

15

BRIEFING PAPER NO.

PILDAT

JULY 2004

BRIEFING PAPER

FOR PAKISTANI PROVINCIAL LEGISLATORS

Strengthening National and Provincial Legislative Governance

# COMMITTEE SYSTEM OF THE PROVINCIAL ASSEMBLIES OF PAKISTAN

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Pakistan Institute of  
Legislative Development  
And Transparency

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Prepared By

Pakistan Institute of Legislative Development And  
Transparency - PILDAT



*As a Part of*  
Pakistan Legislative Strengthening  
Consortium - PLSC



This publication was made possible through support provided by the U.S. Agency for International Development, under the terms of Award No.391-A-00-03-01012-00. The opinions expressed herein are those of the author(s) and do not necessarily reflect the views of the U.S. Agency for International Development.



**Published by**

Pakistan Institute of Legislative Development And Transparency - PILDAT  
5 - A, Zafar Ali Road, Gulberg V, Lahore-54000, Pakistan.

July 2004

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### **Abbreviations and Acronyms**

<b>Lok Sabha</b>	Lower House of Indian Parliament
<b>NWFP</b>	North West Frontier Province
<b>PAC</b>	Public Accounts Committee
<b>Rajya Sabha</b>	Upper House of Indian Parliament
<b>UK</b>	United Kingdom
<b>USA</b>	United States of America
<b>Vidhan Parishad</b>	Legislative Council (Upper House) of four Indian States' bicameral Legislatures Bihar, Karnataka, Maharashtra and Uttar Pradesh
<b>Vidhan Sabha</b>	Legislative Assembly (Lower House) of four Indian States' bicameral Legislatures Bihar, Karnataka, Maharashtra and Uttar Pradesh

## FOREWORD

“**Committee System of the Provincial Assemblies of Pakistan**”, a Briefing Paper by PILDAT, is a special presentation in the context of the series of PILDAT briefing sessions, being organised for the members of the four provincial assemblies of Pakistan on the “Effective Committee System”. Developed by PILDAT, as part of the Pakistan Legislative Strengthening Consortium - PLSC, supported by the USAID, the paper not only presents a critical overview of the nature and working of the parliamentary committees in the provincial assemblies of Pakistan but also explores the committee system of the state legislatures of India; inviting a healthy comparison with the committee system of the provincial assemblies of Pakistan.

Parliamentary Committees form an integral part of a democratic system as these are the major tools used for parliamentary oversight of the executive as well as participatory decision-making. The strength and buoyancy of a democratic structure can be best gauged by the effective structures in place for a vital committee system. PILDAT, through this briefing paper, endeavours to provide the legislators of the provincial assemblies a comprehensive study on the strengths and weaknesses of the present parliamentary committee system, as well as recommends for its improvement. PILDAT hopes that the study will facilitate awareness and a better learning of the committee system for the members of the provincial assemblies of Pakistan.

The briefing paper is authored by **Dr. Syed Abul Hassan Najmee**, Former Secretary Punjab Assembly. PILDAT especially acknowledges the help and support provided by **Mr. Syed Fakhar Imam** and **Mr. Gohar Ayub**, former Speakers of the National Assemblies of Pakistan, in reviewing this paper.

The author and PILDAT have made significant efforts to ensure the accuracy of the contents of this paper. We, however, do not accept any responsibility of any omission or error, as it is not deliberate.

The views expressed in this paper belong to the author and are not necessarily shared by PILDAT, PLSC or USAID.



## PROFILE OF THE AUTHOR



**Dr. Syed Abul Hassan Najmee** is a Dean, Faculty of Law, University of Central Punjab. He also serves as a Professor of English, Jinnah Memorial College Lahore. He is a highly qualified person, having to his credit Ph.D (Constitutional Law), LL.M, LL.B, M.A (English), M.A. (Political Science), M.A (Urdu), Persian (Hons), D.T.L and D.L.L. His doctoral thesis is on the Constitution of Pakistan with special reference to the emergency provisions and the imposition of three Martial Laws in the country.

With 32 years of experience in judicial/civil service, Dr. Najmee retired in January 2004 from the post of Secretary Provincial Assembly of the Punjab (1993-2004). His multi-disciplinary professions have made him serve as a lecturer, an advocate, a researcher and an expert in 'Parliamentary Procedures and Conduct of Parliamentary Business'.

Dr. Najmee performed judicial and management functions in relation to the Government, the Courts and the Assembly, and dealt with assorted administrative, legal and legislative

matters. Previous positions held by him are Advocate (1970-1972), Civil Judge/Section Officer (1972-1985), Deputy Secretary (Legislation and Parliamentary Affairs)/Additional District and Sessions Judge (1985-1989), Additional Law Secretary (Legislation and Parliamentary Affairs)/Additional District and Sessions Judge (1989-1996), Secretary Punjab Assembly (1993-1999), and Secretary-cum-Advisor Punjab Assembly (1999-2003).

His research work on Islamic Jurisprudence was published as '*Islamic Legal Theory and the Orientalists*'. Moreover, he managed several researches with reference to the business of the Assembly from 1947-1999. Published researches are: '*Punjab Assembly Rulings*' (1985-1996), '*Punjab Assembly Decisions*' (1947-1999), '*Members' Biography (MPAs)*', and '*Handbook for Parliamentarians*'. Dr. Najmee codified the Punjab Laws, which were published in six volumes, as '*The Punjab Code*' (1860-1985). He also carried out a research in respect of the Punjab Laws from 1860 to 2003 and converted the same into electronic format, along with a search facility from different perspectives: the research has been published as '*The Punjab Laws*' on the Web Page of the Punjab Assembly.

Dr. Najmee has also received specialized training on the '*Legislative Drafting and Committee System*' organised by Asia Foundation, '*Democracy in Diverse Communities*', organised by the Government of the USA (Sep-Oct 1996), '*Training for Secretaries of Legislatures*', co-sponsored by Commonwealth Parliamentary Association (CPA) London and West Bengal Legislative Assembly (India) (Dec 1997), '*Orientation for Secretaries of Legislatures*' sponsored by the House of Commons UK (July 1999).

He has attended many national and international conferences/workshops and seminars on topics related to law and parliamentary affairs, organised by CPA, ILO, Asia Foundation, NDI, CCE, Aurat Foundation and PILDAT. He served as resource person/keynote speaker at many of the conferences/workshops.



## 1. INTRODUCTION

Modern welfare states are too expansive, complex and exacting to be effectively managed by a ruler or a government at the center. For organizational expediency and for realizing the objectives underlying modern states, they are divided into numerous administrative regions or units, and on that account, the states are either unitary or federal.

“Democracy by itself may not be the *sine qua* non for good governance”,<sup>2</sup> but, if genuinely set in motion, it certainly has the potentials to institute good governance. Parliamentary democracy is almost a government by as well as in Parliament,<sup>3</sup> and the accountability of the Executive to the people through the Legislature is its essence.

The Constitution of the Islamic Republic of Pakistan envisages ‘*parliamentary form of democracy within a federal layout*’. It classifies powers territorially as well as functionally. The former has been achieved by distributing the legislative and executive powers between the Federation and the Provinces. The functional separation has been obtained by dividing the State authority amongst the Executive, the Legislature and the Judiciary. Thus, the Constitution visualizes an extensive network of interdependent relationship between the Federation and the Provinces, on the one hand, and between the Provincial Executive and the Provincial Assembly, on the other. It provides for a unicameral legislature for each of the four provinces, known as Provincial Assembly of the respective Province, and assigns certain important functions, such as legislation, financial control and accountability of the Executive for the good governance of the province.

The supremacy, within the ambit of the Constitution, of the Parliament and each Provincial Assembly, is the central attribute of our political setup, as the federal and the provincial Cabinets are collectively responsible to the respective legislatures.<sup>4</sup> Parliament can make laws with respect to the subjects cited in the Federal Legislative List. The topics indicated in the Concurrent Legislative List are open to both Parliament and a Provincial Assembly; however, to the extent of repugnancy with a federal law, the provincial law is void. The residuary matters appertain to the Provinces.<sup>5</sup>

The supremacy of the Legislature does not, however, imply that the Executive and the Legislature are rivals. No doubt, the Legislature has the prerogative to oversee the administration, seek information and criticise, but it cannot interfere with the day to day administration of the Executive. The purpose of oversight by the Legislature is not to supplant or impede the Executive, but to assist and impel it to secure more efficient public management and good governance. The Executive has to be allowed necessary freedom, but at the same time it must remain responsive to parliamentary influence and direction. In fact, as associates in the conduct of the public affairs, they are required to collaborate and coordinate and to have mutual respect and confidence, so that the goal is reached.

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## 2. Democracy and Committee System

For diverse reasons, including the constraints of time and expertise, a Legislature cannot thoroughly evaluate and analyse a matter before it, and cannot effectively undertake the multifarious functions assigned to it. Various Committees are accordingly constituted to assist the Legislatures - both federal and provincial - towards the discharge of their duties and functions competently, objectively and efficiently. In addition to this, the second main function of the committees is to oversight the Executive by pledging their accountability in the parliamentary affairs.

In fact, with the rise of democratic culture and constitutionalism, the committee system has also flourished<sup>6</sup> almost in every democracy; the bulk of the work which includes the examination of Bills, Reports/Papers or other matters and the exercise of supervision or surveillance over the administration for purpose of Executive accountability of a Legislature is now done by its committees.

## 3. Parliamentary Committees - System and Advantages

The legislative committees are conceived as eyes and ears of a Legislature, and its essential weapon and armory. A dynamic committee system alone can achieve tangible accountability of the Executive to the Legislature and of the Legislature to the people. In a parliamentary democracy, based on Executive accountability, the Legislature is the principal representative institution of the people, their spokesman, and a link between the people and the Government. It exists "not only to mirror and articulate the opinions, the aspirations and the grievances of the people, it has also to help secure the fulfillments of their wants and expectations, the redressal of their grievances and the solution of the difficulties they face"<sup>7</sup>. Thus, it is the duty of the Legislature to effect good governance in aid of the people. Any failings on the part of the members or the Legislature may provoke public criticism, and even public reaction. In fact, the nation ever keeps the Legislature and its members under review. People judge their performance and achievements mainly on the yardstick of the zeal shown by them and the role they played in improving the lot of the masses, relieving their problems, and realizing the goal of public welfare.

The committee system has certain advantages over the Legislature:

- (a) Committees facilitate a dispassionate and objective analysis of the issues as they can meet more frequently and for longer periods, the working environment is rather quiet and congenial, they may have on-the-spot inquiry or examination for pertinent evaluation and review, and have the opportunity to benefit from expert advice/opinion.
- (b) Parliamentary committees form a loop amongst the Legislature, the Executive and the people. Through public participation at various levels, and a meaningful dialogue between the government and the members, the committees stand a chance to have a more clearheaded and rational conclusion/decision. That also saves a lot of precious time of the Legislature and substantially improves and reinforces its performance.
- (c) Committees can be instrumental to strengthening meaningful control of the Legislature over the finances by an in depth review of the budgetary proposals/demands, and the scrutiny of the utilization of the budget and financial management *vis-a-vis* the objectives achieved.
- (d) Committees render invaluable help to the Legislature as well as the Executive towards accomplishing good governance:
  - by constant evaluation of the policies, programmes and working of departments;
  - by exposing inefficiency, irregularities, extravagance and excesses committed by the administration; and
  - by attending to the grievances of the public, advising and guiding the Executive and suggesting remedial steps.
- (e) Committees, by periodic analysis of the implementation of its own decisions and the decisions of the Legislature, can secure timely implementation of the same.
- (f) The deliberations and reflections of the Committees:
  - may impart a certain degree of knowledge, insight and expertise to the members, government officials and general public; and
  - may facilitate and guide the Executive in having a better organization and planning.

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- (g) A strong committee system propels the government of the day not to take the Legislature for granted.

### 4. Committee System in Indian State Legislatures

Like Pakistan, India is a Federation consisting of 25 States and two Union Territories.<sup>8</sup> In line with the Parliament of India,<sup>9</sup> each State has its own legislature. Whereas, five of the States (*Bihar, Karnataka, Maharashtra and Uttar Pradesh*) have bicameral legislatures,<sup>10</sup> the other States have unicameral legislatures as we have in the four provinces. Subject to minor variations, the Committee system in the Indian States has close semblance with the Committee System of the Federal Parliament of India.<sup>11</sup>

Each State Legislature has standing/permanent committees as well as *ad hoc* committees.<sup>12</sup> Broadly speaking, the permanent committees are elected by the House or nominated by the Speaker for one year. With the constraint of space in this paper, it is difficult to give details of which committees get elected and which get nominated. However, the following data may give a general idea -

- (i) In West Bengal, the Assembly elects four committees,<sup>13</sup> and the other nineteen committees are nominated by the Speaker;<sup>14</sup>
- (ii) In Gujrat, the Assembly elects four committees,<sup>15</sup> and the Speaker constitutes the other fourteen committees;<sup>16</sup>
- (iii) In Rajasthan, the Assembly elects three committees,<sup>17</sup> and the other thirteen committees are appointed by the Speaker.<sup>18</sup>

The *ad hoc* Committees are appointed, from time to time, for a specific purpose, including probe into any Government department, institution or corporation. An *ad hoc* committee constituted for examination of a Bill is called '*Select Committees on Bills*'.

Like the Parliament of India, in some State Legislatures (*such as Kerala, West Bengal, Orissa*), Subject Committees are also constituted exclusively to deal with the relevant subjects such as health, environment, public works, social welfare, irrigation, transport, commerce and industries.

Certain standing/permanent Committees are common to all the State legislatures; viz.- Committee on Public

Accounts,<sup>19</sup> Committee on Estimates,<sup>20</sup> Committee on Public Undertakings,<sup>21</sup> Committee on Subordinate Legislation,<sup>22</sup> Committee on Petitions,<sup>23</sup> Committee on Privileges,<sup>24</sup> and Committee on Assurances.<sup>25</sup>

Most of the State legislatures also constitute a few other permanent/standing committees; viz.- Committee on Welfare of Scheduled Castes, Committee on Welfare of Scheduled/Nomadic Tribes, Committee on Library, Business Advisory Committee, Rules Committee, House Committee,<sup>26</sup> and Other Committees.<sup>27</sup>

The functions of the committees include the examination of the bills referred to them, scrutiny of the activities of the Executive, and adequate surveillance of administration to ensure accountability to the legislature. The meetings are held in private and the proceedings are treated as confidential.<sup>28</sup>

As an *ad hoc* committee is constituted for a specific purpose or a Bill, it may scrutinize only such matter or Bill as is referred to it. However, a subject committee may examine those matters, relating to it, as the Assembly or the Speaker may refer to it or as it may deem fit to study and analyse.<sup>29</sup> Most of the standing/permanent committees review and evaluate the issues referred to them; however, some of these committees, such as Committee on Public Undertakings and Committee on Estimates, also have the *suo motto* powers and can take up a matter themselves.<sup>30</sup>

### 5. Committees of the Provincial Assemblies of Pakistan

With a few exceptions, the committee system in the two Houses of the Parliament of Pakistan and in each Provincial Assembly is almost identical. One important difference is that whereas the standing committees of the National Assembly have the *suo motto* power to examine "the expenditure, administration, delegated legislation, public petitions and policies of the Ministry concerned and its associated public bodies",<sup>31</sup> the committees of the Provincial Assemblies have no such power; they examine only such Bills and other documents or matters as the respective Legislature may refer to them.<sup>32</sup>

The committees are constituted and function under the Constitution, and the rules of procedure framed

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thereunder,<sup>33</sup> viz.-

- Rules of Procedure of the Provincial Assembly of the Punjab 1997 (hereinafter called '**Punjab Rules**') (*Appendix I*);
- Provincial Assembly of Balochistan Rules of Procedure and Conduct of Business 1974 (hereinafter called '**Balochistan Rules**') (*Appendix II*);
- Rules of Procedure of the Provincial Assembly of Sindh (1973) (hereinafter called '**Sindh Rules**') (*Appendix III*); and
- Provincial Assembly of North-West Frontier Province Procedure and Conduct of Business Rules 1988 (hereinafter called '**NWFP Rules**') (*Appendix IV*).

### 5.1 Kinds of Committees

Each Provincial Assembly constitutes three types of Committees; viz.- Standing Committees, Select Committees and Special Committees. A list of the standing committees of each Provincial Assembly is given in *Appendix-V*.

