actual expenditure with original and supplementary budget.

- details of excesses and surrenders and supporting explanatory notes (as provided by spending divisions and departments)
- comparison of actual expenditure with previous year actual.

This information will be provided for each grant, down to minor function and object level.

The review process also includes the auditing function, which may be both external (i.e. by the Auditor General's Department) and internal (by the ministry or

department itself). Internal review processes may assess performance against budget, and achievement of planning objectives against financial and non-financial performance measures.

The Public Accounts Committee should investigate those cases in which a ministry or department has incurred a material deviation from budget and make recommendations to the National/Provincial Assembly. The National/Provincial Assembly approve the material deviations from budget recommended by the Public Accounts Committee (excess expenditures) and publish the approval in the form of an Excess Budget Statement.

Information and feedback obtained from the above review processes will be used in developing next years budget, thus completing the budgetary cycle (Direction 3.3.5.3).

SPECIFIC BUDGETARY PROCEDURES

A. INTRODUCTION

This section discusses specific aspects of the budgeting process that need to be considered in addition to the Detailed Procedures set out in the previous section.

B. CHARGED EXPENDITURES

Article 81 of the Constitution sets out those items which are to be charged upon the Federal Consolidated Fund. Similarly, Article 121 of the Constitution sets out related items to be charged upon the Provincial Consolidated Fund and is broadly in line with the above. These items are:

- the remuneration payable to the President and other expenditure relating to his office
- remuneration payable to the Judges of the Supreme Court, the Chief Election Commissioner, the Chairman and Deputy Chairman, the Speaker and Deputy Speaker of the National Assembly and the Auditor General
- the administrative expenses of the above offices
- all debt charges for which the Federal Government is liable including interest, repayment of capital and other expenditure connected with the raising of loans, and the servicing and redemption of debt on the security of the Federal Consolidated Fund
- any sums required to satisfy any judgements, decrees or awards against Pakistan by any court

- any other sums declared by the Constitution or by Act of Parliament to be so charged (e.g. Wafaqi Mohtasib).

C. CENTRALLY PROVIDED FOR EXPENDITURES

The following expenditures shall be centrally provided for by the Accountant General under instructions issued by the Government. These estimates are to be submitted to the Finance Division/Department by the prescribed date for inclusion in the Annual Budget Statement:

- expenditure on pensions
- GP fund expenditures
- loans and advances

Chapter 4

Parliamentary System and the Budget Process

INTRODUCTION

In almost all political systems, it is generally accepted that the executive has the primary role in developing an annual budget and presenting it to the legislature. The legislature has the right to review, debate, in some cases amend, and approve or reject the spending plan proposed by the executive. Within this broad framework, the actual workings of the budget process vary from nation to nation based on the constitution, laws, legislative rules of procedure, balance of political power, tradition, and expectations of the political actors and the people.

This paper is based on the extracts from the National Democratic Institute for International Affairs' paper titled '**Legislatures and the budget process**-an international survey'. The paper 'Legislatures and the budget process' reviews the trends in developed democracies and in countries making the transition to democracy.

However, budget processes in countries which are following parliamentary systems have been elaborated in this paper. It provides examples of nations seeking to alter and improve the process by which they develop and implement their annual budgets. It examines a range of issues that affect legislature's ability to play a role in influencing the budget. At the end of the paper, a table [Table 1] has been added which shows how many countries' legislature have power to approve the budgets with no changes, with minor changes and with significant changes.

UNITED KINGDOM: A TRADITION OF LIMITED BUDGET AUTHORITY

Britain's Parliament is the institution on which all parliamentary systems are based. Its parliament operates without a written constitution, with critical practices based on precedent and tradition developed over centuries. Appropriation policies have evolved from the historic tensions between the monarch and the parliament, each of which jealously guarded rights and sought to expand prerogatives. In spite of this long history, parliament is quite limited in its ability to direct the contents of the Main Estimates (the basis for the budget) presented by the government. Parliament cannot increase any request for funds made by the government and it cannot propose new

programs. This limitation is based on the crown's historic role of requesting parliament funding to fund its programs. Historically, the parliament has only responded to these requests. Parliament could reduce or eliminate the government's funding request for particular programs. But in reality the government's majority routinely defeats any amendments proffered and an opposition amendment would require the support of some members of the majority. Such a breaking of party ranks would prompt an immediate motion of no confidence. As a consequence, very few amendments are offered by either the majority or opposition and none are adopted. Debate in the House of Commons surrounding the Main Estimates usually involves broad policy issues rather than scrutiny of individual estimates or amendments. Since amendments are essentially precluded, committees play a very small role in reviewing and approving the Main Estimates. The government is not required to wait for committees to act and it does not. Proposals for expenditures are sometimes examined by the appropriate select committees, but the committees almost never offer recommendations for amendments. The House of Lords plays almost no budgetary role. The Resolution of 1678 states: "All aids and supplies, and aids to his Majesty in Parliament, are the sole gift of the Commons; and...all bills for the granting of such aids and supplies . . . ought not be changed or altered by the House of Lords."

