Introduction to Punjab Government Rules of Business
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ow a democratic state operates in public perceptions is predicated, in a large measure, though not entirely, on the rules
of business that determine procedures for disposal of work in the bureaucracy. Citizens know the state by way of their
contact with bureaucrats responsible for processing requests for delivery of goods and services. The Voices of the Poor
study of the World Bank provided an illustration of the significance of this premise, wherein the poor proclaimed that their
experiences with bureaucrats were often disagreeable, unjust and crooked.¹

Should that imply that the way the rules of business are drafted matters when it comes to policy outcomes? Why should these
rules matter so much? Who makes or amends them? What is the procedure of framing rules in various democracies? Do
Legislatures have a role in framing, passing, or amending rules?

Authored by Mr. Rahat ul Ain, former Dean National School of Public Policy (NSPP) for PILDAT, this paper attempts to provide an
overview of these questions, particularly, in the context of the Punjab Government, for the benefit of the members of the
Provincial Assembly of the Punjab.

The paper is set out as follows: It begins by defining what the Punjab Government Rules of Business are. It then sets out the
significance of these rules. This is followed by an expose of the existing system of preparing and amending these rules and the
role of the Punjab Assembly in that context. The next section provides a digest of the procedure of framing rules in some other
democracies. Finally, the paper attempts to answer the questions: (a) if a reform is required in the procedure of framing or
amending rules? and (b) what, if any, rules require a legislative review for amendment or change? After drawing some relevant
conclusions at the end, the paper sets forth five recommendations for a possible change in the system.

The Provincial Government Rules of Business were drafted in 1974 under Article 139 of the Constitution of the Islamic Republic of
Pakistan, which empowered the Governor of the province to make the rules of business.² The 18th Amendment Act 2010
changed this, and empowered the Provincial Governments to make these rules.³ With the publication of the Punjab

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Disclaimer
PILDAT and its team of researchers have made every effort to ensure the accuracy of the contents of this paper. Therefore any
omission or error is not deliberate. The opinions, findings and conclusions or recommendations expressed in this paper do not
necessarily reflect the views of PILDAT, Parliamentary Centre or DFAIT.

Lahore
May 2012

2. “The Governor shall also make rules for the allocation and transaction of its business”, Article 139 (3), Constitution of the Islamic Republic of Pakistan, as modified up to 31st July
2004.
3. “The Provincial Government shall also make rules for the allocation and transaction of its business”. Article 139 (3), Constitution of the Islamic Republic of Pakistan, as modified
up to 20th April, 2010.
It can be said that the degree of a person’s competence is directly proportional to the number of divergent perspectives he or she can bring to bear on the same issue. Apart from the value **Rahat ul Ain** brings from having worked as Dean in the National School of Public Policy (NSPP), he can make a useful contribution in the position he would fill, by virtue of his mastery over creative writing, research, trade development, and his breadth of view acquired by having worked in numerous organizations and countries. While working as Director General, Export Promotion Bureau, he authored the Draft Trade Policy for Pakistan for three consecutive years, i.e., 2000, 2001, and 2002. His postings in Istanbul as Counsel General of Pakistan (1994-1999) and in Sri Lanka as Pakistan’s Trade Attaché (1982-86) provided him opportunities to develop his economic negotiation skills and polish his diplomatic acumen. He did trading while based in Sydney, Australia under the trade name “Shinemore Pty Ltd” during 1987-1992. This diverse exposure helped enhance his cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Within Pakistan, he has worked in Karachi, Islamabad, Quetta, Sahiwal, Faisalabad and Lahore in the Export Promotion Bureau, Cotton Export Corporation of Pakistan, Office of the Chief Controller of Imports and Exports, State Life Insurance Corporation and the National School of Public Policy. These roles entailed economic management, market research, leadership and teamwork, extensive proof reading and preparation of reports, capacity building of staff in pursuit of excellence, and interface with internal and external stakeholders, both in the private as well as the public sector. Added to this are his proficiency in English, Urdu and Punjabi, and his highly effective public speaking and communication skills. Where required, his flair for translation from Urdu to English, and vice versa, can come in handy in certain situations. His ICT competence, esp., MS Word, PowerPoint and effective use of the internet for research, allow him the freedom to prepare his own reports, presentations and documentation, without much help from support staff.