#### 5.1.1 Standing Committees may be classified as -

- Departmental Standing Committees which examine Bills or other matters pertaining to the department(s) assigned to each,<sup>34</sup> and
- Other Standing Committees which deal with the specific matters allocated to each, such as public accounts, privileges, assurances, library, members' accommodation, and finances of the Assembly.<sup>35</sup>

#### (a) **Composition, Election and Conduct of Business of the Standing Committees**

• **Composition:** A standing committee consists of such number of elected members as are provided in the Rules of Procedure.<sup>36</sup> In the Punjab and Balochistan, the Minister and the Parliamentary Secretary concerned, and in Sindh and NWFP the Minister concerned are *ex-officio* members of the respective committee.<sup>37</sup> A member of a Committee may submit his resignation to the Speaker.<sup>38</sup> Casual vacancies are filled in the manner prescribed for the election of the committees.<sup>39</sup>

• **Election:** The Assembly elects its standing committees for the duration of the Assembly;<sup>40</sup> however - (a) in the Punjab and Sindh, the Speaker constitutes House Committee and Library Committee;<sup>41</sup> and (b) the House Committees of the Punjab and Sindh Assemblies are constituted for a period one year at a time.<sup>42</sup>

In the Punjab and Balochistan the committees are elected in terms of the agreement between the Leader of the House and the Leader of the Opposition, and in the absence of the Leader, by his Deputy. In case there is no such agreement, the members of each committee are elected on the principle of proportional representation by means of a single transferable vote in accordance with the procedure laid down in the relevant Schedules. However, in Sindh and NWFP, the committees are elected in accordance with the procedure agreed to by the leader of the parties in the Assembly. In case, there cannot be any agreed procedure, the election is held by single non-transferable vote.<sup>43</sup>

• **Chairman:** The Chairman of a standing committee is elected by the members of the committee from amongst themselves.<sup>44</sup> However,

- (i) the Speaker is the *ex-officio* Chairman of the Finance Committee of each Assembly;
- (ii) in the Punjab and Sindh, Deputy Speaker is the Chairman of the Library Committee; and, the Chairman of the House Committee is nominated by Speaker;
- (iii) in Balochistan and NWFP, the Deputy Speaker heads the House and Library Committee;
- (iv) in NWFP, the Speaker is the *ex-officio* Chairman of the Public Accounts Committee, and the Deputy Speaker is the Chairman of the Committee on Procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances.<sup>45</sup>

• **Meetings:** The Chairman fixes the meetings; however, in the absence of the Chairman, the Secretary may fix a meeting.<sup>46</sup> Except in Sindh, a meeting may also be requisitioned by at least three members of the committee. In the Punjab and NWFP, the Chairman is required to call a meeting within twenty one days of the receipt of the requisition; and, in Balochistan, within seven days.<sup>47</sup> In the Punjab and Balochistan, except otherwise decided by the committee, the meetings are held in camera/private.

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However, in Sindh and NWFP, the meetings are generally open but the committee has the power to hold a meeting in camera. The Chairman presides the meetings of a committee; and, in his absence, the members present may elect from amongst themselves a Chairman for that sitting.<sup>48</sup> The member-in-charge of the Bill, or the member who proposed the subject or the matter for examination by the committee may attend the meetings of the committee. Secretary Law and Secretary of the concerned department, or their representatives, also attend the meetings as experts.<sup>49</sup>

• **Quorum:** For a meeting of a standing committee:

- (i) In Punjab, three elected members of a committee, and in case of Committee on Privileges and Public Accounts Committees, four elected members form the quorum;
- (ii) In Balochistan, four elected members of a committee and in case of Public Accounts Committees, three elected members constitute the quorum;
- (iii) In Sindh, one third of the total membership of the committee (a fraction is counted as one) make up the quorum; and
- (iv) In NWFP, three members of a committee, and in case of Public Accounts Committee, and Committee on Procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances, four members compose the quorum.<sup>50</sup>

• **Concurrent Meetings/Sittings:** Except with the leave of the Speaker, a committee cannot meet while the Assembly is sitting; and, in the event of the Assembly and a committee holding meetings at the same time, the Chairman is required to suspend the meeting for the committee, if a Division is being called in the Assembly to enable the members to vote in the division.<sup>51</sup>

• **Voting:** All questions at a meeting are decided by the majority of the elected members present and voting. Except in the case of NWFP, the Chairman or the member presiding in his absence cannot vote except in the event of equality of votes. In NWFP, however, the chairman or the member for the time being presiding the meeting votes along with the other members, and in case of a tie, he has another vote.<sup>52</sup>

• **Sub-Committees:** A committee of the Punjab and NWFP Assemblies may appoint a sub-committee; however, the constitution of a sub-committee in the Punjab requires prior approval of Speaker. A sub-committee may examine and report to the Committee on such issues as may be assigned to it by the committee.<sup>53</sup>

• **Powers to summon:** In the Punjab, Balochistan and Sindh, a committee may summon and examine any person or the records of the Provincial Government and of statutory bodies, autonomous or semi-autonomous, under that Government; but, it cannot send for any paper or record relating to a proposed taxation. However, in the interest of security of State or maintenance of public order or generally in public interest or on account of any other sufficient reasons, a department may claim privilege for any record sent for or exemption for the public servant summoned to give evidence. If a committee is not satisfied with the reasons in the wake of the privilege claimed, it may, through the Speaker, obtain orders of the Governor (Chief Minister in the case of Sindh) whether or not the privilege or exemption has been properly claimed. The orders of the Governor or of the Chief Minister (as the case may be), are final. Almost identical powers vest in the committees of the NWFP; however, Government may decline to produce a document on the ground that its disclosure would be prejudicial to the defence, security or external relations of Pakistan.<sup>54</sup>

• **Reports:** Unless otherwise determined, a committee is required to present its report within thirty days, or within such extended time as may be allowed. The report must embody the views of the Minister/Parliamentary Secretary concerned, and those of the minority, if any. It must clearly set forth the recommendations of the committee, and be signed by the Chairman, and in his absence by any other member of the committee. A Committee may also make a special report on any matter that comes to its notice during the course of its work. The Chairman and, in his absence, any other member of the committee may present the report to the Assembly.<sup>55</sup> Unless laid in the Assembly, the evidence, report or proceedings of a committee is treated as confidential and cannot be published by anyone. The same is also not open to inspection by any one. However, in case of NWFP, the committee, and in respect of other provinces, the Speaker may allow such inspection.<sup>56</sup>

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**(b) Functions of the Departmental Standing Committees**

A departmental standing committee may examine (a) the Bill(s) referred to it; and (b) any other subject or matter assigned to it for study, analysis and examination.<sup>57</sup> While examining a Bill, the committee is also required to scrutinize that the same is in accordance with the provisions of the Constitution. It may propose such amendments as are within the scope of the Bill. However, the committee has no power of preventing a Bill from being considered by the Assembly.<sup>58</sup>

**(c) Kinds and Functions of Other Standing Committees**

The other standing committees are not assigned any particular department(s), and deal with the stipulated subjects. Most of these committees are common to all the Provinces; however, certain committees are peculiar to a Province.

**• Public Accounts Committee (PAC)**

Each Provincial Assembly elects a Public Accounts Committee, except the Punjab Assembly which has two such committees. The committee is headed by the Chairman elected by the members of the committee from amongst themselves; however, the Speaker heads the committee in NWFP Assembly. Finance Minister is an *ex-officio* member of the respective committee.<sup>59</sup>

A Public Accounts Committee:

(i) scrutinizes the Appropriation Accounts of the Provincial Government and the Report of the Auditor-General thereon and such other matters as may be referred to it;<sup>60</sup>

(ii) must satisfy itself that -

- the moneys shown in the accounts as having been disbursed were legally available for, and applicable to, the services or purposes to which they have been applied or charged;
- the expenditure conforms to the authority which governs it; and
- that every re-appropriation had been made in accordance with the existing rules;

(iii) examines the statements of accounts and the report of the Auditor-General thereon in respect of various corporations, trading and manufacturing schemes, concerns and projects, as well as autonomous and semi-autonomous bodies; and

(iv) examines the reasons for excess expenditure, if any, and makes suitable recommendations.<sup>61</sup>

**• Committee on Privileges/Rules of Procedure and Privileges**

The Punjab Assembly constitutes a committee on Privileges; however, the rules do not envisage any committee on the rules of procedure.<sup>62</sup> In Balochistan and Sindh, there is one Committee known as '*Committee on Rules of Procedure and Privileges*', which deals with both the subjects.<sup>63</sup> The same is true of NWFP; however, the said committee in that province has also been assigned the work relating to the '*implementation of Government assurances*' and is called '*Committee on Procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances*'.<sup>64</sup>

The Committee examines the questions of privilege referred to it, and determines in each case whether or not a breach of privilege of a member, a committee or the Assembly is involved, and makes suitable recommendations in the light of the nature of the breach and the circumstances leading to it. In Balochistan and Sindh, the committee also examines matters pertaining to the rules of procedure and conduct of business. However, in NWFP, in addition to examining the procedural rules, the committee monitors the implementation of Government assurances.<sup>65</sup>

**• Committee on Government Assurances**

The Committee<sup>66</sup> monitors the implementation of the assurances, promises and undertakings which a Minister or a Parliamentary Secretary extends on the floor of the Assembly. It examines whether the assurances, promises or undertakings have been implemented; and, if so, within what time and to what extent. The committee also appraises the reasons on account of which the same were either not actualized, or were executed in part, or were effected with unreasonable delay, and makes suitable recommendations, including suggestions for the implementation of the same. In fact, the committee is instrumental in impelling the Government to fulfil its commitments.

The Punjab, Balochistan and Sindh, have a separate committee for the purpose. The Chairman is elected by the members of the committee from amongst themselves, and the Speaker is empowered to refer a matter to the committee. However, as indicated above, in NWFP, the

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`Committee on Procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances' deals with assurances, promises and undertakings, along with questions of privileges and the rules of procedure. The Deputy Speaker is the Chairman, and the Assembly can refer a matter to the committee. Nevertheless, the Committee submits its report to the Assembly.<sup>67</sup>

### • **House Committee/Library Committee**

In the Punjab and Sindh, the Speaker constitutes separate `House Committee' and `Library Committee'. However, in Balochistan and NWFP, both the functions have been assigned to one committee designated as `House and Library Committee', which the Assembly elects.<sup>68</sup>

The committee(s) -

- (i) examines the matters relating to residential accommodation for members of the Assembly, and exercises general supervision of the members' hostels, including facilities for accommodation, food, medical and other amenities; and
- (ii) deals with matters concerning the Library and its improvement.<sup>69</sup>

### • **Finance Committee of the Assembly**

Each Provincial Assembly elects a Finance Committee.<sup>70</sup> The Speaker is the *ex-officio* Chairman, and the Finance Minister is the *ex-officio* member of the committee.<sup>71</sup> This is the only committee for which a specific provision has been made in the Constitution - Article 88 read with Article 127 of the Constitution of the Islamic Republic of Pakistan, according to which the committee can make rules for the conduct of its business.

The Committee:

- (i) approves the Annual and Supplementary Budget Estimates of the Assembly and its Secretariat;
- (ii) allows incurring of additional or new expenditure in anticipation of the provisions of funds;
- (iii) generally controls the expense of the Assembly and its Secretariat;
- (iv) makes recommendations in regard to any financial matter referred to it by the Assembly or the Speaker; and
- (v) performs certain administrative functions which have financial implications, such as the creation of certain posts under the relevant rules.

The Finance Committee of the Balochistan Assembly is required to prepare a report by 31 July each year on its activities during the last financial year. The same is laid in, and may be discussed, by the Assembly.<sup>72</sup> There is, however, no such requirement in the other three Provinces.

### • **Business Advisory Committee**

In the Punjab, the Speaker is empowered to constitute, in consultation with the Leader of the House and the Leader of Opposition, the committee consist of not more than 12 members, with the Speaker as Chairman. The committee deals with the business of the Assembly, and allocation of time for various types of business, and for various stages of the same business. The Speaker may assign any other function to the Committee.<sup>73</sup>

### • **Committee on Law Reforms and Control of Subordinate Legislation**

The committee, which is constituted in the NWFP Assembly, examines the existing legislation for purposes of updating the same, suggests new legislation, proposes ways and means to implement the recommendations of the Council of Islamic Ideology, and assists the Assembly in the process of bringing the provincial laws in accordance with the injunctions of Islam. It also examines whether or not the required subordinate legislation has been made within reasonable time, and that the same has been enacted in conformity with the guidelines and policy given in the parent law. It may also make suggestions for improvement, modification or even withdrawal of part or whole of such legislation. It consists of 8 members, elected from amongst lawyers, ulemas and technocrats who are members of the Assembly.<sup>74</sup>

### • **Judicial Committee**

The committee, which is exclusive to NWFP, is constituted under the NWFP Powers, Immunities and Privileges Act. The said law provides punishment for various acts of breach of privilege. In case the Privilege Committee holds that a breach of privilege has taken place, and further proceedings, including punishment, are required, the award of that committee is referred to this committee for further necessary proceedings.<sup>75</sup>

### 5.1.2 Select Committees

On introduction, a Bill, other than a Finance Bill, is referred to the Standing Committee concerned. The report of the

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committee is laid in the House. On a motion that a Bill be considered forthwith,<sup>76</sup> any member may move an amendment that the Bill be referred to the Select Committee proposed in the motion. In NWFP, however, a Bill may also be referred to a Select Committee at the time of its introduction.<sup>77</sup>

In the Punjab, Balochistan and Sindh, the Minister in charge of the department to which the Bill relates, the Chairman of the standing committee concerned, Law Minister and the member-in-charge form part of every select committee. The Chairman of the standing committee concerned is the Chairman of the select committee. However, in NWFP, in addition to the above, the Deputy Speaker or a member of the panel of Chairmen as the Speaker may nominate, and the Advocate General are also included in such a committee; and, the Minister of the concerned Department is its Chairman.<sup>78</sup>

Unless otherwise provided in the rules pertaining to a select committee, it has all the powers of a standing committee,<sup>79</sup> and may suggest such amendments in the Bill as are within the scope of the Bill. The report is presented to the Assembly.<sup>80</sup>

### 5.1.3 Special Committees

In addition to the above committees, a Provincial Assembly may constitute one or more Special Committees for examination and analysis of any matter. For example, in the absence of Standing Committees, the Provincial Assembly of the Punjab has been constituting special committees to examine Bills.

The proceedings of a Special Committee are governed by the rules applicable to a standing committee, and has the same powers and privileges.<sup>81</sup>

## 6. Inefficient Committee System and Some Causes

As parliamentary committees glean their nerve and vitality from the Legislature they represent, their efficiency and purposeful productivity immensely banks on the vitality and effectiveness of the Legislature. The committees cannot blossom and energize, and cannot render genuine aid to the Legislature or the Executive, in case the parent-body (the Legislature) itself is spineless, passive or disabled, or if it is

unprotected, vulnerable or helpless, or if the Executive overlooks or undermines the norms and traditions of parliamentary democracy.

Theoretically speaking the Provincial Assemblies of Pakistan are supreme or sovereign and unfettered in the performance of the allotted functions; and the Constitution, the existing procedural rules and parliamentary conventions provide sufficient scope for public welfare legislation, the assessment of Ministerial responsibility and for criticising and influencing government policy.<sup>82</sup>

The existing committee system in NWFP seems to be more elaborate than that in the other three Provinces. However, the ground reality has generally been unsatisfactory. Experience over years shows that for diverse reasons, the provincial Assemblies and the committees have not been able to function at the desired level, and render the requisite assistance to the Legislatures or the Executive. It appears that by and large, they were marginalized and reduced to an inferior position even in matters of legislation and overseeing the Executive. The committees have, more or less been playing a ceremonious role rather than of an effective oversight.<sup>83</sup>

Without being exhaustive, the Assemblies and its committees have remained frail and toothless on account of some of the reasons mentioned as following.

### 6.1 The 'infirm' Democracy

The constitutional and political history of Pakistan leaves no doubt that we are still far away from the cherished goal of genuine Democracy - Democracy in aid of the common man, and for his welfare. The 'Despot', in the garb of 'democracy', 'Islam', and 'constitutionalism', has long swayed the nation. Most of the captivating pledges screened the egocentric trends and rapacious propensities of the said 'Demon'. The changes committed or claimed to have been effected, in fact, left the conditions virtually unchanged, if not worsened. True that the two-faced or pseudo socio-political system has been responsible for the dismal state of affairs.

However, with just exceptions, the public representatives, individually as well as collectively, and the assorted bureaucracy cannot be absolved of the blame. It is they who, for ulterior motives and paltry gains, capitalized on the

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nation and manipulated the masses. They appear to have done an irreparable damage to the edifice of politics and good governance. It is remorseful that the Assemblies and the parliamentary committees, which are the strongest arm of the Assemblies, have intentionally been kept helpless, and disabled. In the given context, it is not surprising that the governing institutions in the country could not thrive.