The House of Commons' role in considering revenue bills is more extensive. Less controversial provisions in the government's revenue proposal are referred to the finance committee, while new or controversial provisions are considered by the Committee of the Whole House. A number of amendments are generally offered in the Committee of the Whole House, usually instigated by the government, and adopted.

CANADA: PRE-BUDGET CONSULTATION PROCESS

The Canadian parliament plays an indirect role in the nation's spending priorities. Under the constitution, the government has the exclusive right to initiate spending bills. Parliament may only approve these bills, reduce them, or reject them. And the power to reduce government expenditure proposals is essentially precluded because a vote to change the government's budget proposal in any way is considered a vote of "no confidence." So, in practice parliament can only approve the budget or reject it in total, as it did in 1979, precipitating the resignation of the government. This "all-or-nothing" system entails considerable political risk for the government, and it actively seeks to consult with parliament prior to introducing the budget. The government withdraws elements of its budget for which majority support is not assured.

Beginning in 1994, the Pre-Budget Consultation process was instituted in order to enhance transparency and allow the public to participate. In late September, the House of Commons finance committee conducts a series of hearings that include opportunities for average citizens as well as organized interest groups to participate. In mid-October, the finance minister presents the committee with the government's broad policy themes for the coming fiscal year. At the same time, the finance department releases the *Economic and Fiscal Update*, which details the items presented by the minister. The committee then prepares a report on these pre-budget consultations, including minority opinions, in early December. A few weeks later, parliament debates budget policy with the opposition afforded an opportunity to air its views. No vote is taken. In late February, the finance minister introduces the budget, which states the government's fiscal framework, including overall levels of spending, revenue, and the estimated deficit or surplus. A few days later, the treasury board gives parliament the Main Estimates, which consist of an overview of government spending, details on items for which parliamentary approval is required and estimated expenditures on programs for which parliamentary approval is not required. This third category accounts for approximately 70% of government expenditures, further decreasing parliament's influence over spending decisions.

The Main Estimates are presented to the committees around March 1st, about one month prior to the start of the fiscal year. Final action does not take place until late June, and parliament typically grants an "Interim Supply" in the meantime. If committees have not reported back to the House by March 31st – a common occurrence – the House begins debate on the budget without their report. Most of the debate comes from the minority and eventual passage of the Main Estimates is essentially assured.

AUSTRALIA: ACTIVE SENATE

Australia bases its government on the Westminster model, but with significant modifications. Perhaps the most prominent features of the Australian system are the fact that party discipline is strong so the government's budget is usually passed essentially unchanged and that the Senate plays a more active role in reviewing the details of the budget than the House. The government annually submits three separate appropriations bills to the House. These bills cover spending for recurrent government expenses, capital expenses, and parliamentary expenses. This three bill system has evolved because the constitution prohibits the Senate from proposing amendments to laws appropriating annual revenue to the "ordinary annual services

of the government.” By separating ordinary recurring expenses from capital expenses, the Senate is able to amend the second two appropriations bills. Parliamentary expenses are separated from the other categories of spending in recognition that they should be separate from appropriations for the executive. Senators are directly elected by the people and are not directly responsible to the state parliaments. Nevertheless, there are many lines of communication between senators and the state parliaments. In practice, the Senate may propose amendments to the bill for recurring expenses by asking the House to consider them on its behalf. That said, amendments are seldom adopted and approximately 70% of government spending is pursuant to standing appropriation legislation, which does not require parliamentary approval. Members in the House and Senate may propose only amendments that would cut expenditures, never amendments that would increase spending. Appropriations bills are introduced by the government in the House. Committees play no role in House consideration. The House simply debates, frequently in detail, and passes the legislation, referring it to the Senate, usually without amendment. While the House is considering the legislation, the Senate has referred its provisions to committees for their review and comment. There is no central coordination of the committee process in the Senate by a budget or finance committee. The Senate committees hold extensive public hearings, usually involving relevant ministers and senior officials from the ministries. Once the bills have been passed by the House and sent to the Senate they may be debated. Any amendments that are adopted must be sent to the House for its approval before being sent to the Governor-General.