As for knowledge management and learning, from 2008 till the current year (2011), Rahat ul Ain was responsible, as Dean, National Management College, for the conduct of National Management Course (NMC), for Grade-20 civil servants and Senior Management Course (SMC), for Grade-19 civil servants. He assisted the Rector, National School of Public Policy (NSPP) in planning and executing strategic level initiatives and dealing with administrative issues. On the operational level, he prepared course participants’ guides for Simulation Exercises, designed “tests”, developed Analysis Papers, wrote Case Studies, and edited numerous research papers. All this course material had a strong bias towards economic management, forecasting economic risk, and building capacity for pre-empting risk. He led the process of change in the academic culture and attitudes, training methodology, and course content. He represented the National School of Public Policy at various international forums, conferences and meetings. He successfully established the first international linkage between the National School of Public Policy, (NSPP) Pakistan and the China National School of Public Administration (CNSA). The agreement was signed in Beijing, in November 2009.
What are the Punjab Government Rules of Business?

Briefly, the Punjab Government Rules of Business have eight main sections or parts as shown in Table 1. These rules define the distribution of functions among the departments of the Punjab Government and set out the procedure for disposal of work of the Punjab Government. Details of these rules can be seen by referring to the Rulebook itself. Annexed to the Rules of Business are seven Schedules as shown in Table 2.

Procedure for Amendments to the Rules of Business

As for the procedure for amendment to these rules, “these rules may be amended with the approval of the Cabinet.” The Punjab Government Rules of Business have been amended at different times according to the exigencies of the circumstances. The procedure for drafting and amending these rules has not been different from the general procedure followed in the Provincial Government for formulating policy documents, called “Summaries.” Usually, a committee consisting of civil servants said to be well-versed in the subject, as well as those posted in concerned departments, is constituted by the Chief Minister (formerly, the Governor on the recommendation of the Chief Minister). The committee submits the draft rules, or amendments thereof, to the Punjab Cabinet. The Cabinet approves the draft rules, after such debate as may be required, and approves them for adoption.

Table 1: Sections of Punjab Government Rules of Business

| Part A | General | Allocation of Business, Organisation of Departments, Functions of the Chief Minister and the Ministers, Functions of Parliamentary Secretary, Functions of the Chief Secretary and Secretary, and General Procedure for disposal of business |
| Part B | References to the Governor or the Chief Minister | Outlines the procedure for making a reference to the Governor or the Chief Minister |
| Part C | Departmental Procedure | Consultation among Department, Services and General Administration Department, Chief Minister’s Inspection Team, Home Department, Consultation with Finance Department and Law and Parliamentary Affairs Department, References from Heads of Regional Offices and Heads of Attached Department and District Governments to Departments, and Secretaries Committee |
| Part D | Services | Appointments, Postings, Promotions and Transfers |
| Part E | Cabinet Procedure | Cases to be brought before the Cabinet and the Methods of their disposal, Manner of submission of cases to the Cabinet, Procedure regarding Cabinet Decisions by Circulation, Procedure of Cabinet meetings, Procedure regarding Committees of the Cabinet, Action on Cabinet Decisions, Secrecy of the Cabinet Proceedings, and Custody of Cabinet Papers |
| Part F | Legislation | Official Bill, non-official bills, Amendments and Ordinances |
| Part G | Assembly Business | Rules of Procedure of the Assembly, Summoning, Prorogation, Resolutions, Motions, General Provisions regarding assembly Business, Questions, Call Attention Notices, Budget, Undertakings and Assurances, Protection and Communication of Official information and Channel of Correspondence, amendment of the Rules, Repeal |
| Part H | Miscellaneous Provisions | Protection and Communication of Official information and Channel of Correspondence, amendment of the Rules, Repeal |