### 6.2 Deficient Financial Control

The authority of financial sanction/control is, in fact, the repository power of a Provincial Assembly to bend the authorities to its mandate. The ground reality, however, is that the Provincial Assemblies or its committees have had rather insignificant role in financial matters because,

- (i) the budgetary proposals/estimates are framed by the departments, and are not discussed with the members either informally or in a pre-budget session, or in any other reasonable manner,
- (ii) on account of the rule by the majority party, the Assemblies, over years, have been found passing budgets framed by their governments without much demur or meaningful changes,
- (iii) the committees have had no role in this area of utmost importance, as the budgetary estimates/demands, and even the Finance Bill have somehow remained a forbidden fruit for them,
- (iv) the schedule of the budget session is calculatedly kept tight so that the budget is rushed through the Assembly within days,
- (v) the general discussion on the budget spanning over a few days (four to six) is an eye-wash and mere formality, with no tangible results,
- (vi) the Executive Governments and departments hardly take any notice of the criticism/proposals of the members,
- (vii) the demands for grants of a majority of the departments are guillotined and passed without discussion; even the debates on a few demands are wide ranging and not pin-pointed,
- (viii) the Assembly hardly takes cognizance of the gross abuse by the Executive of the power of 'supplementary grants': the Supplementary Budget, each year, was passed as a formality on the assumption that the money stood spent, and
- (ix) the Assemblies or its committees do not have any

powers to oversee, on regular basis, the expenditure made from the moneys granted by the Assembly, and the objectives achieved.<sup>84</sup>

### 6.3 Hasty Legislation

Legislation, in a democratic polity, is normally undertaken by the legislature, commanded by '*political majority*'. Experience over years shows that for well known reasons, including the indecent hurry most often shown by the Executive, the assemblies and its committees often found themselves crippled; they were often constrained to rush through a Bill or a matter within hours. They were unable to have a detailed examination of the matter in hand and there has generally been a hasty ratification of drafts submitted by the Governments. Some of the Bills were not referred to any committee. The consideration of others has been a formality or a parliamentary ceremony. In some stray cases, the amendments recommended by a Committee were brushed aside on the basis of the majority in the Assembly.

### 6.4 Execution of the Laws

Making of a good law is as important as its execution and implementation. The Assembly which makes laws has an inherent right to oversee, through its committees the implementation of the laws. Unfortunately, the Provincial Assemblies and its committees has had no role in this important area of concern.

### 6.5 Subordinate Legislation

A Provincial Assembly has the exclusive right to legislate in respect of the residuary matters, and on the subjects mentioned in the concurrent legislative list, in case a Federal law on the subject is not in existence. The residuary matters are those matters which are not contained either in the Federal Legislative List or the Concurrent Legislative List.<sup>85</sup>

For manifest constraints, the Legislature only lays down the fundamental policy and the guidelines in respect of a law, and authorizes the Executive to enact subordinate legislation in the form of rules, regulations and bylaws.

The delegated authority can be used in accordance with the conditions laid down in the law or as are generally applicable to such legislation. For example, a subordinate legislation must remain within the ambit of the policy of the law; it should not embody any matter which can be provided

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only through the parent law; it cannot impose any tax or bar the jurisdiction of the courts; it cannot be given retrospective effect, unless so authorised by the law; and it should not involve expenditure from the Provincial Consolidated Fund or the Public Accounts of the Province.

Subordinate legislation is either delayed, or it may not be framed in accordance with the law, or it may deviate from the policy of law or militate against its spirit, or may otherwise *ultra vires*<sup>86</sup> the law or the Constitution. The Assembly, through the relevant committee, has a right to have a constant review of the exercise of the delegated legislative authority. However, except in NWFP where a committee exists for the purpose,<sup>87</sup> the Assemblies in the other three provinces do not possess the power to review subordinate legislation.<sup>88</sup>

### 6.6 Scrutiny of the Affairs of Statutory Bodies

With the expansion in the State activities and functions, there has been an increase in the number of statutory corporations and state enterprises, involved in a wide range of industrial and other economic activities. The Public Undertakings are, in fact, an extension of the Government, and perform such functions of that Government as are assigned to them. These Undertakings involve a huge amount of the taxpayers' money. At present, their activities are to some extent reviewed by the Public Accounts Committee. But that committee, for legal inhibitions and other constraints, cannot undertake a detailed analysis of the working of Public Undertakings.<sup>89</sup> Their extensive activities and operations largely remain unexamined rather hushed up, as the Provincial Assemblies have not so far evolved any effective device for substantial superintendence of such Undertakings.

### 6.7 Redress of Public Grievances

Notwithstanding a system of courts, and administrative justice through ombudsman and such like institutions, public grievances have been on the rise. The people look towards their representatives in the Assembly for the redressal of their grievances. In many countries including India, the Legislatures do attend to the public grievances on public petitions through the appropriate committees. Some of these petitions also reflect on the malfunctioning of the administration, including executive excesses, and acts of omission and commission. The Legislature can play a corrective as well as curative role. However, the Provincial

Assemblies have not so far undertaken the important function.

### 6.8 Evaluation of Papers

A number of Papers and Reports are laid on the Table of the House either to fulfil the requirement of law or for information of the members. Sometimes, these Papers are of vital importance because they unveil the working of the government departments, and need detailed examination by the Assembly through its committees. However, at the moment, the laying of Papers and Reports is construed as mere formality: they are left unattended and are dumped by the Assembly Secretariats.

### 6.9 Oversight

Not to speak of any effective control over the Executive, the Provincial Assemblies and its committees, in fact, do not perform any such function on regular basis for want of powers and devices, external controls and interference, party discipline and unfavourable conditions, including authoritarian or egoistic approach. The abstract notion that as the Assembly make or unmake the Government, the Executive becomes accountable to the Assembly is rather deceptive: it is an extreme step to supplant a Government. The essence of oversight involves day to day monitoring of the activities and policies of the Government and its departments, and advice and guidance to them at the relevant time and before the damage is done.

### 6.10 Provision of Support Services

The committees of the Provincial Assemblies have to function in the most unfavourable environment mainly because the Assembly Secretariats are not adequately equipped to render the much needed logistic support and services to the Assemblies or its committees and members. In the absence of vibrant logistic support, research and expert services, and classified data, the committees are seriously handicapped, and so are the Assemblies.

## 7. Need for Reforms

The public interest demands that the Provincial Assemblies, without tarrying any further, should realize their responsibility, and, instead of directing their energies towards gratifying the inordinate yearnings and ambition of a few, they must transform themselves into dynamic and

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productive institutions, with a view to accomplishing the objective envisioned in the Constitution, and dictated by the community. The Assemblies and their committees shall have to make conscientious endeavours to steer the nation through the present situation of crises, misgivings, turmoil and confusion towards the cherished haven of 'Welfare State'. The assemblies must evolve and implement a mechanism, and reinforce the committee system, effectively,

- (i) to manage, regulate and shield the public exchequer/purse by applying strict checks on the exercise of financial and administrative authority of various functionaries of the Province,
- (ii) to review laws in the larger public interest and to effect public welfare and good governance,
- (iii) to monitor the implementation of laws and guide the functioning of the departments on continuous basis,
- (iv) to influence, guide, motivate and steer the legislators for public welfare planning,
- (v) to oversee the Executive, and to have a regular scrutiny and evaluation of the executive policies and actions,
- (vi) to disseminate and exchange information, and to stimulate public participation in the discharge of legislative functions,
- (vii) to safeguard public interests, and to remedy the grievances of the citizens against administrative excesses and acts of omission and commission,
- (viii) to scrutinize and conduct thorough investigations into all the affairs, including policies, decisions and actions, of the Executive, and
- (ix) to provide the formative lead to the society, and breed and groom leadership.

Although the primary responsibility of the committees is to resist all types of pressures, and discharge their functions in larger public interest, however, in the present scenario, the Committees can hardly be expected to keep effective surveillance over the entire area of governmental activity on a regular and continuing basis. It is necessary that the committee system is rationalized and the committees should be given power and capacity to function in a democratic layout so that they play their due role in promoting the democratic culture, and good governance.

The need is that standing committees are made part of the decision making process rather than reacting to events. They should also be empowered to take up the consideration of implementation of any policy and scheme; to have effective control of broad policies, budget and legislation relating to each department without interfering in their day-to-day administration; and, to have the periodic review of action taken by the Government on their recommendations.

However, a lot depends on the democratic outlook and conduct of the public representatives and the political parties, the candid and honorable approach of the leadership of the political parties, the participative and cooperative role of the Government departments, and appropriate logistic support available to the committees.

## 8. Suggestions and Recommendations

### 8.1 Prompt Formation of Committees

To circumvent the delay usually caused in the formation of committees, it may be stipulated in the respective rules that all the committees are made operational maximum within three months from the induction of the Assembly. In Sindh, for example it has been provided that the Assembly shall elect various committees during its first session after the general election.<sup>90</sup>

### 8.2 Domain of the Standing Committees

The role of the standing committees and the extent of their powers be reviewed and widened, so that the Legislatures can exercise greater scrutiny of governmental functions. In addition to the scrutiny of Bills, the departmental standing committees be entrusted the undermentioned functions:

- (i) Every department of the Government must submit an annual report spelling out its achievements and failures and the causes of failures. The relevant standing committee may be empowered to examine in detail the annual reports of the department(s),
- (ii) Important Papers, including statutory Reports, laid on the Table of the House, may be referred to the standing committees concerned for examination and report. The committee may examine whether there has been compliance with the Constitution or any other statutory instrument;

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whether the reports are in order and what further steps be taken in respect thereof; whether there has been any unreasonable delay in laying the Papers before the Assembly and the reasons of such delay. The committee may also perform such other functions in respect of the Papers laid on the Table as may be assigned to it by the Assembly or the Speaker,

- (iii) The standing committee concerned may be actively associated in the preparation of basic long term policies and projects, and the documents pertaining to the same be referred to the committee for detailed examination,
- (iv) The function of the scrutiny of the budget estimates and expenditure be entrusted to the departmental standing committees; or, a new committee known as 'Committee on Estimates' be constituted for the purpose.<sup>91</sup>
- (v) There is need for an institutional arrangement within the Provincial Assemblies for continuous monitoring and assessment of the working of the laws so that appropriate remedial action is taken. This function be assigned to the standing committees concerned.

### 8.3 New Committees

The number of the existing departmental standing committees be reduced/rationalized by clubbing departments on the criteria that analogous subjects remain with the same committee, and the following new committees be set up:

(i) **Committee on 'Subordinate Legislation'**, consist of expert members, be constituted in each Provincial Assembly except NWFP where such committee already exists<sup>92</sup> - to have a constant review of subordinate legislation. The committee should scrutinise whether the powers to make rules, regulations, bye-laws, scheme or other statutory instruments conferred by the Constitution or any law have been properly exercised within such conferment or delegation, as the case may be; whether it is in accord with the general objects of the Constitution or the law; whether it appears to make some unusual or unexpected use of the powers conferred by the Constitution or the law; whether there has been

unjustifiable delay in its publication or in laying it before the House; and whether for any reason its form or purport calls for any elucidation.

The committee may examine the Bills to ensure that it provides sufficient safeguards and guidelines for subordinate legislation, or it does not suffer from excessive delegation, and that suitable provisions for the laying of the rules, regulations, etc., before the House have been made therein. The Committee may also examine representations made to it in regard to rules, regulations, bye-laws, etc. made or required to be made under an Act.

(ii) **Committee on Public Undertakings:** It is necessary for each provincial Assembly to have a mechanism to keep an effective watch over public sector projects. For the purpose a 'Committee on Public Undertakings' or by whatever name it may called, be constituted. The committee must examine the reports and accounts of the public undertakings and determine whether the affairs of these institutions are being managed in accordance with sound business principles and prudent commercial practices.

(iii) **Committee on 'Public Petitions'** be constituted to take or suggest appropriate action for the redress of the grievances of the public, and propose remedial measures to prevent recurrence of such incidents.

### 8.4 Support Services

The Secretariat of the Committees in each Provincial Assembly be substantially strengthened and suitably equipped so that it is capable of providing efficient support services to the members: the services may include groundwork for the meetings, preparation of briefing material and briefing papers, easily accessible data, the readily available expert/technical advice, preparation of committee reports, and a device for follow-up action.

### 8.5 Public Participation

The effective performance of the committees also depends on the willingness of persons to share their knowledge and expertise with the committees. For the purpose, copies of the issues/matters under consideration should be widely circulated, and the response received must be duly

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considered. The committees should also try to benefit from the views of comparatively weaker section of society by reaching out to them.

### 8.6 Budget Formulation

Before formulating the budget of his department, the Minister concerned should informally discuss with the relevant standing committee, the budgetary proposals. Similarly, the budgetary proposals/estimates may be discussed in the Assembly in a pre-Budget session. The recommendations/views of the members on both occasions be accommodated as far as possible.

### 8.7 The Internal Mechanism

The respective political parties should establish an in-house mechanism to guide and advise its member at a committee, in respect of the issue or matter under discussion.

### 8.8 Follow-up Machinery

The Assembly should seriously debate and evaluate the reports of the committees and must press the implementation of the reports approved by it. The departments be bound to report back to the Assembly in regard to what they have been able to do or not to do. An annual report should be submitted to the Assembly, indicating how many recommendations have been made by the various committees and what action has been taken by the Government, how many have been rejected and what happened to the remaining recommendations. There should be some follow up machinery.

### 8.9 Open Sittings

The committees must conduct proceedings and take evidence publicly, although they may retain the power to hold any meeting in camera. The meetings should be open to the members of the public. Although, a meeting in camera has some benefits, including the possibility of liberal discussions, the openness rather gives greater strength to the system, as both the committee and the departments have to be on toes, being watched by the public and the press. People also remain abreast of the activities of their representatives, and their good performance may enrich their image.

### 8.10 Shared Relationship

Unfortunately, at present various committees of a Provincial

Assembly function almost in isolation, and have no opportunity to share the experience, the training and the knowledge of the other committees. Comparably, the committees of one Provincial Assembly have no nexus either with the committees of the other Provincial Assemblies or with those of the Parliament. That adversely affects the process of learning and developing expertise by mutual interaction. The Parliament and Provincial Assemblies should pool up their resources and jointly hold a series of briefing sessions, seminars, workshops and conferences throughout their tenure.

### 8.11 *Suo Motto* Powers

Provision of the *suo motto* powers to the committees to take up any matter on their own, has proved to be a matter of contention in Pakistan. On the one hand there has been a strong demand that the committees be empowered to take up any matter on their own - be given *suo motto* powers. On the other hand, a justification against it holds that the exercise of *suo motto* powers needs a certain level of maturity in the recurrent political system, which parliamentary system in Pakistan is yet to acquire.

Based on the rationale of the committee system, provision of *suo motto* powers to the committees seems inevitable. It maintains proper accountability of the government before the committees whereas committees are not dependent on the ministries or the assembly for referral and can enquire into any matter under their jurisdiction which they deem fit for committee consideration.

However, to exercise such a power, infrastructural support needs to be in place. More powers for committees would obviously entail greater responsibility on the part of the public representatives, and liberal and unbiased support from the administration. Thus, while considering conferment of *suo motto* powers on the committees (a) the Secretariats of the Committees should be reasonably strengthened and suitably equipped, including adequate space for holding simultaneous meetings by a number of committees, and (b) detailed orientation of the public representatives as well as the government officials should be arranged so that they are clear about their respective authority and limitations or constraints.<sup>93</sup>

Moreover, until the committees are given the right of *suo motto*, the assemblies should liberally assign assorted

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matters/business to the relevant committees.

**8.12 Certain Other Measures**

- (i) The committees should cultivate the convention of working objectively in a team, regardless of party affiliation.
- (ii) More time spent means closer attention to various issues; however, the meetings of the committees should be made cost-effective. The trend of late has been to have only one sitting spreading over maximum two hours in a day. This should preferably be extended to two sittings a day or at least a longer sitting on a day.

**9. Conclusion:**

Needless to reiterate that the prosperity and achievements of a democratic polity mainly depend on the competence and strength of the legislature, and its committees, the capacity and conduct of public representatives, the sacrifice they are prepared to make at the shrine of '*Autonomy*', and the way they grapple with demanding situations, with a view to leading the masses towards the consummation of the socio-economic revolution and achieving the objectives of '*Welfare State*'.

All said and done, conditions may not improve and the Assemblies may not be effective, unless -

- (i) the public representatives conduct themselves with maturity and responsibility, they jealously guard against any impingement on their independence, and they accept that national interest, including welfare of the masses, is paramount and all other pursuits are only subsidiary;
- (ii) Government and Government officials candidly embrace and respect the authority of the Assembly and its committees, yield them the necessary freedom and collaboration, and execute their decisions sincerely and faithfully; and
- (iii) people are given to understand that law is supreme, their problems cannot be resolved overnight, and the solution is possible only within the framework of law, and in the backdrop of the basic parameters of the nation.