INDIA: TRADITIONAL WESTMINSTER BUDGET SYSTEM

India's budget process is patterned on the Westminster model. The government presents the Annual Financial Statement to parliament at the end of January. This document contains “demands for grants” which are arranged by ministry and broken down for each major program. The budget for the Indian Railways is presented separately, but its revenues and expenditures are included in the consolidated Annual Financial Statement. The government also submits an outline of expected expenditures and revenues for the current year and the next two. Budget consideration takes place in two phases in the first chamber. Shortly after the receiving the budget, the House engages in four or five days of general debate on macroeconomic issues and general policy implications of the budget. At this point, the House adjourns for a set time and the budget is referred to 17 joint committees, which consider the ministries and agencies within their jurisdiction. Each committee prepares a report for presentation to both chambers, but the reports may not

recommend amendments. The House considers each report and individual members are free to offer amendments to cut or eliminate items. Amendments are commonly offered, but the process is mostly used by minority members to highlight their priority issues. The lower house debates the outlines of the budget, but does not vote on individual items. After the first chamber completes action on amendments and the ministries' requests, the government submits the formal appropriations bill. Because of the very short amount of time between the tabling of the budget and the beginning of the fiscal year parliament routinely provides for "vote on account." This mechanism appropriates enough funds for the government to continue its programs for the two months while parliament debates and passes the budget. Indian parliamentarians have very little staff support for their budget deliberations. Members have access to the parliament's research and reference services, but must essentially develop ideas for amendments on their own.

Table 1 In practice, does the legislature generally approve the budget as presented by the government?			
	With no changes	With minor changes only	With significant changes
Australia	X		
Austria		X	
Canada	X		
Czech Republic			X
Denmark			X
Finland		X	
France		X	
Germany		X	
Greece	X		
Hungary			X
Iceland		X	
Ireland		X	
Italy		X	
Japan	X		
Korea		X	
Mexico		X	
The Netherlands		X	
New Zealand	X		
Norway		X	
Poland		X	
Portugal		X	
Spain		X	
Sweden		X	
Switzerland		X	
Turkey		X	
United Kingdom	X		
United States			X
Total	6	17	4
Percent of total	22%	63%	15%
<i>Source: Organization for Economic Co-operation and Development OECD (2002b).</i>			

Budget Definitions

The following are definitions of terms commonly used in this Manual:

abstract	An intermediate schedule prepared to facilitate the consolidation of financial information.
accounting entity	This term includes the centralized accounts offices including the Executive Engineer of a public works division and the self-accounting offices.
accounts office	This term identify the offices carrying out the accounting work and typically includes the offices of the DAO, AG and AGPR.
Accounting period	The time period over which financial information is reported, normally either a year or a month.
accounting policy	A set of specific rules which defines how a particular transaction will be treated and accounted for in the books of accounts. Where accounting policies are laid down in this manual, they always relate to specific treatment of a specific type of transaction.
accounting record	Any document upon which accounting transactions are recorded or any other document issued or used in the preparation and processing of accounting transactions.
accrual accounting	A method of accounting that recognizes expenses when economic benefits have been consumed and revenues when economic benefits have been generated.
advance	An amount paid by the Government to a contractor/supplier for the purpose of securing goods or services; or an amount provided to a Government employee for a specified purpose, and to be adjusted as per terms and condition of the advance.
advice note	A list of authorized payments sent by an accounts office to a branch of the SBP or NBP. (includes daily advice, payroll advice, pension advice, direct credit advice)
Annual Financial Statements	A set of financial reports, produced after the close of the financial year by the Auditor- General of Pakistan for the Federal and each of the Provincial Governments.
appropriation	An allocation of funds to a spending ministry or department on the