The latest amendments to the Punjab Government Rules of Business were necessitated because of the abolition of the Concurrent Legislative List, and transfer of forty-seven subjects to the provinces after the enactment of the 18th Amendment Act 2010. Accordingly, the Chief Minister constituted a Committee, consisting of Khawaja Zaheer Ahmad (former Federal Secretary), Mian Khuda Bakhsh (former Additional Chief Secretary), Dr. Syed Abul Hassan Najmi (Secretary Law and Parliamentary Affairs), Mr. Muhammad Ilyas (Secretary Regulations, S&GAD), and Syed Mubashar Raza (Secretary I & C). The committee consulted various administrative departments and prepared a revised draft of the Rules. The revised draft Rules were submitted to the Cabinet in its meeting on March 8, 2011. The Cabinet approved the revised Rules and directed that these be notified. The amendments to these rules are mainly reflective of the devolved functions. The new Punjab Government Rules of Business include functions (subjects) of the Federal Government devolved to the provinces as a consequence of the 18th Amendment Act. Also, these rules reflect some other changes in the provincial government structure made after 1974.

Table 2: Schedules of Punjab Government Rules of Business

<table>
<thead>
<tr>
<th>First Schedule</th>
<th>List of Departments</th>
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<tbody>
<tr>
<td>Second Schedule</td>
<td>Distribution of Business among Departments</td>
</tr>
<tr>
<td>Third Schedule</td>
<td>A. List of cases requiring orders of the Governor on the Advice of the Chief Minister</td>
</tr>
<tr>
<td></td>
<td>B. Cases to be submitted to the Governor for information</td>
</tr>
<tr>
<td>Fourth Schedule</td>
<td>List of cases relating to appointments, promotions, postings, transfers to be submitted to the Chief Minister before issue of orders</td>
</tr>
<tr>
<td>Fifth Schedule</td>
<td>Authorities competent to make transfers to and from the Secretariat officers</td>
</tr>
<tr>
<td>Sixth Schedule</td>
<td>Tenure Post</td>
</tr>
<tr>
<td>Seventh Schedule</td>
<td>A. List of cases to be submitted to the Chief Minister for his approval before issue of orders.</td>
</tr>
<tr>
<td></td>
<td>B. List of cases to be submitted to the Chief Minister for information.</td>
</tr>
</tbody>
</table>


Table 3: Significant Differences between the Punjab Government Rules of Business 2011 and 1974

<table>
<thead>
<tr>
<th>PGRB 2011</th>
<th>PGRB 1974</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>The First Schedule lists 40</td>
<td>Schedule 1 lists 28 Departments</td>
<td>A consequence of a number of subjects devolved to the provinces under the 18th Amendment Act</td>
</tr>
<tr>
<td>Rule 8. Functions of the Parliamentary Secretary</td>
<td>Rule 7. Duties of the Parliamentary Secretary</td>
<td>The change denotes aversion to the word “duties” and its somewhat grovelling connotations, esp. when the 18th Amendment Act has made the province less dependent and more powerful in a number of ways.</td>
</tr>
<tr>
<td>Rule 10. Functions of the Secretary</td>
<td>Rule 9. Duties and Functions of Secretary</td>
<td>The change denotes aversion to the word “duties” and its somewhat grovelling connotations, esp. when the 18th Amendment Act has made the province less dependent and more powerful in a number of ways.</td>
</tr>
<tr>
<td>Rule 13. Reference to the Governor (Cf. Rule 13 in PGRF 2011), to be read with Schedule III, which omits Part C</td>
<td>Rule 12. Reference to the Governor (Cf. Rule 12 in PGRB 1974) Schedule III, Part –C: List of cases to be submitted to the Governor for his orders to be made with the previous approval of the President of Pakistan. (omitted from PGRB 2011)</td>
<td>Substantially amended as a consequence of the 18th Amendment Act 2010.</td>
</tr>
</tbody>
</table>