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4. The Constitution of the Islamic Republic of Pakistan, Article 91(4) and Article 130(4).
5. *Ibid.*, Article 142 read with the Fourth Schedule and Article 143.
6. The Committee system was initiated in UK, followed by the USA and, then, by France. With time, other countries emulated the model. For the Evolution of Parliamentary Committees in Pakistan and for elaborate discussion on committees of other democratic parliaments, see PILDAT Briefing Paper No 13 "Parliamentary Committee System in Pakistan: Comparison with American, Australian, British and Indian Systems" May 2004, available at [www.pildat.org](http://www.pildat.org).
7. Jakhar, Bal Ram (Dr), The People, the Parliament and the Administration, Metropolitan Book Co (Pvt) Ltd., New Delhi, 1982, p.5.
8. Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Goa, Gujrat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal. The two Union Territories are known as Delhi and Pondicherry.
9. The Parliament of India is bicameral, consisting of the President and the two Houses, known as the Council of States (Rajya Sabha) and the House of the People (Lok Sabha) - The Constitution of India, Article 79. For details, see M.N. Kaul & S.L. Shakhder, Practice and Procedure of Parliament, Lok Sabha Secretariat, 4th Edn, 1991, pp.12-18. Also see C.K. Jain, The Union and State Legislatures in India, Allied Publishers Ltd., New Delhi, 1993, pp.3-98.
10. Legislative Council (*Vidhan Parishad*) and Legislative Assembly (*Vidhan Sabha*)
11. For elaborate discussion on Indian Parliament Committee System, please see PILDAT Briefing Paper No 13 "Parliamentary Committee System in Pakistan: Comparison with American, Australian, British and Indian Systems" May 2004, available at [www.pildat.org](http://www.pildat.org).
12. In bicameral legislatures, each House has its own committees.
13. Committee on Public Accounts, Committee on Estimates, Committee on Public Undertakings and Committee on the Welfare of Scheduled Castes and Schedule Tribes.
14. Business Advisory Committee, Committee on Petitions, Committee on Privileges, Committee on Government Assurances, Committee on Subordinate Legislation, Rules Committee, House Committee, Library Committee, Committee on the Entitlement of the members, Subject Committee on Education, information and culture, Subject Committee on Transport, Subject Committee on Irrigation and Waterways, Subject Committee on Health and Family Welfare, Subject Committee on Panchayat, Subject Committee on Welfare, Sports and Youth Services, Subject Committee on Environment, Subject Committee on Agriculture and Food and Supplies, Subject Committees on Public Works and Subject Committee on Power and Commerce and Industries.
15. Estimates Committee, Public Accounts Committee, Public Undertakings Committees and Panchayat Raj Committee.
16. Business Advisory Committee, Committee on Private Members' Business, Committee on Absence of Members, Members' Accommodation Committee, Committee on Petitions, Committee on Privileges, Committee on Government Assurances, Committee on Subordinate Legislation, Rules Committee, Library Committee, Members' Pay and Allowances Committee, Committee on Welfare of Scheduled Castes, Committee on Welfare of Scheduled Tribes, and Committee on Welfare of Socially and Educationally Backward Class and Nomadic and Denotified Tribes.
17. Committee on Public Accounts, Estimates Committee, and Public Undertakings Committee.
18. Business Advisory Committee, Committee on Petitions, Committee on Privileges, Committee on Government Assurances, Committee on Subordinate Legislation, Rules Committee, House Committee, Library Committee, General Purposes Committee, Question and Reference Committee, Committee on Welfare of Scheduled Tribes, Committee on Welfare of Scheduled Tribes, and Women and Children Welfare Committee.
19. The Committee scrutinizes Appropriation Accounts of the State Government, and the Reports of the Comptroller and Auditor-General thereon. For details, see C.K. Jain, The Union and State Legislatures, Allied Publishers Ltd., New Delhi, 1993.
20. The committee examines such of the estimates of the State Government as it may deem fit, or as the House or the

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- Speaker may specifically refer, with a view to suggesting economies, improvements in organisation, efficiency or administrative reform consistent with the policy underlying the estimates. It also scrutinizes whether the amount proposed fits within the limits of the policy implied in the estimates. The committee may also propose alternative policies in order to bring about efficiency, and economy in administration. For details, *see ibid*.
21. It evaluates the working of the Public Undertakings of the Government of the State, their reports/accounts, and examines whether the affairs of such Undertakings are being managed in accordance with sound business principles and economical/prudent commercial practices. The committee cannot, however, examine matters of major Government policy, day-to-day administration and the matters for the consideration of which a machinery is envisaged by the law under which a Public Undertaking is established. For details, *see ibid*.
  22. It examines subordinate/delegated legislation (such as rules, regulations, bye-laws) enacted by the Executive pursuant to the powers delegation to it either by the Constitution or by the Legislature. For details, *see ibid*.
  23. The committee examines every public petition referred to it, and suggests the action required. For details, *see ibid*.
  24. It examines the questions relating to the privileges of the Legislature/members. For details, *see ibid*.
  25. It reviews and monitors the implementation of the assurances made on the floor of the House by the Executive. For details *see ibid*.
  26. In case of Gujrat, it is called "Members' Accommodation Committee".
  27. Different States also have some other standing committees; viz.- Panchayati Raj Committee (Gujrat and Maharashtra); Committee on Absence of Members (*Gujrat, Maharashtra, Manipur and Tripura*); Members' Pay and Allowance/Entitlement Committee (*Gujrat and West Bengal*); Committee on Private Members' Business (*Gujrat, Karnatka, Kerala, Madhya Pradesh and Maharashtra*); Committee on Welfare of Socially and Educationally Backward Class (*Gujrat and Karnatka*); General Purposes Committee (*Bihar, Mizoram, Punjab and Rajasthan*); Press Advisory Committee (*Madhya Pradesh*); Committee on Papers Laid on the Table (*Karnataka, Madhya Pradesh, Punjab and Tamil Nadu*); Committee on the Welfare of Women and Children (*Kerala, Madhya Pradesh and Rajasthan*); Committee on Questions and References (*Madhya Pradesh, Rajasthan and Uttar Pradesh*); Committee on Matters of Public Importance (*Maharashtra*); Committee on the Environment (*Kerala*); Committee on Employment Guarantee Scheme (*Maharashtra*).
  28. C.k. Jain, The Union and State Legislatures in India, Allied Publishers Ltd., New Delhi, 1993, p.127.
  29. This is commonly understood as ` *suo motto powers*'.
  30. The contents of this para are based on oral information obtained from a few State Legislatures.
  31. Rules of Procedure and Conduct of Business in the National Assembly 1992, rule 182(4).
  32. Rules of Procedure of the Provincial Assembly of the Punjab 1997, rr.154 & 155; Provincial Assembly of Balochistan Rules of Procedure and Conduct of Business 1974, r.135; Rules of Procedure of the Provincial Assembly of Sindh (1973), r.134; and, Provincial Assembly of North-West Frontier Province Procedure and Conduct of Business Rules 1988, r.153.
  33. The Constitution of the Islamic Republic of Pakistan, Articles 66, 67 and 88 read with Article 127.
  34. Punjab Rules, rr.148 & 154; Balochistan Rules, rr.128 & 135; Sindh Rules, rr.129 & 134; and NWFP Rules, rr.152 & 155.
  35. For details, see Punjab Rules, rr.176-185; Balochistan Rules, rr.160-169; Sindh Rules, rr.157-173; and NWFP Rules, rr.156-167.
  36. A departmental standing committee in the Punjab consists of 10 members (rule 149); in Balochistan, 9 members (rule 129); in Sind, 7 members (rule 130); and, in NWFP, not more than 9 members (rule 154). The membership of the other committees may be seen under the respective committees.
  37. Punjab Rules, rule 149; Balochistan Rules, rule 129; Sindh Rules, rule 130; and, NWFP Rules, rule 154.
  38. Punjab Rules, rule 152; Balochistan Rules, rule 133; Sindh Rules, rule 132; and NWFP Rules, rule 175.
  39. Punjab Rules, rule 153; Balochistan Rules, rule 134; Sindh Rules, rule 133; and NWFP Rules, rule 176.
  40. Punjab Rules, rr.150 & 188; Balochistan Rules, rr.131 & 171; Sindh Rules, rr.129 & 175; and, NWFP Rules, rr.154 & 195. In case of Sindh, rule 129 provides that the Assembly shall elect the Committees during its first session after the

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- general election. However, there is no such provision in respect of the other three Assemblies.
41. Punjab Rules, rr.183-184 and Sindh Rules, rr.170-173.
  42. Punjab Rules, r.184, Sindh Rules, r.172.
  43. Punjab Rules, r.150 read with Fifth Schedule; Balochistan Rules, r.131 read with Schedule-III; Sindh Rules, r.129; and NWFP Rules, r.154.
  44. Punjab Rules, r.151; Balochistan Rules, r.132; Sindh Rules, r.131; and NWFP Rules, r.154. In the case of Sindh, the word '*declared*' instead of '*elected*' has been used.
  45. Punjab Rules, rr.183-185; Balochistan Rules, rr.65 & 168; Sindh Rules, rr.161, 170 & 172; and NWFP Rules, rr.156, 159, 162 & 166.
  46. Punjab Rules, r.156; Balochistan Rules, r.137; Sindh Rules, r.135; and NWFP, r.168. In case of Punjab a committee, except with the permission of the speaker, cannot have more than two meetings in a month-Punjab Rules, r.156(4).
  47. Punjab Rules, r.156(7); Balochistan Rules, r.137(3); and, NWFP Rules, r.168(4).
  48. Punjab Rules, rule 151; Balochistan Rules, rule 132; Sindh Rules, rule 131; and NWFP Rules, rule 154.
  49. Punjab Rules, rule 149; Balochistan Rules, rule 129; Sindh Rules, rule 130; and NWFP Rules, rule 154.
  50. Punjab Rules, rule 159; Balochistan Rules, rules 140 and 160; Sindh Rules, rule 138; and NWFP Rules, rule 172.
  51. Punjab Rules, rule 157; Balochistan Rules, rule 138; Sindh Rules, rule 136; and NWFP Rules, rule 168.
  52. Punjab, rule 160; Balochistan, rules 141-142; Sindh, rules 139-140; and NWFP, rules 178-179.
  53. Punjab Rules, rule 154; and NWFP Rules, rule 188. However, no such power vests in the committees of the other two Provincial Assemblies (Balochistan and Sind).
  54. Punjab Rules, rule 161; Balochistan Rules, rule 143; Sindh Rules, rule 141; and NWFP Rules, rule 180.
  55. Punjab Rules, rules 165-167; Balochistan Rules, rules 147-149; Sindh Rules, rules 145-147; and NWFP Rules, rules 184-186.
  56. Punjab Rule, rule 162; Balochistan Rules, rule 144; Sindh Rules, rule 142; and NWFP Rules, rules 181 and 183.
  57. Punjab Rules, r.155; Balochistan Rules, r.136; Sindh Rules, r.134; and NWFP Rules, r.153. In Sindh, the Speaker can also refer a matter to a committee.
  58. Punjab Rules, r.154; Balochistan Rules, r.135, Sindh Rules, r.134; and, NWFP Rules, r.155.
  59. Punjab, 13 members (rule 176), Balochistan, 11 members (rule 160), Sindh, 7 members (rule 157), and NWFP, 9 members (rule 159).
  60. Any other matter may be referred to the committee by the Assembly, the Speaker or the Finance Minister in the Punjab (rule 176); by the Finance Minister in Balochistan (rule 161) and NWFP (rule 160); and, by the Assembly in Sindh (rule 158).
  61. Punjab Rules, rule 177; Balochistan Rules, rule 161; Sindh Rules, rule 158; and NWFP Rules, rule 160.
  62. Committee on Privileges consists of 13 members (rule 180). In the past, the function of the revision of the rules of procedure had been entrusted to the Standing Committee on Law and Parliamentary Affairs. The present Speaker has entrusted this function to the Business Advisory Committee which has constituted a sub-committee, headed by the Deputy Speaker.
  63. It consists of 9 members in Balochistan (r.163), and 7 members in Sindh (r.165).
  64. It consists of 9 members and the Deputy Speaker is the *ex-officio* Chairman (r.162).
  65. Punjab Rules, r.181; Balochistan Rules, r.164; Sindh Rules, r.166; and NWFP Rules, r.163. In NWFP, this committee also monitors the implementation of Government assurances.
  66. Punjab, 10 members (rule 182), Balochistan, 6 members (rule 167), Sindh, 9 members (rule 167), and NWFP, 9 members (rule 162).
  67. Punjab Rules, rule 182; Balochistan Rules, rule 167; Sindh Rules, rules 167-169; and NWFP Rules, rules 162-163.
  68. In the Punjab, the House Committee consists of not more than 10 members (including the Chairman), and the Library Committee, 9 members, with the Deputy Speaker as *ex-officio* Chairman (rr.183-184). In Sindh, the position is the same, except that the Library Committee consists of 6 members (r.170-173). In Balochistan, the committee comprises 6 members with Deputy Speaker as *ex-officio* Chairman (rr.168-169). The same is true of NWFP (rr.166-

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- 167).
69. Punjab Rules, rr.183-184; Balochistan Rules, rr.168-169; Sindh Rules, rr.170-173; and, NWFP Rules, rr.166-167.
70. This is the only committee for which a specific provision has been made in the Constitution - Article 88 read with Article 127 of the Constitution of the Islamic Republic of Pakistan. The committee is empowered to make rules for the conduct of its business.
71. In addition to the *ex-officio* chairman/member, the committee consists of 7 members in the Punjab (r.185); 5 members in Balochistan (rr.165-166); 7 members in Sindh (r.160-164); and, 6 members in NWFP (rr.156-158).
72. Balochistan Rules, r. 166(4).
73. Punjab Rules, rule 186. The Speaker has allocated the business of the revision of the said rules to the present committee, which has constituted a sub-committee for the purpose.
74. NWFP Rules, rr. 163-A & 163-B.
75. NWFP Rules, rules 164-165. However, based on the oral information received from the Secretary NWFP Assembly, no such punishment has ever been awarded.
76. Generally known as the first stage or first reading of the Bill. At this stage, general discussion of the principles underlying the Bill are discussed.
77. Punjab Rules, rules 94-96; Balochistan Rules, rules 84-84; Sindh Rules, rules 84-86; and, NWFP Rules, rules 82 and 85.
78. The quorum for a meeting, in the Punjab and Sindh is one third of the total membership of the committee (Punjab Rules, rule 173 and Sindh Rules, rule 138 read with rule 175); in Balochistan, four members (rule 155); in NWFP, such number of members as may be determined at the time of constituting the committee (rule 87).
79. Punjab Rules, rule 188; Balochistan Rules, rule 171; Sind Rules, rule 175; and, NWFP Rules, rule 195.
80. Punjab Rules, rules 172-175; Balochistan Rules, rules 154-159; Sind Rules, rules 152-156; and, NWFP Rules, rules 86-96.
81. Punjab Rules, rules 187-188; Balochistan Rules, rules 170-171; Sind Rules, rules 174-175; and, NWFP Rules, rule 194-195.
82. The devices include Questions, Call Attention Notices, Adjournment Motions, Discussion of Reports, General Discussion, Cut Motions, and Privilege Motions.
83. Led by the external dictates, the committees have, at times, been compliant even in the case of serious legislation. Many a time, even important Bills were quickly approved, without sufficient debate about its pros and cons or implications. However, this requires a separate study.
84. The role of the PAC is rather limited and dependent on audit paras.
85. The Constitution of Islamic Republic of Pakistan, Articles 141-143, read with Fourth Schedule.
86. It violates the provisions of the parent law.
87. The performance and effectiveness of the committee in NWFP requires a separate study.
88. Each State of India has a Committee to review and monitor subordinate legislation - see para 5.5. For details, see C.K. Jain, *The Union and State Legislatures in India*, Allied Publishers Ltd., New Delhi, 1993.
89. The PAC has to remain mostly confined to the Audit Para under consideration.
90. Sindh Rules, Rule 129.
91. There is such a committee in the Parliament as well as in each of the State legislature in India. The functions of the Estimates Committees in India are not confined to the Budget estimates alone. They may also examine all aspects of the organisation and working of any Ministry/Department of the Government concerned.
92. NWFP Rules 163A and 163B.
93. For example, the committees should not interfere in day to day administration and quasi-judicial matters.

# APPENDICES



**COMMITTEE SYSTEM OF THE  
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**Appendix I**

**Rules of Procedure of the Provincial Assembly of the Punjab 1997  
(Extract of the rules relating to the Committees)**

**CHAPTER XVII - COMMITTEES**

**A - STANDING COMMITTEES**

**148. Standing Committees:**

(1) In addition to the Standing Committees constituted under rules 176, 180, 182, 183 and 185, there shall be elected by the Assembly after a general election the following Standing Committees for the duration of the Assembly for the departments noted against each:-

<sup>1</sup> [S.No.]	Name of the Committee	Department
1.	Standing Committee on Agriculture	Agriculture
<sup>2</sup> [1-A]	Standing Committee on Colonies	Colonies]
2.	Standing Committee on Communications & Works	Communications & Works
3.	Standing Committee on Cooperatives	Cooperatives
<sup>3</sup> [3-A.	Standing Committee on Culture and Youth Affairs	Culture and Youth Affairs]
4.	Standing Committee on Education	Education
5.	Standing Committee on Environment Protection	Environment Protection
6.	Standing Committee on Excise & Taxation	Excise & Taxation
7.	Standing Committee on Finance	Finance
8.	Standing Committee on Food	Food
9.	Standing Committee on Forestry and Fisheries	Forestry and Fisheries
10.	Standing Committee on Health	Health
11.	Standing Committee on Home Affairs	Home
12.	Standing Committee on Housing, Urban Development and Public Health Engineering	Housing, Urban Development and Public Health Engineering
13	Standing Committee on Industries, <sup>4</sup> [Commerce and Investment]	Industries, <sup>5</sup> [Commerce and Investment]
14.	Standing Committee on Information <sup>6</sup> [****]	Information <sup>7</sup> [****]
15.	Standing Committee on Information Technology	Information Technology
16.	Standing Committee on Irrigation and Power	Irrigation and Power
17.	Standing Committee on Labour and <sup>8</sup> [Human Resource]	Labour and <sup>9</sup> [Human Resource]

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18.	Standing Committee on Law and Parliamentary Affairs	Law and Parliamentary Affairs.
19.	Standing Committee on Literacy and Non-formal Basic Education	Literacy and Non-formal Basic Education
20.	Standing Committee on Livestock & Dairy Development	Livestock & Dairy Development
21.	Standing Committee on Local Government and Rural Development	Local Government and Rural Development
<sup>10</sup> [21-A	Standing Committee on Mines and Minerals	Mines and Minerals]
22.	Standing Committee on Planning and Development	Planning and Development
23.	Standing Committee on Population Welfare	Population Welfare
24.	Standing Committee on Religious Affairs and Auqaf	Religious Affairs and Auqaf
25.	Standing Committee on Revenue <sup>11</sup> [, Relief and Consolidation	Revenue <sup>12</sup> [, Relief and Consolidation
26.	Standing Committee on Services and General Administration	Services and General Administration
27.	Standing Committee on Social Welfare, Women Development and Bait-ul-Mal	Social Welfare, Women Development and Bait-ul-Mal
28.	Standing Committee on Sports	Sports
29.	Standing Committee on Tourism	Tourism
30.	Standing Committee on Transport	Transport
31.	Standing Committee on Wildlife	Wildlife
32.	Standing Committee on Zakat and Ushr]	Zakat and Ushr]

(2) Except as otherwise provided in these rules, a Committee shall only deal with a matter which may be referred to it by the Assembly.