	basis of the Authenticated Schedule of Authorised Expenditure.
approval	The permission given by an authority or a delegated authority to undertake a particular action, such as incurring expenditure.
Asset	Future economic benefits controlled by the entity as a result of past transactions or other past events. (MAP, Section 3.3).
assignment account	A Government bank account established with the NBP, to provide independent drawing facility for nominated projects and other activities, within the prescribed limitation.
attached department	A department which has direct relation with a Division and has been declared as such by the Federal Government and represented in the Chart of Accounts entity code.
audit trail	The capability to trace a particular balance from the financial statements down to its source documents (and vice versa), as evidence that the balance is complete and accurate.
authorization	(i) In accounting terms, the approval given by an authority or a delegated authority for a particular payment to be made. (ii) In the context of the Budget, the process of passing the Annual Budget Statement through the legislature for approval.
the Bank	State Bank of Pakistan, or The National Bank of Pakistan, as an agent of the SBP, unless otherwise specified.
bank return	A batch of documents received from the bank including the bank scroll, supporting vouchers, paid cheques and other documents.
bank scroll	A daily advice received from a designated branch of the National Bank of Pakistan or State Bank of Pakistan, listing receipt collected and payments disbursed on behalf of the Government, against each of the Government bank accounts.
Budget	Defined in article 80 of the Constitution, a statement of the estimated receipts and expenditure of the Government for a financial year, referred to as the Annual Budget Statement.
capital expenditure	(i) For the purposes of budgeting, expenditure met from capital receipts, as given by a particular grant number in the Chart of Accounts.

	(ii) In accounting terms, expenditure incurred for the purpose of acquiring, constructing or enhancing physical assets or on schemes of capital outlay, as given by the object code in the Chart of Accounts.
capital receipt	(i) For the purposes of budgeting, receipts obtained from sources of finance other than revenue (e.g. loans). (ii) In accounting terms, receipts generated from the proceeds of sale of physical assets or receipts intended to set-off capital expenditure.
cash accounting	A method of accounting that records cash payments and cash receipts only.
cash balance	The amount held in a particular bank account at any point in time.
Cashflow	The net movement in the cash balance over a particular reporting period, given by the sum of payments and receipts.
Cashflow Statement	A financial report provided to show the net movement in cash over a particular reporting period, showing how and where the cash has been applied.
cashflow forecast	An estimate made of likely future cashflows based on historical patterns of expenditures and receipts, knowledge of expected payments (commitments) and collections (demands), changes in Government policy and other factors.
Centralized accounting entity	Any accounting entity for which the Accountant-General is responsible for the processing of its accounting transactions (e.g. certifying, authorizing and issuing payments) and maintaining its accounts.
certification	A process undertaken by the DAO/AG/AGPR, including Executive Engineer of a public works division, involving verification (proper approval and validity) and audit (scrutiny against irregularities) of a payment prior to it being made. (previously referred to as pre-audit).
charged expenditure	As defined in Article 81 of the Constitution, certain expenditures met from the Consolidated Fund, which may be discussed, but not submitted to the vote of the National Assembly (or Provincial Assembly in the case of Provinces).
chart of accounts	A listing of codes on the basis of which accounting transactions are

	classified to provide meaningful financial information.
claim voucher	A document submitted by DDOs to the DAO/AG/AGPR office, containing the particulars of a valid and duly approved claim for payment against a nominated budget head. (previously referred to as a bill).
clearing account	A type of General Ledger account which is used to transfer a balance from one entity or process to another (includes exchange and settlement accounts).
commitment	An obligation to make a future payment, the funds for which are reserved against the allocated budget of an entity.
Consolidated Financial Statements	A set of financial reports produced by the Pakistan Audit Department which presents a consolidated summary of the Annual Accounts of the Federation and each Province.
Consolidated Fund	Defined in Articles 78 and 118 of the Constitution, refers to all revenues received by the Federal/ Provincial Government, all loans raised and all moneys received in repayment of any loan by that Government.
Consolidated Monthly Accounts	The Monthly financial reports produced by the AG/AGPR, which present a summary of the accounts of the Federation/Provinces.
consolidation	Aggregation of information from several entities to present as if one entity, therefore eliminating transactions between the entities being consolidated.
contingent expenditure	All non- development expenditure, other than salaries and salary related expenditure.
control account	A type of general ledger account which summarizes a number of transactions from a subsidiary ledger into a single balance.
delegated authority	An officer formally empowered by the responsible authority to perform a particular function.
department	The equivalent level of a Division, in the case of Provincial Governments, as given by the Rules of Business and listed in the Chart of Accounts entity code.
development expenditure	Expenditure provided in grants, relating to development projects. Development projects are projects undertaken to acquire, build or