The Importance of the Rules of Business

The Punjab Government Rules of Business have a statutory importance and are intended to ensure the application of common standards and uniform procedure for disposal of work by the civil servants in the province. Not only do these rules serve as a measure of the performance of individual departments at the operational level, the legitimacy of the democratic regime is equally validated, or undermined, by how their application impacts day-to-day service delivery to the people. These rules, therefore, are especially important for public perceptions of how the state operates. Nevertheless, the relationship between rules, on the one hand, and performance, on the other, is difficult to establish without a broad-based quantitative survey, supported by qualitative input by well-informed and concerned members of the public, the legislature, the bureaucracy and the media. “It is not that the link is unimportant. It is, but even disaggregated, it is hard to know what rule has what kind of effect.”

Following the work of Max Weber some hundred years ago, the view that bureaucratic rules must be legal-rational has dominated. Others, however, have perceived bureaucracies in negative terms, highlighting the problems of combining formal rules and procedures with positive substantive outcomes. Much of the evidence has been limited to case studies and exploratory survey work. The lack of systematic data, both over time within countries and between countries around the world, means we remain uncertain as to what kind of bureaucratic structures and processes—in different contexts—lead to better bureaucratic performance (and thus development performance). What rules matter most for efficiency and legitimacy? Are there tradeoffs involved? Are certain issues more important at different levels of development? This paper cannot provide full answers to these questions, but is meant to offer insights into the importance of the rules that guide policy implementation.

Procedure of framing rules in other democracies and the role of Legislature in framing, amending or approving these rules

The socio-economic and socio-cultural experience, as well as the administrative practice of each country are unique and in turn, influence the civil service reform (CSR) initiatives in each specific country. It is, therefore, hazardous to draw generic lessons from studying a few selected countries that could be taken to serve as a definitive guide for the proposing a change in the procedure of framing or amending the Punjab Government Rules of Business. The findings from this study, therefore, are presented as food for thought which, if digested well and deliberated upon by the stakeholders, can spark off informed debate on what changes would be best for the province of the Punjab.

India: Legislative oversight over the subordinate authority that frames, or proposes amendments to, the Rules of Business clearly exists in India. The Indian Constitution empowers the Parliament (both, the Lok Sabha—House of the People, as well as the Rajya Sabha—Council of the States) for consideration, amendment, and passage of a subordinate legislation (rules, regulations, sub-rules, bye-laws etc.) framed in pursuance of the Constitution or of the legislative function delegated by the Parliament to a subordinate authority. In addition, a Parliamentary committee, called the Committee on Subordinate Legislation, can scrutinize and report to the Lok sabha as well as the Rajya Sabha, whether the powers to make regulations, rules, sub-rules, bye-laws etc., conferred by the Constitution or delegated by Parliament are being properly exercised within such delegation. Appendix A sets out the raison d’être, the constitution, and the mode of function of the Committee on Subordinate Legislation in the Rajya Sabha (which is more comparable to the Provincial Assembly in Pakistan).

Unlike India, in many other democracies, the role of the legislature is confined mainly to framing rules of procedure.
and conduct of business of the legislature itself. The precise format and language of legislation for such rules is determined by civil servants and/or legal draftsmen. The framing of rules of business for the departments of the provincial governments (or for that matter, the ministries and departments of the central government) is left to the executive. In some democracies, the legislature retains the privilege to approve these rules for adoption.