**149. Composition of Standing Committees:**

- (1) Each Standing Committee shall consist of ten members to be elected by the Assembly.
- (2) The Minister and the Parliamentary Secretary concerned shall be *ex-officio* members of the Committee.
- (3) The member-in-charge of the Bill, and in the case of any other matter referred by the Assembly to the Standing Committee, the member who has proposed the subject or matter for reference to, or study by, the Committee, may attend the meetings of the Committee but shall not vote unless he is an elected member of the Committee.
- (4) The Secretary of the Department concerned and the Secretary of the Law & Parliamentary Affairs Department or an officer designated by each of them in this behalf shall attend the meeting of a Committee as expert advisers.

**150. Method of election:**

- (1) Unless otherwise provided in these rules, members of all the Committees shall be elected, as far as possible, in accordance with

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the agreement of the Leader of the House and the Leader of the Opposition and in the absence of a Leader, his Deputy.

(2) In case there is no agreement mentioned in sub-rule (1), the members of each Committee shall be elected by the Assembly from amongst its members according to the principle of proportional representation by means of a single transferable vote in accordance with the procedure laid down in the Fifth Schedule.

**151. Chairman of a Committee:**

(1) The Chairman of a Committee shall be elected by the Committee from amongst the members of the Committee.

(2) If the Chairman is absent from a sitting, the Committee shall choose one of its members present to act as Chairman for that sitting.

**152. Resignation:**

(1) A member may resign his membership of the Committee by writing under his hand addressed to the Speaker.

(2) The Chairman of a Committee may resign as such by writing under his hand addressed to the Speaker.

**153. Casual vacancies:**

(1) Casual vacancies in a Committee shall be filled, as soon as possible after such vacancies occur, in the manner provided in rule 150 or, as the case may be, in rule 151.

(2) A member elected under sub-rule (1), shall hold office for the period for which the member in whose place he is elected would have held office.

(3) Subject to the requirement of a quorum, a Committee shall have power to act notwithstanding any vacancy in its membership.

**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.

**155. Reference to Committees:**

The Assembly may, on a motion made by a member, remit to the Committee concerned any subject or matter which may be studied by that Committee.

**156. Sitzings of Committees:**

(1) Subject to sub-rule (2), a sitting of a Committee shall be held on such day and at such hour as the Chairman of the Committee, in consultation with the Secretary, may determine.

(2) If the Chairman of a Committee is not readily available, the Secretary may fix the date and time of a sitting: Provided that the sitting of a Committee for election of its Chairman shall be fixed by the Secretary in consultation with the Speaker.

(3) Subject to sub-rules (4) and (5), the sittings of a Committee shall, so far as possible, continue from day to day till the completion of the business assigned to it.

(4) A Committee shall not sit for more than two times in a month except with the prior written approval of the Speaker.

(5) Unless otherwise permitted by the Speaker, the sittings of the House Committee and the Library Committee shall be held during a session.

(6) The sittings of the Committees shall be held at Lahore.

(7) On a requisition made by three members of the Committee, the Chairman shall call a sitting of the Committee within twenty-one days from the date of the receipt of the requisition if some Bill or matter referred to it is pending.

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**157. *Sittings of Committees while the Assembly is Sitting:***

- (1) A Committee may not meet while the Assembly is sitting except with the approval of the Speaker.
- (2) If a Committee is sitting while the Assembly is also sitting, the Chairman of the Committee shall, if a Division is being called in the Assembly, suspend the proceedings of the Committee for such time as will, in his opinion, enable the members to vote in the Division.

**158. *Sittings in camera:***

The sittings of a Committee shall be held in private unless the Committee, by a majority, decides otherwise.

**159. *Quorum:***

- (1) The quorum for the election of the Chairman of a Committee shall be the majority of the elected members thereof.
- (2) Subject to sub-rule (1), the quorum for a sitting of a Committee shall be three elected members.  
<sup>13</sup>[Provided that the quorum for a sitting of a Public Accounts Committee or Committee on Privileges shall be four elected members]

**160. *Voting:***

- (1) Subject to rule 159, all questions at a sitting of a Committee shall be determined by the majority of its elected members present and voting.
- (2) The Chairman or the member presiding in his absence shall not vote except in the event of equality of votes.

**161. *Power of Committees to Examine Government Officials and Record:***

- (1) A Committee shall have power to summon and examine any person and the records of the Government and of statutory bodies, autonomous or semi-autonomous, under the Government: Provided that a Committee shall have no power to send for any paper or record relating to a proposed taxation.
- (2) When a Department is of the opinion that in the interest of security of State or the maintenance of public order or generally in the public interest or on account of any other sufficient reason, any particular record summoned from any office of or authority under the Government or set up or established by the Government should not be furnished to any Committee or a person in the service of the State should not be summoned or compelled to give evidence, the Department may claim privilege for that record or exemption for the public servant, as the case may be: Provided that in such case the Committee may, through the Speaker, obtain orders of the Governor whether the privilege or exemption, as the case may be, has been properly claimed and the orders of the Governor in this behalf shall be final.

**162. *Evidence, report and proceedings treated confidential:***

- (1) A Committee may direct that the whole or a part of the evidence or a summary thereof may be laid on the Table. If the Committee so decides, the Speaker may direct that such evidence be confidentially made available to members before it is formally laid on the Table.
- (2) The part of the evidence, oral or written, report or proceedings of the Committee, which has not been laid on the Table, shall not be open to inspection by any one except under the authority of the Speaker.
- (3) The evidence given before a Committee shall not be published by any member of the Committee or by any other person until it has been laid on the Table.

**163. *Views of the Departments on private member's Bills:***

In case of a private member's Bill referred to a Committee, the Secretary shall transmit a copy of the Bill to the Department concerned with a request for an expression of the views of the Department.

**164. *Record of the proceedings of Committees:***

- (1) A summary of the record of the proceedings of each Committee shall be maintained.
- (2) The summary of evidence tendered before a Committee shall be made available to a member of the Committee concerned if so requested by him.

**165. *Special reports:***

A Committee may, if it thinks fit, make a special report on any matter that arises or comes to light in the course of its work which it may consider necessary to bring to the notice of the Speaker or the Assembly.

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**166. Reports of Committees:**

(1) The report of a Committee shall be presented within the limit fixed by the Speaker under rule 94 or within thirty days from the date on which reference was made to it by the Assembly unless the Assembly, on a motion being made, directs that the time for presentation of the report be extended to a date specified in the motion.

(2) The report shall -

- (a) Incorporate the views of the Minister or the Parliamentary Secretary concerned, if furnished;
- (b) Set forth the recommendations of the Committee together with the views of the minority, if any; and
- (c) Be signed by the Chairman on behalf of the Committee or, if the Chairman is absent or is not readily available, by any other member of the Committee.

**167. Presentation of report:**

(1) The report of a Committee shall be presented to the Assembly by the Chairman or, in his absence, by any other member of the Committee or by the member-in-charge.

(2) The Secretary shall cause every report of the Committee together with the views of the minority, if any, to be printed and a copy thereof made available to members.

**168. Agenda and notices of the meetings:**

(1) The arrangement of business of a Committee and the agenda for a meeting of the Committee shall be determined by the Secretary in consultation with the Chairman of the Committee, if readily available.

(2) Notices of all meetings of a Committee shall be sent to the members of the Committee and to the Advocate-General if he is named as a member of the Committee or if his presence is required by the Committee.

**169. Decision of Speaker on procedure:**

If any doubt arises on any point of procedure or interpretation of the rules, the Chairman may, if he thinks fit, refer the point to the Speaker whose decision shall be final.

**170. Business before Committees not to lapse on prorogation of Assembly:**

Any business pending before a Committee shall not lapse by reason only of the prorogation of the Assembly and the Committee shall continue to function notwithstanding such prorogation.

**171. Unfinished work of Committees:**

(1) A Committee, which is unable to complete its work before the expiration of its term or before the expiration of the term of the Assembly, may report to the Assembly that the Committee has not been able to complete its work. Any report, memorandum or note that the Committee may have prepared, or any evidence that the Committee may have taken, shall be transmitted to the Secretary, who shall make it available to the Committee that succeeds it.

(2) Notwithstanding anything contained in these rules, a Public Accounts Committee may proceed from the stage where the previous Committee left the proceedings before the dissolution of the Assembly.

(3) A report or a part of the report of a Public Accounts Committee may be presented before a successor Assembly in accordance with rule 167 even if the time for presentation of the report has expired.

**B - SELECT COMMITTEE**

**172. Composition and functions:**

(1) The Minister incharge of the Department to which the Bill relates, the Chairman of the Committee concerned with the Bill, the member-in-charge and the Minister for Law and Parliamentary Affairs shall be included in a Select Committee and it shall not be necessary to include their names in any motion for election of such a Committee.

(2) The other members of the Committee shall be nominated by the Assembly from amongst its members when a motion that the Bill be referred to a Select Committee is adopted.

(3) The Chairman of the Committee concerned with the Bill shall be the Chairman of the Select Committee.

(4) If the Chairman is not present at any sitting, the members of the Committee present shall elect one of its members to act as Chairman for that sitting.

(5) The Chairman, or the member presiding in his absence, shall not vote except in the event of equality of votes.

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(6) A Select Committee may hear expert evidence and representatives of special interests affected by the Bill.

**173. Quorum:**

- (1) The quorum for a sitting of a Select Committee shall be one-third of the total number of members of the Committee.
- (2) If at the time fixed for a sitting of the Select Committee, or at any time during any such sitting, there is no quorum, the Chairman shall either suspend the sitting until a quorum is present or adjourn the sitting to some future day.
- (3) If, for want of quorum, the sitting of a Select Committee is adjourned on two successive dates, the next sitting may be held even if the Committee is not in quorum.

**174. Amendments proposed by Select Committee:**

A Select Committee shall have power to propose such amendments in the Bill as are not beyond the scope of the Bill.

**175. Report:**

- (1) A Select Committee shall make a report on the Bill within the period specified by the Assembly.
- (2) The report of the Select Committee on a Bill shall be presented to the Assembly by the Chairman or, in his absence, by any other member of the Committee or by the member-in-charge, and there shall be no debate on it at that stage.
- (3) The report of a Select Committee along with the minority view, if any, shall be printed and a copy thereof shall be made available to the members.

**C - PUBLIC ACCOUNTS COMMITTEES**

**176. Composition:**

- (1) There shall be constituted, after a general election, two Public Accounts Committees for the duration of the Assembly.
- (2) Each Committee shall consist of <sup>14</sup>[thirteen] members to be elected by the Assembly and the Finance Minister shall be its *ex-officio* member.

**177. Functions:**

- (1) The Committees shall deal with the Appropriation Accounts of the Government and the report of the Auditor-General thereon and such other matters as the Assembly or the Speaker or the Finance Minister may refer to the Committees.
- (2) Subject to sub-rule (1), the Committees shall deal with the business assigned to them by the Speaker out of the business referred to the Committees under the said sub-rule.
- (3) In scrutinizing the Appropriation Accounts of the Government and the report of the Auditor-General thereon, it shall be the duty of the Committees to satisfy themselves that -
  - (a) the moneys shown in the accounts as having been disbursed were legally available for, and applicable to, the service or purpose to which they have been applied or charged;
  - (b) the expenditure conforms to the authority which governs it; and
  - (c) every re-appropriation had been made in accordance with such rules as may be prescribed by the Government.
- (4) It shall also be the duty of the Committees to -
  - (a) examine the statement of accounts showing the income and expenditure of state corporations, trading and manufacturing schemes, concerns and projects together with the balance sheets and statements of profit and loss accounts which the Governor may have required to be prepared or are prepared under the provisions of the statutory rules regulating the financing of a particular corporation, a trading concern or project, and the report of the Auditor-General thereon;
  - (b) examine the statements of Accounts showing the income and expenditure of autonomous and semi autonomous bodies the audit of which may be conducted by the Auditor-General under the directions of the Governor or under any law; and
  - (c) consider the report of the Auditor-General in case where the Governor may have required him to conduct the audit of any receipts or to examine the accounts of stores and stocks.
- (5) If any money has been spent on any service during a financial year in excess of the amount granted by the Assembly for that purpose, the Committee shall examine with reference to the facts of each case the circumstances leading to such an excess and make such recommendations as it may deem fit.

**178. Reports:**

- (1) The report of each Committee shall be presented within a period of one year from the date on which reference is made to it by the

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Assembly unless the Assembly, on a motion being made, directs that the time for the presentation of the report be extended to a date specified in the motion.

(2) A Committee may present an interim report or a report in parts.

**179. *Sittings:***

(1) The sittings of the Committees shall ordinarily be held at Lahore.

(2) If necessary in the public interest, a sitting may be held outside Lahore, with the prior permission of the Speaker and the Finance Minister.

(3) Unless otherwise permitted by the Speaker, one of the Public Accounts Committees shall meet during the first fortnight of a month and the other, during the second fortnight of a month to dispose of the pending business: Provided that a Committee shall not meet for more than three days in a week without approval of the Speaker.

**D - COMMITTEE ON PRIVILEGES**

**180. *Composition:***

(1) There shall be a Committee on Privileges for the duration of the Assembly.

(2) The Committee shall consist of <sup>15</sup>[thirteen] members to be elected by the Assembly and the Minister for Law and Parliamentary Affairs shall be its *ex-officio* member.

**181. *Functions:***

The Committee shall examine every question referred to it and determine with reference to the facts of each case whether a breach of privilege is involved and, if so, the nature of the breach and the circumstances leading to it, and make such recommendations as it may deem fit.

**E - COMMITTEE ON GOVERNMENT ASSURANCES**

**182. *Composition and functions:***

(1) There shall be a Committee on Government Assurances to scrutinize the assurances, promises and undertakings given, on the floor of the Assembly, by a Minister or a Parliamentary Secretary and to report on all questions relating thereto which are referred to it under sub-rule (3).

(2) The Committee shall consist of ten members to be elected by the Assembly for its duration.

(3) A member who feels that an assurance or a promise given to him or an undertaking made by a Minister or a Parliamentary Secretary has not been implemented within a reasonable time, he may in writing, propose that the matter may be referred to the Committee. If the Speaker is satisfied that a reasonable time has elapsed and that the matter should be enquired into by the Committee, he may refer the matter to the Committee.

(4) The Committee shall scrutinize such assurances, promises and undertakings as are given during the term of the Assembly.

(5) The Committee shall submit its report within such time as may be fixed by the Speaker or as may be extended by him.

**F - LIBRARY COMMITTEE**

**183. *Composition and functions:***

(1) There shall be a Library Committee consisting of the Deputy Speaker and nine other members to be appointed by the Speaker for the duration of the Assembly.

(2) The Deputy Speaker shall be the *ex-officio* Chairman of the Committee.

(3) Casual vacancies in the Committee shall be filled by nomination by the Speaker.

(4) The Committee shall consider and advise on such matters concerning the Library of the Assembly as may, from time to time, be referred to it by the Speaker.

**G - HOUSE COMMITTEE**

**184. *Composition and functions:***

(1) There shall be a House Committee consisting of not more than ten members, including the Chairman.

(2) The Committee, including its Chairman, shall be nominated by the Speaker and shall hold office for a term not exceeding one year.

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- (3) A member may be re-nominated by the Speaker to the new House Committee.  
(4) The House Committee shall deal with such questions relating to residential accommodation for members as may, from time to time, be referred to it by the Speaker.