	improve physical assets or develop human resources.
direct credit	A facility provided by the banks which allows salaries and other employee related payments to be made directly into the bank accounts of those persons, without the need for an exchange of physical cash or cheques.
disclosure	Display of financial information in a supplementary note to the financial statements, rather than in its main body, in order to provide further detail about a particular item.
district	A distinct region within a Province, as determined by the Government and shown in the Chart of Accounts entity code.
division	A self contained administrative unit responsible for the conduct of business of the Federal Government in a distinct and specified sphere and declared as such by the Federal Government and included in the Chart of Accounts entity code.
double entry system	A system of recording accounting transactions which requires all journal entries (inputs) to the General Ledger to be in balance, i.e. total debits equal total credits.
entity	An organizational unit of Government. This term can be applied to specific types of organizational units, depending on the context (i.e. self-accounting entity, centralized accounting entity, spending entity).
equity	An accrual accounting concept defined as the residual interest in the assets of an entity after the deduction of all its liabilities.
exchange account	A General Ledger account through which transactions between centralized accounting entities and self-accounting entities of the Federal Government are recorded.
excess	An amount of expenditure exceeding the approved budget, which is regularized through an Excess Budget Statement.
exempt entity	Any entity outside the scope of the Manual of Accounting Principles and related manuals.
expense	(i) In accrual accounting, defined as a decrease in future economic benefits in the form of reductions of assets or increases in liabilities of the entity, other than those relating to distributions to Government as

	owner, that result in a decrease in equity (MAP, Section 3.3). (ii) In cash and modified cash accounting, defined as the outflow of cash arising as a result of payments issued in a given reporting period.
financial asset	A reporting classification of assets, used to describe cash held and any assets readily convertible to cash.
financial year	The financial year commencing 1 July and ending 30 June, consisting of twelve monthly periods.
fixed assets	Assets characterized by their long-term or strategic purpose. Fixed assets are usually physical in nature, such as plant and equipment, buildings etc. In financial reporting, used synonymously with 'non-financial assets', because they are not readily convertible to cash.
flowchart	A graphical display used in these manuals and other documentation, to represent the flow of information and controls within a process or group of processes.
function	An element used in the Chart of Accounts, which provides financial information on particular economic activities, according to the International Monetary Fund's Government Finance Statistics (GFS) classification scheme.
fund	A pool of money, set aside and used for an intended purpose, as provided by legislation or special orders (e.g. Consolidated Fund, trust fund).
funds available	A term used in budgetary control to describe the remaining budget allocated to an entity, after deducting outstanding commitments and actual payments.
general ledger	The primary ledger in which accounting transactions are recorded, in double entry format, and from which financial reports are produced.
general policy	A set of general rules which defines how a transaction is treated in the books of accounts. Unlike accounting policies, a general policy describes the overall treatment of a transaction.
grant	Funding provided to a Ministry or Department, through the Schedule of Authorized Expenditure.

imprest account	Petty cash system for making small payments. Contains a set balance of cash which is subsequently replaced by petty cash vouchers on payment of cash.
internal controls	A term used to describe the system of checks, reports and procedures that are enforced in an accounting system to protect against fraud and to ensure complete and accurate financial information is produced.
journal entry	a uniquely numbered input voucher to the General Ledger, containing accounting transactions, used in the double -entry recording system.
liability	Future sacrifices of economic benefits controlled by the entity as a result of past transactions or other past events. (MAP, Section 3.3).
materiality	An amount is material to the accounts if its omission or misstatement is likely to influence the economic decisions made by the users of the information.
memorandum account	An account maintained separately to the General Ledger but still operated within the internal control process. Information recorded in memorandum accounts is used to provide supplementary information to the Financial Statements.
modified cash	A method of accounting in which all cash payments and receipts are recorded, along with certain assets and liabilities/commitments
non-development	Expenditure provided for in grants, relating to the on- going costs of Government, such as salaries and allowances of employees and contingent expenditures.
object	A Chart of Accounts element used to classify financial information according to the IAS accounting requirements (e.g. asset, liability, revenue, expenditure, equity), and provide sub-classifications therein (e.g. salaries, travel, transport).
obligation	Obligation in the context of commitment means the legal requirement to honour the terms of a contract rather than the term "commitment" which is used in its accounting context.
payroll section	The section within the DAO responsible for preparing the payroll.
permanent record	A record required to be maintained in order to generate accounting transactions, but is not in itself a transaction. (e.g. payroll records, GP