**The United States of America:** Rules of Business are not necessarily called the “rules of business” in all democracies. In the United States of America, these are called Administrative Rules. Various state administrations in the US draft their own Administrative Rules for day-to-day disposal of state (provincial) government business.10

For the purpose of this paper, the state of Texas has been appraised because of the somewhat peculiar nature of bureaucracy in that state. The policy process in Texas is shaped by the political organization of the executive branch, which elects several bureaucratic leadership positions. Elected executive officials come into office seeking to create changes that can subsequently be identified as major personal innovations when the next election comes around. Thus, despite the unelected status of most of the public bureaucracy, the policy process that takes place inside the vast administrative apparatus inevitably has political dimensions—that is, it involves competition for resources and influence. These political dimensions of the process, equally inevitably, lead to recurring calls for some degree of control and accountability over the bureaucracy. Even so, the drafting and amending of subordinate legislation in Texas is left to the bureaucracy.11

**Australia:** As a Commonwealth country, Australia follows legislative norms similar to other democracies within the commonwealth, with modifications to suit and accommodate the local requirements. Legislation in that country is divided in to two major types: **primary legislation** (such as acts, decrees, and ordinances) is enacted by parliament or some other supreme legislative authority; and **secondary legislation** (such as statutory instruments, rules, regulations) is promulgated, usually by a minister, under powers conferred by the primary legislation. In that country, the precise format and language of legislation for such rules is determined by legal draftsmen, though it is regarded essential that senior managers in government institutions are able to present a sound and professional case for what the secondary legislation (rules) should cover.12 Section 51 of the Australian Constitution defines forty specific areas over which the Commonwealth (i.e., the central government) has the power to make laws and regulations. Examples of these are: currency, postal and telephone services, relations with other countries, immigration, quarantine, and the operation of a defence force. The Australian Government (the centre) can also make laws about Australia’s territories. State governments can make laws, rules and regulations on any issue that the Australian Government cannot. State laws, rules and regulations usually cover issues like education, health, the environment, and the operation of emergency services (police, fire, ambulance).13 The rules of business are drafted or amended by the civil servants that the legislature retains the power to approve.

**Western Balkans:** A workshop on “Building a Professional Civil Service in Kosovo” (Pristina, 26-27 June 2008), was co-organised by SIGMA (an OECD programme—Support for Improvement in Governance and Management in Central and Eastern European Countries) and the Ministry of Public Services of Kosovo. A paper presented at the workshop gave an overview of the systems established for the overall management of the civil services in the Western Balkan countries and the division of the roles between different institutional actors. The paper reported on Croatia, Macedonia, Serbia, Montenegro, Bosnia and Herzegovina and Albania. In none of these countries, the legislature was seen to be involved in the drafting or amending of the Rules of Business for the day-to-day disposal of work in their state (or provincial) governments. A common finding was that “the central civil service management capacity is in charge of the overall civil service management issues, which usually involve proposing legislation and personnel policies, coordination and monitoring the implementation of human resource

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10 “While the legislature is charged with making all laws or statutes, the bureaucracy usually must take the general enabling legislation created by the legislature and build real programs and administrative rules for implementing corresponding public policy”, Texas Politics: © 2009, Liberal Arts Instructional Technology Services, University of Texas at Austin, 2nd Edition -Revision 83, available at http://texaspolitics.laits.utexas.edu/8_printable.html
management rules and policies at individual agencies level...”14 In Albania, the Department of Public Administration was tasked with developing and overseeing the implementation of the civil service policies and preparation of civil service regulations. In Serbia, the Human Resource Management Service was responsible for drafting of civil service legislation and issuing opinions on the rulebooks of internal organization and systematization of jobs of the individual state bodies. In Bosnia and Herzegovina, the Civil Servants Agencies at state and entity levels were tasked with ensuring the implementation of the civil servants laws and development of amendments to the legislation. They provided opinions on the rulebooks on systematization of jobs in the individual government bodies. In Macedonia, the Civil Servants Agency was reported to develop and adopt secondary legislation related to civil servants, following prior opinion and consultation with the individual state bodies and gave written consent on the rulebooks on internal organization and systematization of jobs of the individual state bodies. One general feature that comes out from this brief survey is that all the central civil service management bodies in the Western Balkans share the common function of drafting and amending of legislation (primary and secondary),15 with no evidence of any input by the legislature.
Conclusion