**H - FINANCE COMMITTEE**

**185. Composition and functions:**

- (1) There shall be a Finance Committee for the duration of the Assembly, consisting of the Speaker, the Finance Minister and seven other members to be elected by the Assembly in the manner prescribed in rule 150.  
(2) The Speaker shall be the Chairman and the Secretary shall be the Secretary of the Committee.  
(3) The Committee shall approve the Annual and Supplementary Budget Estimates of the Assembly and its Secretariat, which shall respectively be included in the Annual Budget Statement and the Supplementary Budget Statement by the Government: Provided that if at the relevant time, the Assembly stands dissolved or there is no Finance Committee, such approval may be given by the Speaker in anticipation of the approval of the Finance Committee.  
(4) The Committee may, from time to time, approve incurring of additional or new expenditure in anticipation of provision of funds, for the Assembly or its Secretariat and the amount or amounts so approved shall be included in the Supplementary Budget.  
(5) The Committee may make recommendations in regard to any financial matter relating to the Assembly or its Secretariat referred to it by the Assembly or the Speaker.  
(6) Notwithstanding anything contained in these rules, the procedure of the Committee shall be regulated by the rules made by the Committee and until such rules are made, the business of the Committee shall be conducted in such manner as the Speaker may direct.

**I - BUSINESS ADVISORY COMMITTEE**

**186. Composition and functions:**

- (1) At the commencement of the Assembly or from time to time, as the case may be, the Speaker may, in consultation with the Leader of the House and the Leader of the Opposition, nominate a Business Advisory Committee consisting of not more than twelve members including the Speaker who shall be the Chairman of the Committee.  
(2) It shall be the function of the Committee to recommend the time that should be allocated for the discussion of the stage or stages of such Government Bills and other business as the Speaker, in consultation with the Leader of the House, may direct for being referred to the Committee.  
(3) The Committee shall have the power to indicate in the proposed time table, the different hours at which the various stages of the Bill or other business shall be completed.  
(4) The Committee shall have such other functions as may, from time to time, be assigned to it by the Speaker.

**J - SPECIAL COMMITTEE**

**187. Composition and functions:**

- (1) The Assembly may, by motion, appoint a Special Committee which shall have such composition and functions as may be specified in the motion.  
(2) The Committee shall consist of not more than twelve members excluding the Speaker or a Minister, if any of them is named as a member of the Committee in the motion.

**K - GENERAL**

**188. Supplementary provisions:**

- (1) The rules pertaining to Standing Committees shall apply to any other Committee, if not inconsistent with the rules particularly applicable to that Committee:  
Provided that the provisions of sub-rule (2) of rule 149 shall not apply to the Library Committee, the House Committee and the Finance Committee.  
(2) Where rules contained in this Chapter are silent on a point, a Committee may refer the matter to the Speaker for his directions for the proper conduct of its proceedings and the directions given by the Speaker shall be followed.

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**Appendix II**

**Provincial Assembly of Balochistan Rules of Procedure and Conduct of Business 1994  
 (Extract of the Rules relating to the Committees)**

**CHAPTER XV - COMMITTEES**

**(A) STANDING COMMITTEES**

**128. Standing committees:**

There shall be elected by the Assembly, as soon as may be, the following standing Committees, for the duration of the Assembly, which shall deal with legislation relating to the Department or Departments of the Provincial Government noted against each Committee:-

**129. Composition of Standing Committees:**

(1) Each Standing Committee shall consist of <sup>16</sup>[nine] members to be elected by the Assembly and the Minister <sup>17</sup>[and parliamentary Secretary] concerned as member *ex-officio* but the Minister shall have no right of vote unless he is an elected member of the Committee.

S.No	Name of Committee	Department or Departments
1.	Standing Committee on General Administration.	1.Services and General Administration Department. 2.Home, Tribal Affairs and Tourism Department. 3.Law Department 4.Information Department
2.	Standing Committee on Food and Agriculture	1.Agriculture Department 2.Food Department. 3.Irrigation and Power Department. 4.Cooperative Department
3.	Standing Committee on Industries, Labour, Education, Health and Local Government.	1.Industries, Commerce and Mineral Development Department 2.Labour Department. 3.Education Department. 4.Health Department. 5. Basic Democracies, Social Welfare and Local Government Department.
4.	Standing Committee on Revenue, Finance and Development.	1.Auqaf Department 2.Colonies Department. 3.Excise and Taxation Department. 4.Land Utilization Department. 5.Revenue Department. 6.Settlement and Rehabilitation Department 7.Transport Department. 8.Finance Department. 9.Planning and Development Department. 10.Communication and Works Department. 11.Any other Department not mentioned above.

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(2) The Member-in-charge of the Bill and in the case of any other matter referred to the Standing Committee, the member who has proposed the subject or matter for reference to or study by the Committee, may attend the meeting of the Committee but shall have a right to vote only if he is an elected member of the Committee.

(3) The Secretary of the Department concerned or an officer (not below the rank of Deputy Secretary) designated by him in this behalf and the Law Secretary or his nominee competent to advise the Committee on legal matters including drafting shall attend the meetings of the Committee as expert advisers.

**130. Restriction on Membership:**

A Member shall not ordinarily be a member of more than one Standing Committee at the same time: Provided that this rule shall not apply till the next general elections.

**131. Method of elections:**

(1) The members of each Committee shall be elected by the Assembly from amongst its Members in accordance with the agreement of the Leader of the House and the Leader of the Opposition and in the absence of a Leader, his deputy.

(2) In case there is no such agreement as is mentioned in sub-rule (1), the members of each Committee shall be elected by the Assembly from amongst its Members according to the principle of proportional representation by means of the single transferable vote in accordance with the procedure laid down in Schedule-III.

**132. Chairman of a Committee:**

(1) The Chairman of each Committee shall be elected by the Committee from amongst the members of the Committee.

(2) If the Chairman is absent from any sitting, the Committee shall choose one of its members present to act as Chairman for that sitting.

**133. Resignation of Members from the Committee:**

A Member may resign his membership of the Committee by writing under his hand addressed to the Speaker and thereupon another member shall be elected to fill that vacancy.

**134. Filling of causal vacancies:**

Casual vacancies in a Committee shall be filled, as soon as possible after they occur, by election as provided by Rule 131 and any person so elected shall hold office for the period for which the person in whose place he is elected would have held office.

**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 Bill, 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.

**136. Reference to Standing Committees**

The Assembly may, on a motion made by any Member, remit to the Standing Committee concerned any subject or matter which may be studied by that standing Committee with a view to suggesting legislation.

**137. Meetings of Committees:**

(1) The meeting of a Committee shall be held on such day and at such hour as the Chairman of the Committee may determine: Provided that if the Chairman of the Committee is not readily available, the Secretary may fix the date and time of a meeting.

(2) The meeting shall ordinarily be held at Quetta.

(3) On a requisition made by three members of the Committee, the Chairman shall call a meeting of the Committee within seven days from the date of receipt of the requisition.

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**138. Meeting of the Committee while the Assembly is sitting:**

(1) A Committee shall not meet while the Assembly is sitting without the leave of the speaker.

(2) If a Committee is meeting while the Assembly is also sitting, the Chairman of the committee shall, if a Division is being called in the Assembly, suspend the proceedings of the Committee for such time as will, in his opinion, enable the Members to vote in the Division in the Assembly.

**139. Sitting of a Committee to be private:**

The meetings of a Committee shall be held in private unless the committee, by a majority, decides otherwise.

**140. Quorum of a meeting:**

The quorum for a meeting of a Committee shall be <sup>18</sup> [four] elected members of the Committee.

**141. Voting in Committees:**

All questions at a sitting of a Committee shall be determined by a majority of members present and voting.

**142. Casting vote of Chairman:**

The Chairman or the person presiding in his absence shall not vote except in the event of equality of votes.

**143. Power of Committee to examine Government officials and records:**

(1) A Committee shall have power to summon and examine any person and the records of the Provincial Government and of statutory bodies, autonomous or semi-autonomous, under the Provincial Government: Provided that the Committee shall have no power to send for any papers or records relating to a proposed taxation.

(2) When a Department is of the opinion that in the interest of security of State or the maintenance of public order or generally in the public interest or on account of any other sufficient reasons, any particular record summoned from any office of or authority under the Government or set up or established by Government would not be furnished to any Committee or a person in the service of the state should not be summoned or compelled to give evidence, the Department may claim privilege for that record or exemption for the public servant, as the case may be: Provided that in such case the Committee may, through the Speaker, obtain orders of the Governor whether the privilege or exemption, as the case may be, has been properly claimed and the orders of the Governor in this behalf shall be final and conclusive on such point.

**144. Evidence, report and proceedings treated confidential:**

(1) A Committee may direct that the whole or a part of the evidence or a summary thereof may be laid on the Table. If the Committee so directs, the Speaker may direct that such evidence be confidentially made available to Members before it is formally laid on the table.

(2) No part of the evidence, oral or written, report or proceedings of the Committee which has not been laid on the Table, shall be open to inspection by anyone except under the authority of the Speaker.

(3) The evidence given before a Committee shall not be published by any member of the Committee or by any other person until it has been laid on the Table.

**145. Copies of private Member's Bill to be supplied to Department concerned:**

In case of a private Member's Bill referred to a Committee, the Secretary shall transmit a copy of the Bill to the Department concerned with a request for an expression of the views of the Department.

**146. Record of the proceedings of Committees:**

(1) A summary of the record of the proceedings of each Committee shall be maintained.

(2) The summary of evidence tendered before a Committee shall be made available to a member of the Committee concerned if so requested by him.

**147. Special reports:**

A Committee may, if it thinks fit, make a special report on any matter that arises or comes to light in the course of its work which it may consider necessary to bring to the notice of the Speaker or the Assembly.

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**148. Report of Committee:**

(1) Report of a Committee shall be presented within the time-limit fixed by the Speaker under Rule 84 or thirty days from the date on which reference was made to it by the Assembly unless the Assembly, on motion being made, directs that the time for presentation of the report be extended to a date specified in the motion.

(2) The report shall -

- (a) incorporate the views of the Minister or <sup>19</sup>[Parliamentary Secretary] if furnished;
- (b) set forth the recommendations of the committee together with the views of the minority, if any; and
- (c) be signed by the Chairman on behalf of the Committee or, if the Chairman is absent by another member chosen by the Committee.

**149. Presentation of report:**

(1) The report of a Committee shall be presented to the Assembly by the Chairman, or, in his absence by any other member of the Committee.

(2) The Secretary shall cause every report of a Committee together with the views of the minority, if any, to be printed and a copy thereof made available for the use of every Member of the Assembly. The report, with the views of the minority, if any, shall be published in the Gazette.

**150. Agenda and notice of the meetings of Committees:**

(1) The arrangement of business of a Committee and the agenda for each meeting of the Committee shall be determined by the Secretary in consultation with the Chairman of the Committee if readily available.

(2) Notices of all meetings of the Standing Committees shall be sent to the members of the Committee.

**151. Decision of Speaker on procedure:**

If any doubt arises on any point of procedure or interpretation of the rules, the Chairman may, if he thinks fit, refer the point to the Speaker whose decision shall be final.

**152. Business before Committee not to lapse on prorogation of Assembly:**

Any business pending before a Committee shall not lapse by reason only of the prorogation of the Assembly and the committee shall continue to function notwithstanding such prorogation.

**153. Un-finished work of a Committee:**

A Committee which is unable to complete its work before the expiration of its terms or before the expiration of the term of the Assembly, may report to the Assembly that the Committee has not been able to complete its work. Any preliminary report, memorandum or note that the Committee may have taken shall be transmitted to the Secretary, who shall make it available to the Committee that succeeds the Committee in question.

**(B) SELECT COMMITTEE**

**154. Composition of Selection Committee on Bills:**

(1) The Minister concerned, the Chairman of the Standing Committee concerned with the Bill, the Member in-charge and the Minister for Law and Parliamentary Affairs shall be included in every Select Committee and it shall not be necessary to include their names in any motion for election of such a Committee.

(2) The other members of the Committee shall be elected by the Assembly from amongst its Members when a motion that the Bill be referred to a Select Committee is adopted.

(3) The Chairman of the Standing Committee concerned with the Bill shall be the Chairman of the Select Committee.

(4) If the Chairman is not present at any sitting of the Committee, the members of the Committee shall elect a Chairman for that sitting.

(5) The Chairman or the person presiding in his absence shall not vote except in the event of equality of votes.

(6) A Select Committee may hear expert evidence and representatives of special interest affected by the Bill.

**155. Quorum of select Committee:**

(1) The quorum for the meeting of the Committee shall be <sup>20</sup>[four] members of the Committee.

(2) If at the time fixed for any sitting of the Select Committee, or at any time during any such sitting the quorum is not present, the

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Chairman shall either suspend the sitting until a quorum is present or adjourn the sitting to some future day.

(3) Where the sitting of a Select Committee is adjourned on two successive dates, the next meeting may be held even if the Committee is not in quorum.

**156. Amendment in Select Committee:**

A Select Committee shall have power to suggest such amendments in the Bill as it thinks fit, provided such amendments are not beyond the scope of the Bill.

**157. Report by select Committee:**

(1) After completing the consideration of the Bill, the Select Committee shall make a report on the Bill.

(2) Such report shall be made within the period specified by the Assembly.

**158. Presentation of report:**

The report of the Select Committee on a Bill shall be presented to the Assembly by the Member-in-charge, and there shall be no debate on it at that stage.

**159. Printing and publication of report:**

The Secretary shall cause every report of a Select Committee, together with the minutes of dissent, if any, to be printed, and a copy thereof shall be made available for the use of every Member of the Assembly. The report, with the minutes of dissent, if any, and the Bill, if amended, shall be published in the Gazette

**(C) PUBLIC ACCOUNTS COMMITTEE**

**160. Constitution of Public Accounts Committee:**

(1) There shall be constituted by the Assembly as soon as may be, a standing Public Accounts Committee for the duration of the Assembly.

<sup>21</sup>(2) The Committee shall consist of <sup>22</sup>[eleven] members to be elected by the Assembly from among its Members and the Finance Minister shall be *ex-officio* member, but the Finance Minister shall have no right of vote until he is an elected member of the Committee. The quorum for the meeting of the Committee shall be three members of the Committee.]

(3) Casual vacancies shall be filled by election as soon as possible after they occur and any person elected to fill such a vacancy shall hold office for so long only as the person in whose place he is elected would have held office.

<sup>23</sup>(4) The Chairman of the Committee shall be elected by the Committee from among its members. In case of any equality of votes on any matter, the Chairman shall have a second or casting vote.]

**161. Functions of the Committee:**

(1) The Committee shall deal with the Appropriation Accounts of the Provincial Government and the report of the Auditor-General thereon and such other matters as the Finance Minister may refer to the Committee.

(2) In scrutinizing the Appropriation Accounts of the Provincial Government and the report of the Auditor-General thereon, it shall be the duty of the Committee on Public Accounts to satisfy itself -

(a) that the money shown in the accounts as having been disbursed were legally available for and applicable to the service or purpose to which they have been applied or charged;

(b) that the expenditure conforms to the authority which governs it; and

(c) that every re-appropriation has been made in accordance with such rules as may be prescribed by the Government.

(3) It shall also be the duty of the Committee on Public Accounts -

(a) to examine the statements of accounts showing the income and expenditure of State Corporations, Trading and Manufacturing Schemes, concerns and projects together with the balance-sheets and statements of profit and loss accounts which the Governor may have required to be prepared or are prepared under the provisions of the statutory rules regulating the financing of a particular Corporation, a trading concern or project and the report of the Auditor General, made to the Governor thereon;

(b) to examine the statement of Accounts showing the income and expenditure of autonomous and semi-autonomous bodies the audit of which may be conducted by the Auditor-General of Pakistan under the direction of the Governor or under a statute; and

(c) to consider the report of the Auditor-General in cases where the Governor may have required him to conduct the audit of any receipt or to examine the accounts of stores and stocks.

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**162. Report of the Committee:**

Report of the Committee shall be presented within a period of one year from the date on which reference was made to it by the Assembly unless the Assembly on a motion being made, directs that the time for the presentation of the report be extended to a date specified in the motion.

**(D) COMMITTEE ON RULES OF PROCEDURE AND PRIVILEGES**

**163. Constitution of Committee on Rules of Procedure and Privileges:**

- (1) There shall be a Committee on Rules of Procedure and Privileges for the duration of the Assembly.
- (2) The Committee shall consist of <sup>24</sup>[nine] Members to be elected by the Assembly and the Minister for Law and Parliamentary Affairs shall be a member *ex-officio*, but he shall not be entitled to vote unless he is an elected member of the Committee.

**164. Functions of the Committee:**

The functions of the Committee shall be to examine and report on all questions of privileges referred to it by the Assembly under chapter X of these rules and to consider all proposals for amendment of these rules referred to it under Chapter XIX of these rules.

**(E) FINANCE COMMITTEE**

**165. Constitution of Finance Committee:**

- (1) There shall be a Finance Committee for the duration of the Assembly.
- (2) The Finance Committee shall consist of the Speaker as Chairman, the Finance Minister and <sup>25</sup>[five] other Members to be elected by the Assembly.
- (3) The Finance Committee may make rules for regulation of its procedure.