	fund records. pension records).
personal ledger	A ledger account maintained by the DAO/AG/AGPR, established as a drawing facility for nominated purposes.
Public Account	Defined in Article 78 of the Constitution, all other moneys received by or on behalf of the Federal Government, other than the Consolidated Fund, or deposited with the Supreme Court or any other court established under the authority of the Federation.
public debt	The total liability arising from the borrowings of the Government, including both domestic loans and foreign (or external) loans.
receipt	(i) An amount of cash collected or the process of collecting money. (ii) An official document provided to a payer, as proof that money was received.
receipt voucher	A form with which amounts collectable by the Government are deposited with the bank, containing the particulars of the receipt. (previously referred to as a challan).
recognize	Reported on, or incorporated in amounts reported on, the face of the financial statements of the entity.
reconciliation	A process of substantiating recorded financial information against an alternative source of data (e.g. bank reconciliation, reconciliation between accounts offices and spending departments).
release	A sanction given by Ministry of Finance, permitting a particular budgetary allocation to be spent, on the basis of cash being available.
revenue	(i) In accrual accounting, defined as increases in future economic benefits in the form of increases or enhancements of assets or decreases of liabilities, other than those relating to contributions by the Government as owner, that result in an increase in equity. (MAP, Section 3.3). (ii) In cash and modified cash accounting, defined as an inflow of cash, arising as a result of collections received in a given reporting period.
self-accounting entity	Any accounting entity that performs its own accounting function and maintains its own accounts, including certification, authorization and issue of payments.

settlement account	A General Ledger clearing account through which cash transactions between governments are recorded.
Special Deposits	Accounts comprising of Public Account moneys that are operated under the authority of Ministry of Finance, but are not trust accounts.
Statement of Assets and Liabilities	A financial report consisting of balances of assets and liabilities for an entity, as at a particular period end date. Set out in the Financial Reporting Manual.
Statement of Revenues and Expenditures	A financial report consisting of balances of revenues and expenditures for an entity, over a given reporting period. Set out in the Financial Reporting Manual.
sub-ledger	Book of initial entry of all accounting transactions in a particular accounting office, for subsequent double entry into the General Ledger.
Supplementary Budget	Provided in Article 84 of the Constitution, an additional budget statement laid before Parliament, where funding for an existing service is insufficient, or the need for a new services has arisen which was not included in the original budget.
surrender	An amount included in the original approved budget, that is given back because it has not or will not be spent in the financial year by the entity.
suspense account	An account used if the correct head to be debited or credited is unable to be identified at the time of transaction, which shall be cleared once the correct head is identified.
Trust Account	Legal entities in their own right, under the stewardship of the Government, and as such expected to produce financial statements in their own name. Trust accounts are normally established under an Act of Parliament or Presidential Order.
voted expenditure	As defined in Article 82 of the Constitution of Pakistan, that part of the Annual Budget Statement relating to other expenditure, submitted to the National Assembly in the form of demands for grants, on which the Assembly votes.

Participant from a particular house will deliberate on Budget Process in their respective assembly and prepare a presentation on same focusing following questions:-

- i. Is there a pre-budget session in the assemblies and if yes, how it is conducted.
- ii. Does the Development Budget put forth in the House for debate.
- iii. Is the budget from Ministries and departments analyzed and scrutinized by respective committees at any stage.
- iv. Is there a process to take up supplementary grants during the financial year in Rules of Procedure.

[illegible]

[illegible]

[illegible]

Appendix

Functions of the Standing Committees

SENATE OF PAKISTAN

RULES OF PROCEDURE AND CONDUCT OF BUSINESS IN THE SENATE 2012

Chapter XVII – Committees of Senate

166. Functions of Standing Committees.— (1) A Standing Committee shall examine a Bill, subject or matter referred to it by the Senate or the Chairman and shall submit its report to the Senate or to the Chairman, as the case may be, with such recommendations including suggestions for legislation, if any, as it may deem necessary. In the case of a Bill, the Committee shall also examine whether the Bill violates, disregards or is otherwise not in accordance with the provisions of the Constitution.

(2) The Committee may propose amendments which will be shown in its report along-with original provisions of the Bill, but the Committee shall have no power of preventing the Bill from coming to the Senate.

(3) If a Committee does not present its report within the period prescribed, or the time allowed, the Bill, subject or matter referred to it may be considered by the Senate, without waiting for the report, upon a motion by any member or by the Minister concerned and such Bill, subject or matter shall be treated as withdrawn from the Committee.