Whether any reform is required in the procedure of framing or amending these rules is not a trivial question. Following points need a scrupulous deliberation before such a reform could be contemplated.

a) Under the existing procedure for framing and amending the Rules of Business, the onus of procedural lapse lies with the civil servants. In case the legislature is mandated to frame or amend these rules, the civil service may develop an inclination to find extenuation for any error of judgment, abuse of authority, or detrimental omission in the manner in which the rules were framed. The existing procedure, in effect, tempers and limits the immunity of executive authority. The potential cost of such a reform, therefore, may be the dilution of civil servants’ accountability.

b) In a democracy, the notion of separating the politicians who decide and approve policies from the civil servants who help formulate and implement those policies provides a pragmatic basis for organizing government activities efficiently. While civil servants work at the behest of and under guidance of political leaders, they prefer to operate within an autonomous framework grounded in legal systems, sometimes with constitutional guarantees. Rules of Business, framed by the civil servants, provide such a statutory framework. The politicians, on the other hand, can hold the civil servants responsible at any time even though they have no role in the framing of the Rules of Business for the civil servants. The need for such a role appears scant because committees of the parliament have extensive powers, though they may not be using them. “Committees in fact can summon a secretary of the ministry and hold them accountable.”

c) The issue of capacity of the legislature for rule making will have to be addressed before assigning it the role for framing and amending the Punjab Government Rules of Business. The present incumbents of the Punjab Assembly may find themselves overburdened and underequipped for such a responsibility. The weak committee structure, sparse use of the potential powers of the committee system by the members, and exiguous utilization of research facilities and support staff by the provincial legislators limit their ability to draft such rules.
Recommendations

The objective of any government Rules of Business is ensuring the application of common and uniform standards to the work disposal mechanism in an efficient, effective, economic and transparent manner, while maintaining the neutrality and autonomy of a civil service that is accountable to the people. The need for reforming the procedure of framing or amending these rules arises if any of these essential ingredients is missing from the system. Nevertheless, technically speaking, such a need may exist in almost all democracies as nowhere would an ideal state of affairs exist where all of the above-stated essential ingredients are present. In any case, in each country, the need for specific legislation to guarantee the neutrality, stability and efficiency of a corps of professional civil servants has been accepted in principle.19 That being the case, and despite the circumspection of the Conclusions, the process of democracy has to be buttressed in Pakistan, and therefore, serious thought needs to be given to assign the legislature a role in framing and amending the Rules of Business. For this to be a useful, supportive and sustainable enterprise, following recommendations are made:

i. Considering the capacity deficit among the Punjab Assembly legislators, a capacity building programme should be devised and launched for them. The experience of National Security Workshops at the National Defence University can provide some initial insight in this respect. Devising appropriate structures and sufficient capacity for designing and coordinating a training programme is a long-term process that demands complex decisions and enduring support. Without these structures for disciplining and integrating the training effort with the objectives of the government, and considering alternative policy options and their costs, well-developed, credible and sustainable training structures may never be developed.

ii. Some innovative incentive or incentives will need to be put in place to attract sufficient number of parliamentarians to such workshops. Once progress has been made on (i), the legislature is expected to develop sufficient technical skills and professional expertise to take up framing and amending of the Punjab Government Rules of Business.

iii. A number of current Rules of Business relate to the Assembly business, e.g. Part F (Legislation) Rule 33-35 and Part G (Assembly Business) Rules 36-45. (See Table 1). In the first phase, the role of the Legislature may be limited to frame and amend Part F and Part G. As the legislators develop their skills and expertise, they may begin to take up the remaining Rules as well.