**166. Functions of the Finance Committee:**

- (1) The Finance Committee shall prepare the annual/supplementary budget of the Assembly Secretariat. The budget prepared by the Finance Committee shall be forwarded by the Secretary to the Finance Department.
- (2) After the Budget is passed by the Assembly, the expenditure of the Assembly Secretariat shall be controlled by the Assembly acting on the advice of the Finance Committee. For this purpose the Finance Committee shall, from time to time, issue such orders as it may think fit.
- (3) The Finance Committee shall have the powers to -
  - (i) sanction the creation of posts in the Assembly Secretariat.
  - (ii) prescribe the scale of pay of the posts sanctioned in the Assembly secretariat; and
  - (iii) sanction any expenditure in the Assembly Secretariat which is beyond the powers delegated to the Secretary under the Delegation of Powers under the Financial Rules and the Powers of Re-appropriation Rules 1962 framed by the Government: Provided that the total allocation made in the Budget for the Assembly Secretariat shall not be exceeded and the pay scales of the posts shall not exceed the National pay Scales.
- (4) The Finance Committee shall, not later than thirty first day of July in each year, prepare a report on its activities during the last financial year, and the Speaker shall cause it to be laid before the Assembly at the first meeting held thereafter. The Assembly may discuss the report and take such decision as may be considered necessary.

**(F) COMMITTEE ON GOVERNMENT ASSURANCES**

**167. Committee on Government Assurances:**

- (1) There shall be a Committee on Government Assurances to scrutinize the assurances, promises and undertakings given by Ministers <sup>26</sup>[or Parliamentary Secretaries] from time to time on the floor of the Assembly and to report on -
  - (a) the extent to which such assurances, promises undertakings etc., have been implemented; and
  - (b) where implemented whether such implementation has taken place within the minimum time necessary for the purpose.
- (2) The Committee shall consist of <sup>27</sup>[six] Members who shall be elected by the Assembly for the duration of the Assembly.
- (3) Any Member who feels that an assurance or a promise given to him or to the Assembly or an undertaking made by a Minister <sup>28</sup>[or Parliamentary Secretary] has not been implemented within a reasonable time he may, in writing, propose that the matter may be referred to the Committee by the Speaker. If the Speaker is satisfied that a reasonable time has elapsed and that the matter should

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he gone into by the Committee on Assurances, he may refer the matter to the Committee.

(4) This rule shall not apply to assurances, promises and undertakings given before the coming into force of these rules.

(5) The Committee shall only scrutinize the assurances, promises and undertakings given during the term of that Assembly.

**(G) HOUSE AND LIBRARY COMMITTEE**

**168. House and Library Committee:**

There shall be a House and Library Committee consisting of the Deputy Speaker as *ex-officio* Chairman and <sup>29</sup>[six] other members to be elected by the Assembly.

**169. Functions of the Committee:**

The functions of the Committee shall be -

(a) to deal with matters relating to the issue of admission cards for galleries, other than the Governor's Box and the Speaker's Box and such questions relating to residential accommodation for Members as may be referred to it by the Speaker from time to time;

(b) to exercise supervision over facilities pertaining to accommodation and other amenities including food provided to Members in the Members' hostels;

(c) to consider and advise on such matters concerning the Library of the Assembly as may be referred to it by the Speaker from time to time; and

(d) to consider suggestions in respect of addition of books, magazines, journals etc., to the Library and its general improvement.

**(H) SPECIAL COMMITTEES**

**170. Special Committees:**

The Assembly may, by motion, appoint a special Committee which shall have such composition and functions as may be specified in the motion.

**(I) GENERAL**

**171. Supplementary rules of Committees and applicability of general rules:**

(1) The rules pertaining to Standing Committees shall apply to all Committees where not inconsistent with the particular rules applicable to that Committee.

(2) Where rules contained in this Chapter are silent on a point, a Committee may refer the matter to the Speaker for his directions in conducting its proceedings and the directions given by the Speaker shall be followed.

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**Appendix III**

**Rules of Procedure Provincial Assembly of Sindh  
 (Extract of the Rules relating to the Committees)**

**CHAPTER XV - COMMITTEES**

**129. Standing Committees of the Assembly:**

(1) The Assembly shall, during its first Session after the general election, elect following Standing Committees for the duration of the Assembly.

S. No.	Name of the Committee	Department or Departments
1.	Standing Committee on Food and Agriculture	1. Food. 2. Agriculture. 3. Co-operation. 4. Wildlife and Forest.
2.	Standing Committee on Local Government	Housing, Town Planning and Local Government.
3.	Standing Committee on Communication and Works.	(1) Communication and Works (2) Transport.
4.	Standing Committee on Education	(1) Education (2) Auqaf
5.	Standing Committee on Finance	(1) Finance (2) Excise and Taxation.
6.	Standing Committee on Health and Social Welfare	Health and Social Welfare
7.	Standing Committee Home Affairs	Home.
8.	Standing Committee on Industries and Mineral Development	Industries and Mineral Development.
9.	Standing Committee on Services and Information	(1) Services and General Administration. (2) Information.
10.	Standing Committee on Irrigation.	(1) Irrigation and Power. (2) Land and Water Development.
11.	Standing Committee on Labour.	Labour.
12.	Standing Committee on Law and Parliamentary Affairs.	Law.
13.	Standing Committee on Planning and Development	(1) Planning and Development. (2) Peoples Rural Development.
14.	Standing Committee on Revenue.	(1) Revenue. (2) Colonies. (3) Consolidation. (4) Land Utilization. (5) Rehabilitation.

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(2) Election to a Standing Committee shall be held as far as possible in accordance with the procedure agreed to by the leader of the parties in the Assembly, failing which by single non-transferable vote.

(3) The Standing Committees shall examine legislative proposal and deal with subject assigned under the Rules of Business to the Departments specified against such Committees.

(4) Notwithstanding anything contained in sub-rule (1) the Standing Committees elected under the Rules of Procedure of the Provincial Assembly of Sind 1972, shall be deemed to be Standing Committees for the first Assembly.

**130. Composition of standing Committee:**

(1) Each Standing Committee shall consist of seven members to be elected by the Assembly and the Minister concerned as member *ex-officio*.

(2) The Member-in-charge of the Bill, and in any other matter referred to the Standing Committee, the Member on whose motion such matter has been referred to the Standing Committee, may attend the meeting of the Committee but shall not vote unless he is an elected Member of the Committee.

(3) The Secretary of the Department concerned and the law Secretary or the officers designated by them shall attend the meeting of the Committee as Expert Advisers.

**131. Chairman of a Committee:**

(1) The Chairman of a Committee shall be declared by the Committee from amongst its elected Members.

(2) If the Chairman is absent from any sitting, the Committee shall choose one of its elected Members to act as Chairman of such sitting.

**132. Resignation of Member from the Committee:**

A Member may resign his membership of the Committee by writing under his hand addressed to the Speaker.

**133. Filling of casual vacancies:**

A casual vacancy in a Committee shall be filled in accordance with these rules.

**134. Functions of Standing Committee:**

(1) A Committee shall examine a Bill or any matter referred to it by the Speaker or the Assembly and submit a report to the Assembly with its recommendation within the specified period or the period extended by the Assembly.

(2) If any amendment is recommended by the Committee the same shall be shown in its report in juxtaposition with the original provisions of the Bill.

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

**135. Meetings of Committee:**

(1) A meeting of a Committee shall be held on such day and at such time as may be fixed by the Chairman of the Committee or in his absence by the Secretary.

(2) The meeting of the Committee shall ordinarily be held at Karachi.

**136. Meeting of Committee while the Assembly is sitting:**

(1) Except with the leave of the Speaker, a Committee shall not meet during a sitting of the Assembly.

(2) If during sitting of the Committee a Division is called in the Assembly, the Chairman or the person presiding shall suspend the proceedings of the Committee to enable the Members to vote in the Division.

**137. Sitting of a Committee in camera:**

A meeting of the Committee may be held in camera if so determined by the Committee.

**138. Quorum of a meeting:**

The quorum for a meeting of the Committee shall be one third of the total membership of the Committee, a fraction being counted as one.

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**139. Voting in Committee:**

A question at a sitting of a Committee shall be determined by a majority of its elected Members.

**140. Casting vote of Chairman:**

The Chairman or the person presiding in his absence shall not vote except in the event of equality of votes.

**141. Power of Committee to examine Government officials and records:**

(1) A Committee shall for due performance of its functions have powers to summon and examine any person and the relevant records of Government or autonomous or semi-autonomous statutory bodies, under Government: Provided that no record relating to a proposed taxation shall be summoned.

(2) When a Department is of the opinion that in the interest of security of State or the maintenance of public order or generally in the public interest or on account of any other sufficient reasons, any particular record summoned from any officer or authority under the Government or set up or established by Government should not be furnished to any Committee or a person in the service of the State should not be summoned or compelled to give evidence, the Department may claim privilege for that record or exemption for the public servant as the case may be: Provided that in such case the Committee may, through the Speaker, obtain order of the Chief Minister whether the privilege or exemption, as the case may be, has been properly claimed and the orders of the Chief Minister in this behalf shall be final.

**142. Evidence, report and proceeding treated confidential:**

(1) Unless the Committee, in the public interest decides otherwise, any evidence produced or information tendered before the Committee shall be treated as confidential.

(2) The Committee may direct that the evidence or any part thereof may be laid on the Table of the Assembly: Provided that the Speaker may, with the consent of the Committee, direct that such part of the proceedings as he thinks fit, may be communicated to the Members confidentially before it is laid on the Table.

(3) Any report or proceedings of a Committee or any part thereof which has not been laid on the Table of the Assembly shall not be open to inspection except under the authority of the Speaker.

(4) No report or proceedings of a Committee or the evidence given before it shall be published by any person until it has been laid on the Table of the Assembly

**143. Copies of Private Bill to be supplied to the Department concerned:**

When a Private Bill has been referred to a Committee, the Secretary shall transmit a copy thereof to the Department concerned for its views.

**144. Record of the proceedings of Committee:**

(1) A summary of the proceedings of each Committee shall be maintained.

(2) A summary of the evidence tendered before a Committee if so required by a member of the Committee be made available to him.

**145. Special reports:**

A Committee may make special report on, or bring to the notice of the Speaker or the Assembly any matter arising on the course of its deliberation.

**146. Report of Committee:**

The report shall incorporate the views of the Minister concerned, if any.

**147. Presentation of Report:**

(1) The report of a Committee shall be presented by the Chairman or in his absence by any Member of the Committee.

(2) The Secretary shall cause every report of a Committee to be published in the Gazette and copy thereof made available to every Member.

**148. Arrangement of the business:**

The agenda of a Committee shall be determined by the Chairman of the Committee in consultation with the Minister concerned.

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**149. Notice of meeting:**

A notice of a meeting shall be sent to the Members of the Committee, as well as to the expert adviser, and Advocate-General if necessary.

**150. Decision of Speaker on procedure:**

If any doubt arises on any point of procedure or interpretation of these rules, the Chairman may, if he thinks fit, refer the matter to the Speaker whose decision shall be final.

**151. Business before Committees not be lapse on prorogation of Assembly:**

Any business relating to Bills pending before the Committee shall not lapse on the prorogation of the Assembly.

**(B) Select Committees**

**152. Composition of Select Committees:**

(1) The Select Committee shall consist of the Minister for Law and Parliamentary Affairs, Minister of the Department to which the Bill relates, Chairman of the Standing Committee concerned with the Bill, Member-in-charge of the Private Bill and such other members as may be elected by the Assembly.

(2) The Secretary of the Department and the Law Secretary or the officers designated by them shall attend the meeting of the Committee as expert advisers.

(3) The Chairman of the Standing Committee concerned with the Bill shall be the Chairman of the Committee.

(4) If the Chairman is absent from any sitting the Committee shall choose one of its Members to act as Chairman of such sitting.

(5) The Chairman or the person presiding in his absence shall not vote except in the event of equality of votes.

**153. Hearing by Committee:**

A Committee may hear expert evidence and representatives of special interest affected by the Bill.

**154. Amendment by Select Committee:**

A Committee shall have power to suggest such amendments in the Bill as it thinks fit provided such amendments are not beyond the scope of the Bill.

**155. Report by Select Committee:**

(1) After completing the consideration of the Bill, the Committee shall make a report on the Bill.

(2) Such report shall be made within the period specified or extended by the Assembly.

**156. Presentation of report:**

(1) The report of the Committee shall be presented by the Chairman of the Committee or in his absence by any Member of the Committee.

(2) The Secretary shall cause every report of the Committee, together with the minutes of dissent, if any, to be published in the Gazette and copy thereof made available to every Member.

**(C) Public Accounts Committee**

**157. Constitution public Accounts Committee:**

(1) The Assembly shall, during its first session, after the general election, constitute a Public Accounts Committee for the duration of the Assembly.

(2) The Committee shall consist of <sup>30</sup>[seven] Members to be elected by the Assembly and Minister for Finance as Member ex-officio.

**158. Functions of the Committee:**

The Committee shall examine -

(a) that the moneys stated to have been disbursed were legally available for the purpose to which such moneys have been applied or charged;

(b) that the expenditure conforms to the authority which governs it;

(c) that every re-appropriation has been made in accordance with the rules;

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(d) the statement of accounts showing the income and expenditure of corporation and concerns owned and controlled by Government, Trading and Manufacturing Scheme and Projects together with Balance Sheet and Statement of Profit and Loss Accounts prepared under the provisions of statutory rules regulating the financing of a particular corporation, a trading concern or projects, and the report of the Auditor-General thereon;

(e) appropriation accounts of Government;

(f) the report of the Auditor-General laid before the Assembly;

(g) any matter referred to it by the Assembly.

**159. Report of the Committee:**

The Committee shall present report within a period of one year from the date of reference made to it or the period extended by the Assembly.

**(D) Finance Committee**

**160. Constitution of the Finance Committee:**

(1) The Assembly shall constitute a Finance Committee for the duration of the Assembly.

(2) The Committee shall consist of the Speaker, Minister for Finance and seven other Members elected by the Assembly.

(3) Until the Finance Committee is constituted under sub-rule (1), the Speaker in consultation with the Minister for Finance shall exercise the powers and perform functions of the Finance Committee.

**161. Chairman:**

(1) The Speaker shall be the Chairman of the Committee.

(2) If the Chairman is absent from any sitting, the Committee shall choose one of its Members present to act as Chairman of such sitting.

**162. Resignation:**

(1) An elected Member may resign his membership of the Committee by writing under his hand addressed to the Speaker.

(2) A casual vacancy in the Committee shall be filled by election by the Assembly.

**163. Function of the Finance Committee:**

The Committee shall be responsible for -

(a) the preparation of Budget and Supplementary Estimates and Demands for excess relating to the Assembly and its Secretariat;

(b) appropriation and re-appropriation;

(c) all financial matters relating to expenditure of the Assembly and its Secretariat within authorized appropriation.

**164. Rules:**

(1) The Committee may make rules for regulating its procedure.

(2) Until rules are made under sub-rule (1), the conduct of the Business of the Committee shall be regulated by the rules made by the Speaker.

**(E) Committee on Rules of Procedure and Privileges**

**165. Constitution of the Committee:**

(1) The Assembly shall during its first session, after the general election, constitute a Committee on Rules of Procedure and Privileges for the duration of the Assembly.

(2) The Committee shall consist of <sup>31</sup>[seven] Members to be elected by the Assembly and the Minister for Law and Parliamentary Affairs as Member *ex-officio*.

**166. Function of the Committee:**

The Committee shall examine any question of privilege referred to it by the Assembly and any proposal for amendment of these rules.

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**(F) Committee on Government Assurances**

**167. Constitution of the Committee:**

(1) The Assembly shall, during its first session, after the general election, constitute a Committee on Government Assurances for the duration of the Assembly.

(2) The Committee shall consist of nine Members elected by the Assembly.

(3) The Committee shall scrutinize assurances, promises and undertakings given by a Minister on the floor of the Assembly and to report the extent to which such assurances, promises or undertakings have been implemented and whether such implementations have taken place within the minimum time required.

**168. Reference to Committee:**

If any Member feels that an assurance, promise or undertaking has not been implemented within a reasonable time he may request the Speaker to refer the matter to the Committee.

**169. Exception of rule 168:**

The provisions of rule 168 shall not apply to assurances, promises or undertakings given before the coming into force of these rules.

**(G) Library Committee**

**170. Constitution of the Committee:**

(1) The Library Committee shall consist of Deputy Speaker and six other Members to be nominated by the Speaker.

(2) The Deputy Speaker shall be the Chairman of the Committee.

(3) A casual vacancy shall be filled by the Speaker by nomination.

**171. Function of the Library Committee:**

The Committee shall be responsible for general improvement of the Library of the Assembly and shall also advise on all matters concerning the Library.

**(H) House Committee**

**172. House Committee:**

(1) There shall be constituted a House Committee consisting of not more than ten Members including the Chairman.

(2) The Members of the Committee including the Chairman shall be nominated by the Speaker from amongst the Members.

(3) The Committee shall hold office for one year or until the next Committee is constituted whichever is later.

**173. Function of the Committee:**

The Committee shall deal with all matters connected with the comforts and convenience of the Members.

**(I) Special Committee**

**174. Special Committee:**

The Assembly may, by motion, appoint a Special Committee with such composition and functions as may be specified in the motion.

**(J) General**

**175. Supplementary rules of Committee and general Rules:**

Except for matters for which special provision is made in the rules relating to any particular Committee, the rules relating to Standing Committees shall apply to all Committees.