(4) A Committee may examine *suo moto* the expenditures, administration, delegated legislation, public petitions and policies of the Ministry concerned and its attached corporations and public bodies and may call for views of the Ministry. After examining the views of the Ministry, the Committee shall make a report to the Senate, which may make such recommendations thereon as it may deem fit.

(5) Public petitions may be presented on any matter connected with the business pending before the House or a Committee, or any matter of general public interest which is primarily the concern of the Government, provided that it is not one which falls within the cognizance of a court of law or tribunal, and it shall not directly relate to a matter pending before any court or other authority performing judicial or quasi-judicial functions.

NATIONAL ASSEMBLY OF PAKISTAN

RULES OF PROCEDURE AND CONDUCT OF BUSINESS IN THE NATIONAL ASSEMBLY 2007 [AS MODIFIED UPTO THE 29TH JANUARY 2013]

Chapter XX - Committees

201. Functions.- (1) A Committee shall examine a Bill, subject or matter referred to it by the Assembly or the Speaker and shall submit its report to the Assembly or to the Speaker, as the case may be, with such recommendations including suggestions for legislation, if any, as it may deem necessary. In the case of a Bill, the Committee shall also examine whether the Bill violates, disregards or is otherwise not in accordance with the Constitution.

(2) The Committee may propose amendments which shall be shown in its report along with original provisions of the Bill: Provided that the Committee shall have no power of preventing the Bill from being considered by the Assembly.

(3) If a Committee does not present its report within the prescribed period, or the time allowed, the Assembly may consider the Bill, subject or matter referred to it, without waiting for the report upon a motion by any member or by the Minister concerned and such Bill, subject or matter shall be treated as withdrawn from the Committee.

(4) 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.

(5) 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 falls 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.

(6) Each Standing Committee shall scrutinize and suggest amendments, if necessary, and recommend Ministry's Public Sector Development Program (PSDP) for the next financial year before the same is sent to the Ministry of Finance for inclusion in the Federal Budget for the next financial year. Each Ministry shall submit its budgetary proposals relating to the Public Sector Development Program (PSDP) for the next financial year to the relevant Standing Committee not later than the 31st

January of preceding financial year and Standing Committee shall make recommendations thereon not later than the 1st March of preceding financial year:

Provided that where such recommendations are not made by the 1st March, the same shall be deemed to have been endorsed by the Standing Committee.

PROVINCIAL ASSEMBLY OF BALOCHISTAN

RULES OF PROCEDURE AND CONDUCT OF BUSINESS, 1974 [AMENDED UP TO 9TH FEBRUARY 2004]

Chapter XV - Committees

135. Functions of Standing Committees (1) A Committee shall examine a Bill or other matter referred to it by the Speaker or by the Assembly, as the case may be, and shall submit its report to the Assembly with such recommendations, including suggestions for legislation, if any, as it may deem necessary. In the case of a the Committee shall also examine whether the Bill violates, disregards or is otherwise not in accordance with the Constitution. Fundamental Rights and Principles of Policy.

(2) The Committee may propose amendments which will be shown in its report alongside the original provisions of the Bill, but the Committee shall have no power of preventing the Bill from coming to the Assembly.

(3) If a Committee does not present its report within the period prescribed, or the time allowed, the Bill or the matter referred to it may be considered by the Assembly without waiting for the report, upon a motion by any Member.

THE PROVINCIAL ASSEMBLY OF THE KHYBER PAKHTUNKHWA

RULES OF PROCEDURE OF THE PROVINCIAL ASSEMBLY OF THE KHYBER PAKHTUNKHWA, 1988

Chapter XX - Committees

155. Functions.- (1) A Committee shall examine a Bill, subject or matter referred to it by the Assembly and shall submit its reports to the Assembly with such recommendations, including suggestions for legislation, if any, as it may deem necessary.

(2) The Committee may propose amendments which be shown in its report alongwith the original provisions of the bill; but the Committee shall have no power of preventing the bill from coming to the Assembly.

(3) If a Committee does not present its report within the period prescribed, or the time allowed, the Bill, subject or matter referred to it, may be considered by the Assembly, without waiting for the report, upon a motion by any Member or by the Minister concerned.

PROVINCIAL ASSEMBLY OF THE PUNJAB

RULES OF PROCEDURE OF THE PROVINCIAL ASSEMBLY OF THE PUNJAB 1997

Chapter XVII – Committees

154. Functions of Committees.— (1) A Committee shall examine a Bill or other matter referred to it by the Assembly and shall submit its report to the Assembly with such recommendations, including suggestion for legislation, if any, as it may deem necessary.