iv. The existing Standing Committee on Law and Parliamentary Affairs in the Punjab assembly could be harnessed for this purpose with appropriate training as recommended in (i). The Indian experience can serve as a model with necessary modifications. The procedure prescribed for the Committee on Subordinate Legislation in the Indian Rajya Sabha is given at Appendix A. Before the prevalent procedure for framing and amending the rules is tinkered with, the Standing Committee will have to be made much more proactive and functional than the record of the existing Standing Committees reveals.

v. PILDAT held a workshop for the MNAs in 2003, to familiarize them with the various procedures and rules of the assembly.20 The need for such a workshop is as critical on the eve of 2012, as it was in 2003, as was amply evident in the Roundtable Discussion held by PILDAT in December 2011.21 The next workshop should deliberate, inter alia, upon these recommendations and adopt an agreed ‘Agenda for Action’ after consulting the concerned stakeholders, mainly, the members of the bureaucracy.

19. This was one of the conclusions reached by a SIGMA study called “Promoting Performance and Professionalism in the Public Service” of four countries in the central and eastern European region, i.e., Albania, Estonia, Hungary and Poland, SIGMA Papers No 21, SIGMA OECD available at http://www.oecd.org/puma/sigmaweb
APPENDICES
Appendix A


COMMITTEE ON SUBORDINATE LEGISLATION

204. Committee on Subordinate Legislation
1 [There shall be a Committee on Subordinate Legislation to scrutinize and report to the Council whether the powers to make rules, regulations, bye-laws, schemes or other statutory instruments conferred by the Constitution or delegated by Parliament have been properly exercised within such conferment or delegation, as the case may be.]

205. Constitution
(1) The Committee shall consist of fifteen members who shall be nominated by the Chairman.
(2) The Committee nominated under sub-rule (1) shall hold office until a new Committee is nominated.
(3) Casual vacancies in the Committee shall be filled by the Chairman.

206. Chairman of Committee
(1) The Chairman of the Committee shall be appointed by the Chairman from amongst the members of the Committee: Provided that if the Deputy Chairman is a member of the Committee, he shall be appointed Chairman of the Committee.
(2) If the Chairman of the Committee is for any reason unable to act, the Chairman may similarly appoint another Chairman of the Committee in his place.
(3) If the Chairman of the Committee is absent from any meeting, the Committee shall choose another member to act as Chairman of the Committee for that meeting.

207. Quorum
(1) In order to constitute a meeting of the Committee, the quorum shall be five.
(2) The Chairman of the Committee shall not vote in the first instance but in the case of an equality of votes on any matter, he shall have, and exercise, a casting vote.

208. Power to take evidence or call for papers, records or documents
(1) The Committee shall have power to require the attendance of persons or the production of papers or records, if such a course is considered necessary for the discharge of its duties: Provided that Government may decline to produce a document on the ground that its disclosure would be prejudicial to the safety or interest of the State.
(2) Subject to the provisions of this rule, a witness may be summoned by an order signed by the Secretary-General and shall produce such documents as are required for the use of the Committee.
(3) It shall be in the discretion of the Committee to treat any evidence tendered before it as secret or confidential.

209. Functions
[After each rule, regulation, bye-law, scheme or other statutory instrument (hereinafter referred to as the ‘order’) framed in pursuance of the Constitution or the legislative functions delegated by Parliament to a subordinate authority and which is required to be laid before Parliament, is so laid before the Council, the Committee shall, in particular consider-

(i) whether the order is in accord with the provisions of the Constitution or the Act pursuant to which it is made;
(ii) whether the order contains matter which in the opinion of the Committee should more properly be dealt with in an Act of Parliament;
(iii) whether the order contains imposition of taxation;
(iv) whether the order directly or indirectly bars the jurisdiction of the court;]
(v) whether the order gives retrospective effect to any of the provisions in respect of which the Constitution or the Act does not expressly give any such power;
(vi) whether the order involves expenditure from the Consolidated Fund of India or the public revenues;
(vii) whether the order appears to make some unusual or unexpected use of the power conferred by the Constitution or the Act pursuant to which it is made;
(viii) whether there appears to have been unjustifiable delay in its publication or laying the order before Parliament; and
(ix) whether for any reason the form or purport of the order calls for any elucidation].