(2) In the case of a Bill, the Committee shall also examine whether or not the Bill violates, disregards or is otherwise not in accordance with the Constitution.

(3) The Committee may propose such amendments as are within the scope of the Bill, but the Committee shall have no power of preventing the Bill from being considered by the Assembly.

(4) The amendments will be shown in its report along with the original provisions of the Bill.

(5) A Committee may, with the approval of the Speaker, appoint a sub-committee, for a specified function arising out of the matter referred to the Committee.

(6) If a Committee does not present its report within the specified period, or within the extended period, if any, the Bill or the matter referred to it may, on a motion by a member, or a Minister, be considered by the Assembly without waiting for the report.

PROVINCIAL ASSEMBLY OF SINDH

RULES OF PROCEDURE OF THE PROVINCIAL ASSEMBLY OF SINDH, 2013

Chapter XX - Committees

167. Functions of Committees:–

(1) A Committee shall examine a Bill or other matter referred to it by the Assembly and shall submit its report to the Assembly with such recommendations, including suggestion for legislation, if any, as it may deem necessary.

- (2) In the case of a Bill, the Committee shall also examine whether or not the Bill violates, disregards or is otherwise not in accordance with the Constitution.
- (3) The Committee may propose such amendments as are within the scope of the Bill, but the Committee shall have no power of preventing the Bill from being considered by the Assembly.
- (4) The amendments will be shown in its report along with the original provisions of the Bill.
- (5) A Committee may, with the approval of the Speaker, appoint a sub-committee, for a specified function arising out of the matter referred to the Committee.
- (6) If a Committee does not present its report within the specified period, or within the extended period, if any, the Bill or the matter referred to it may, on a motion by a member, or a Minister, be considered by the Assembly without waiting for the report.
- (7) A Committee may examine the expenditures, administration, delegated legislation, public petitions and policies of the Department concerned and its associated bodies, and may forward reports of findings and recommendations to the Department and the Department shall submit its reply to the Committee within a period of two weeks.

LEGISLATIVE ASSEMBLY OF AZAD JAMMU & KASHMIR

RULES OF PROCEDURE OF AJK LEGISLATIVE ASSEMBLY 2008

Chapter XVII – Standing Committees

143. Functions of Committees: (1) A committee shall examine a Bill or other matter referred to it by the Assembly and shall submit its report to the Assembly with such recommendation including suggestions for legislation, as it may deem necessary. In the case of a Bill, the committee shall also examine whether or not the Bill violates, disregards or contrary to the fundamental rights as guaranteed by the constitution.

(2) The Committee may propose such amendments as are within the scope and limits of the Bill, but the committee shall have no power of preventing the Bill from being considered by the Assembly. The amendments will be shown in its reports along with the original provisions of the Bill.

(3) A committee may, with the approval of the Speaker, appoint a sub-committee, for a 27[specified functions arising out of the matter referred to the committee.]

(4) If a committee does not present its report within the specified period or within the extended period, (if any), the Bill or the matter referred to it may, on a member, be considered by the Assembly without waiting for the report.

THE LEGISLATIVE ASSEMBLY OF GILGIT

THE GILGIT-BALTISTAN LEGISLATIVE ASSEMBLY'S PROCEDURE AND CONDUCT OF BUSINESS RULE 2010

Chapter XV – Committees

120. Functions of the Committees.— (1) To review and evaluate the performance of the department and to formulate recommendations for introducing improvements and increasing efficiency of the concerned department.

(2) A Committee shall examine a Bill, subject or matter referred to it by the Assembly and shall submit its report to the Assembly with such recommendations, including suggestions for legislation, if any, as it may deem necessary.

(3) The Committee may propose amendments which shall be shown in its report along with the original provisions of the Bill; but the Committee shall have no powers of preventing the Bill from coming to Assembly.

(4) A committee may, with the approval of the Speaker appoint a sub committee, for a specified function arising out of the matter referred to the committee.

(5) If a Committee does not present its report within the period prescribed, or the time allowed, the Bill, subject or matter referred to it, may be considered by the Assembly, without waiting for the report, upon a motion by any member or by the Minister concerned.

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Mr Muhammad Rashid Mafzool Zaka is the Director (Research and Information Technology) and a member of the *pioneering team of the Pakistan Institute for Parliamentary Services*.

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