210. Report
(1) If the Committee is of opinion that any order should be annulled wholly or in part, or should be amended in any respect, it shall report that opinion and the grounds thereof to the Council.
(2) If the Committee is of opinion that any other matter relating to any order should be brought to the notice of the Council, it may report that opinion and matter to the Council.

211. Presentation of report
The report of the Committee shall be presented to the Council by the Chairman of the Committee or, in his absence, by any member of the Committee.

212. Regulation of procedure
The Committee shall determine its own procedure in connection with pursuing its recommendations and ensuring implementation thereof.

(Accessed 16th Dec 2011 at http://rajyasabha.nic.in/rsnew/rs_rule/rulescontent.asp)
Appendix B

Publications containing Rules other than the Rules of Business that govern the Conduct of Business in the Government of the Punjab

1. Revision of Basic Pay Scales, Allowances & Pension of Civil Servants of the Punjab Government (July 11, 2011)
2. Circular of Ad-hoc relief 2010-11 (pay & pension)
3. Civil Service Rules (Vol-I)
4. Notification: Amendment in the Subsidiary Treasury Rules (Dated 4-3-2010)
5. Guidebook on Delegation of Financial Powers for City / District Governments in Punjab
8. Budget and ADP (2009 - 10)
11. P.F.C Order 2006
15. Notification Pension Fund Rules (Dated 22-09-2007)
16. Revision of Basic Pay Scales & Allowances - 2005 (Bs-1 to 22)
17. Revision of Basic Pay Scales & Allowances - 2007 (Bs-1 to 22)
18. Revision of Basic Pay Scales & Allowances - 2008 (Bs-1 to 22)
### Punjab Finance Acts

<table>
<thead>
<tr>
<th>No.</th>
<th>Act Title</th>
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<tbody>
<tr>
<td>i.</td>
<td>The Punjab Finance Act 2009</td>
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<tr>
<td>ii.</td>
<td>The Punjab Finance Act 2008</td>
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<tr>
<td>iii.</td>
<td>The Punjab Finance Act 2007</td>
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<tr>
<td>iv.</td>
<td>The Punjab Finance Act 2006</td>
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<tr>
<td>v.</td>
<td>The Punjab Finance Act 2005</td>
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<td>vi.</td>
<td>The Punjab Finance Act 2004</td>
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<td>vii.</td>
<td>The Punjab Finance Act 2003</td>
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<td>viii.</td>
<td>The Punjab Finance Act 1999</td>
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### Punjab Finance Ordinances

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### Publications / Financial Rules

(Following legal & Regulatory Frameworks are being updated and may be subject to changes.)

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Finance department brings out the following publications:

**Regular Publications**

i. Civil Service Rules Vol. II.
iii. Punjab Financial Rules Vol. II.
v. Treasury Rules.
viii. Travelling Allowance Rules.
ix. Pension Rules.
x. G.P. Fund Rules.
xii. Leave Rules.

**Periodic Publications**

i. Pay Revision Rules.
ii. Composite Schedule of Rates.
iii. Schedule of Wage Rates.
iv. Compendium of Important Circulars.

**Annual Publications (Budget)**

i. Annual Budget Statement.
ii. Estimates of Charged Expenditure and Demands for Grants (Non-Development).
iii. Estimates of Charged Expenditure and Demands for Grants (Development).
iv. Annual Development Programme.
v. Estimates of Receipts.
vi. Continued and New Expenditure (Non-Development).
vii. Continued and New Expenditure (Development).
viii. White Paper on the Budget.
ix. Budget Speech.

Source: Punjab Portal-The Government of the Punjab