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## Appendix IV

### Provincial Assembly of North-West Frontier Province Procedure and Conduct of Business Rules 1988 (Extract of the Rules relating to the Committees)

#### CHAPTER XX - COMMITTEES PART 1 - STANDING COMMITTEES

##### Section (A) Committees of the Assembly

###### **152. Committees of the Assembly:**

(1) In addition to the Standing Committees mentioned in sections (B), (C), (D), <sup>32</sup>[(DA)], (E), and (F) of this Part, there shall be Standing Committee of the Assembly for each Department of the Government.

(2) Each Committee shall deal with the subjects assigned to the department concerned under the Rules of Business of the Government or any other matter referred to it by the Assembly: Provided that any subject not so assigned or the subjects assigned to any Department for which a Standing Committee has not been constituted shall be dealt with by the Standing Committee for Law and Parliamentary Affairs.

(3) Whenever there is any change in the composition of the departments or their nomenclature, the Speaker shall issue suitable direction in regard to the reallocation of the existing Standing Committees or, as the case may be, the modification in their nomenclature and election of the new Standing Committees.

###### **153. Reference to Standing Committee:**

Except as otherwise provided in these rules, the Assembly may, on a motion made by a Minister or Member, refer to the Standing Committee any subject or matter with which it is concerned and the Standing Committee shall study such subject or matter with a view to suggest legislation or making recommendations to the Assembly.

###### **154. Composition:**

(1) Each Committee shall consist of not more than <sup>33</sup>[nine] Members, who shall be elected by the Assembly. The election shall be held, as far as possible, in accordance with the procedure agreed to by the leaders of the parties in the Assembly, failing which by non-transferable vote.

<sup>34</sup>[(2) One of the Members of the Committee shall be elected by the Members as its chairman: Provided that the Minister incharge shall be *ex-officio* member of the committee; Provided further that in case of a Department, which is in the charge of the Chief Minister or for which no Minister has been appointed, the Minister for Law and Parliamentary Affairs shall act as *ex-officio* member of the committee].

(3) If the Chairman is not present at any sitting, the Committee shall choose one of its Members to act as Chairman for that sitting.

(4) The Member-in-Charge other than a Minister or a Member on whose motion any subject or matter was referred to the Standing Committee may attend the meetings of the Committee, but shall not vote unless he is a member of the Committee.

(5) The Secretary of the Department concerned or an officer nominated by him in this behalf and the Secretary, Law Department or his nominee, shall also attend the meetings of the Committee for expert opinion.

###### **155. Functions:**

(1) 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.

(2) The Committee may propose amendments which will be shown in its report along with 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.

##### Section (B) - FINANCE COMMITTEE

###### **156. Composition of the Committee:**

(1) There shall be a Finance Committee for the duration of the Assembly.

(2) The Finance Committee shall consist of Speaker, Minister for Finance and six other Members to be elected by the Assembly.

(3) Until the Finance Committee is constituted under sub-rule (2), the Speaker, in consultation with the Minister for Finance, shall

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exercise the powers and perform functions of the Committee.

(4) The Speaker shall be the Chairman of the Committee.

(5) If the Chairman is absent from any sitting the Committee shall choose one of its members present to act as Chairman for that sitting.

(6) A member may resign his membership of the Committee by writing under his hand addressed to the Speaker.

(7) Casual vacancies in the Committee shall be filled by election.

**157. Functions of the committee:**

The Committee shall be responsible for:-

(a) the preparation of Budget and Supplementary Estimates and demands for excess relating to the Assembly and its Secretariat;

(b) appropriation and re-appropriation; and

(c) all financial matters relating to expenditure of the Assembly and its secretariat within authorized appropriation.

**158. Procedure:**

The Committee may make rules for regulating its procedure: Provided that the rules framed by the Finance Committee, shall remain in force unless altered, amended or substituted by a succeeding Finance Committee.

**Section (C) - PUBLIC ACCOUNTS COMMITTEE**

**159. Composition of the Committee:**

(1) The Standing Committee on Public Accounts shall consist of the Speaker and nine other members to be elected by the Assembly, in addition the Minister for Finance shall be its member *ex-officio*.

(2) The Speaker shall be *ex-officio* Chairman of the Committee.

**160. Functions of the Committee:**

(1) The Committee shall examine the accounts showing the appropriation of sums granted by the Assembly for the expenditure of the Government, the annual finance accounts of the Government, the report of the Auditor-General of Pakistan and such other matters as the Minister of Finance may refer to it.

(2) In scrutinizing the appropriation accounts of the Government and the reports of the Auditor-General of Pakistan thereon it shall be the duty of the Committee to satisfy itself -

(a) that the moneys shown in the accounts as having been disbursed were legally available for, and applicable to, the service or purpose to which they have been applied or charged;

(b) that the expenditure conforms to the authority which governs it; and

(c) that every re-appropriation has been made in accordance with such rules as may have been prescribed by Government in that behalf.

(3) It shall also be the duty of the Committee (a) to examine the statement of accounts showing the income and expenditure of state corporations, trading and manufacturing schemes, concerns and projects together with the balance sheets and statements of profit and loss accounts which the Governor may have required to be prepared or are prepared under the provisions of the statutory rules regulating the financing of a particular concern or project and the report of the Auditor-General of Pakistan thereon;

(b) to examine the statement of accounts showing the income and expenditure of autonomous and semi-autonomous bodies, the audit of which may be conducted by the Auditor-General of Pakistan either under the directions of the Governor or under statute; and

(c) to consider the report of the Auditor-General of Pakistan in cases where the Governor may have required him to conduct the audit of any receipts or to examine the accounts of stores and stocks.

(4) If any money has been spent on any Service during a financial year in excess of the amount granted by the Assembly for that purpose, the Committee shall examine with reference to the facts of each case the circumstances leading to such an excess and make such recommendations as it may deem fit.

(5) Without prejudice to the generality of foregoing paragraphs, an annual report of any autonomous or semi-autonomous body when laid on the Table of the House under any existing law, shall be referred to the Committee for examination, scrutiny and report thereon.

**161. Report of the Committee:**

The report of the Committee shall be presented within a period of one year from the date on which reference was made to it by the

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Assembly unless the Assembly, on a motion being made, directs that the time for the presentation of the report be extended to a date specified in the motion.

**Section (D) - COMMITTEE ON PROCEDURE AND CONDUCT OF BUSINESS RULES, PRIVILEGES AND IMPLEMENTATION OF GOVERNMENT ASSURANCES**

**162. Composition of the Committee:**

(1) The Committee on Procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances shall consist of the Deputy Speaker and nine other members to be elected by the Assembly in addition the Minister for Law and Parliamentary Affairs, shall be its member *ex-officio*.

(2) The Deputy Speaker shall be *ex-officio* Chairman of the Committee.

**163. Functions of the Committee:**

The Committee - (a) shall consider matters regarding procedure and conduct of business in the Assembly and recommend such amendments in the rules as may be necessary;

(b) shall examine every question of privilege referred to it by the Assembly and determine with reference to the facts of each case whether a breach of privilege was involved and, if so, the nature of the breach and the circumstances leading to it, and to make such recommendations as it may deem fit.

(c) may suggest a procedure to be followed by the Assembly to give effect to its recommendations; and

(d) may scrutinize the assurances, promises and undertakings given by Minister, from time to time, on the floor of the House and furnish a detail report for remedial measures to the Assembly.

<sup>35</sup> **[Section (DA) - COMMITTEE ON LAW REFORMS AND CONTROL ON SUBORDINATE LEGISLATION**

**163-A. Composition of the Committee:**

(1) There shall be a Committee for Law Reforms and control on subordination legislation.

(2) The Committee shall comprise of eight members from amongst lawyers, ulemas and technocrats who are Members of the House.

(3) The Committee may either be elected or may be constituted under the provisions of rule 193.

**163-B Functions of the Committee:**

(1) The functions of the Committee shall be:-

(a) to review all Provincial laws, to suggest improvements, amendments, additions or deletions in the same, to bring the old laws in conformity with the present social order of the Province;

(b) to suggest new legislation, within the competency of the Provincial Legislature in the larger interest of the public in general;

(c) to suggest ways and means for the implementation of the Resolutions of the Islamic Ideology Council and assist the Legislature in the Islamization of the Provincial Laws according to the injunctions of Islam on advice of the Islamic Ideology Council or the decision of the Federal Shariat Court/Supreme Court (Shariat Bench);

(d) to review the existing rules framed under various Provincial Laws and to suggest improvements, amendments, additions or deletions in the rules to the Provincial Government, as will of the legislature through a Resolution of the legislature;

(e) the Committee shall review the subordinate legislation framed by any authority under the delegated powers of the legislature or any executive order issued under any delegated authority of the legislature to see that the same are in conformity with the guide lines and policy framed by the legislature and formulate suitable suggestions for improvements, modification or even suggesting for the withdrawal of the same as the Committee may deem appropriate;

(f) any matter incidental, auxiliary and consequential to the aforesaid terms of reference;

(g) the Secretary to the Government of N.W.F.P. Services and General Administration Department, the Secretary to the Government of N.W.F.P. Finance Department, the Secretary to the Government of N.W.F.P., Law Department, the Advocate General, N.W.F.P., and the Secretary of the department concerned shall be associated with the proceedings of the Committee for expert opinion: and

(h) *ad-interim*, interim or final reports of the Committee as the Committee may deem fit, may be presented in the House for approval, but the Committee shall have the powers to send recommendations to the Government in advance for improvement in any subordinate legislation/executive orders or pin-pointing shortcomings and it shall be desirable that the Government may honour the recommendations of the Committee so that the implementation policy of the Executive Government may be in line with the guide-lines and policy of the legislature;

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(i) the Committee shall have powers to invite eminent Lawyers, Ulemas, Parliamentarians and subject matter experts to assist the Committee and may also make suggestions regarding the payment of TA/DA or Honoraria to the invitees for the assistance rendered, if the occasion so required.]

**Section (E) - JUDICIAL COMMITTEE**

**164. Composition of the Committee:**

- (1) There shall be a Judicial Committee for the duration of the Assembly.
- (2) The Committee shall be constituted in the manner as provided in the North West Frontier Province Provincial Assembly (Powers, immunities and Privileges) Act for the time being in vogue.

**165. Functions of the Committee:**

After the award, by the Committee on procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances under sub-rule (b) of rule 163, the matter shall be referred to the Committee for further necessary proceedings if a case of punishment is involved.

**Section (F) - HOUSE AND LIBRARY COMMITTEE**

**166. Composition of the Committee:**

- (1) The House and Library Committee shall consist of the Deputy Speaker and six other Members to be elected by the Assembly.
- (2) The Deputy Speaker shall be ex-officio Chairman of the Committee.

**167. Functions of the Committee:**

The functions of the Committee shall be -

- (a) to deal with matters relating to the issue of admission cards for galleries, other than the Speaker's gallery and such questions relating to residential accommodation for Members, as may be referred to it by the Speaker from time to time;
- (b) to exercise supervision over facilities pertaining to accommodation and other immunities including food provided to Members in the Members' Hostels;
- (c) to consider and advise on such matters concerning the Library of the Assembly as may be referred to it by the Speaker or by the Assembly, as the case may be, from time to time; and
- (d) to consider suggestions in respect of addition of books, magazines, journals, etc., to the Library and its general improvement.

**Section (G) - General provisions regarding Standing Committees**

**168. Sitting of Committee:**

- (1) A Committee shall sit on such day and on such hour as the Chairman of the Committee may determine but a Committee may not sit without the leave of the Speaker, at a time when the Assembly is sitting: Provided that if the Chairman of the Committee is not readily available, the Secretary may fix the date and time of a meeting.
- (2) The sitting of a Committee shall ordinarily be held within the precincts of the Assembly.
- (3) If a Committee is sitting whilst the Assembly is also sitting, the Chairman of the Committee shall, if a division is being called in the Assembly, suspend the proceedings of the Committee for such time as will, in his opinion, enable the members to vote in the division.
- (4) Subject to sub-rule (1), on a requisition made by not less than three members of a Committee, the Chairman of the Committee shall call a meeting of the Committee within twenty-one days from the date of receipt of the requisition.

**169. Meetings in camera:**

The sittings of a Committee may be held in camera if so determined by the Committee.

**170. Agenda and notices of the meeting of Committee:**

- (1) The time table of business of a Committee and the agenda for each meeting of the Committee shall be determined by the Chairman.
- (2) Notices of all meetings of a Committee shall be sent to the members of the Committee and to the Advocate General.

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**171. Request for views of Department on Private Members' Bill, etc:**

In case of Private Members' Bill or any other matter, when referred to the concerned committee, the Secretary shall transmit a copy thereof to the Department concerned with a request to furnish its views on the Bill or the matter, as the case may be, for consideration of the Committee.

**172. Quorum of a meeting:**

The quorum to constitute a sitting of a committee shall be three: Provided that the quorum to constitute a sitting of the Public Accounts Committee and the Committee on Procedure and conduct of Business Rules, Privileges and Implementation of Government Assurances shall be four.

**173. Adjournment etc. of Committee:**

(1) If, at the time fixed for any sitting of a Committee or at any time during any such sitting, less than three members are present, the Chairman of the Committee shall either suspend the sitting, until at least three members are present or adjourn the sitting to some future day.

(2) Where the sitting of a Committee is adjourned on two successive days, the Chairman of the Committee shall report the fact to the Speaker.

**174. Discharge of members absent from sitting of Committee:**

If a member is absent from three or more consecutive sittings of the Committee without the permission of its Chairman, a motion may be moved by any member in the Assembly for the discharge of such member from the Committee.

**175. Resignation of members from the Committee:**

A member may resign his membership of a committee by writing under his hand addressed to the Speaker.

**176. Casual vacancies:**

(1) Casual vacancies in a committee shall be filled, as soon as possible, after such vacancies occur, by election.

(2) Subject to the requirement of a quorum a committee shall have power to act notwithstanding any vacancy in its membership.

**177. Speeches in Committee:**

A member may, with the permission of the Chairman, speak more than once on a particular point or matter at a sitting of a committee.

**178. Voting in Committee:**

All questions at a sitting of a committee shall be determined by a majority of members present and voting.

**179. Casting vote of Chairman:**

In addition to his vote as a member, the Chairman of a committee or the person presiding in his absence shall, in the event of the equality of votes, have a casting vote.

**180. Power to take evidence or call for papers, records or documents:**

(1) A Committee shall have power to require the attendance of persons or the production of papers or records, if such course is considered necessary for the discharge of its duties: Provided that if any question arises whether the evidence of a person or the production of a document is relevant for the purposes of the Committee, the question shall be referred to the Speaker, whose decision shall be final: Provided further that Government may decline to produce a document on the ground that its disclosure would be prejudicial to the defence, security or external relations of Pakistan.

(2) Subject to the provisions of this rule, a witness may be summoned by an order signed by the Secretary and shall produce such documents as are required for the use of the Committee.

(3) A Committee may summon or allow to appear before it any Member or any other person having a special interest in relation to any matter under its consideration and may hear expert evidence.

**181. Evidence or information of be kept confidential or secret:**

Any evidence produced or information tendered before a Committee, shall be treated as confidential or secret, unless the Committee, in the public interest, decides otherwise.

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**182. Record of the proceedings of Committees:**

- (1) A summary or the record of the proceedings of each Committee shall be maintained by the Secretary.
- (2) A summary of evidence, tendered before a Committee, may be made available to all the members of the Committee and the Minister concerned.

**183. Restriction on publication etc., of proceedings:**

- (1) A Committee may direct that the whole or any part of its proceedings or a summary thereof be laid on the Table.
- (2) The report of a Committee, which has not been presented to the Assembly, or the proceedings of a Committee or any part or summary thereof, which has not been laid on the Table, shall be treated as confidential and shall not be open to inspection except with the permission of the Committee.
- (3) The Speaker may direct that any part of the proceedings be communicated to the Members confidentially before it is laid on the Table.

**184. Special reports:**

A Committee may, if it thinks fit, make a special report on any matter that arises or comes to light in the course of its work which it may consider necessary to bring to the notice of the Speaker or the Assembly.

**185. Reports of Committees:**

- (1) Where the Assembly has not fixed any time for the presentation of a report, the report of a Committee shall be presented within thirty days from the date, on which reference was made to it by the Assembly, unless the Assembly on motion being made, directs that the time for presentation of the report be extended to date specified in the motion.
- (2) Reports may be either preliminary or final.
- (3) The report shall - (a) incorporate the views, if any, of the Minister concerned with the matter:  
(b) set forth the recommendations of the Committee together with the minutes of dissent, if any; and  
(c) be signed by the Chairman on behalf of the Committee or, if the Chairman is absent or not readily available, by another member chosen by the Committee.
- (4) The Secretary shall cause a copy of each report of a Committee, together with the minutes of dissent, if any, to be made available for the use of every Member of the Assembly. The report shall, if it relates to a bill be published in the Gazette along with the view of the minority, if any.

**186. Presentation of report:**

- (1) The report of a Committee shall be presented to the Assembly by the Chairman, or in his absence, by another member chosen by the Committee.

<sup>36</sup>[Provided that when any Committee dealing with any Privilege Motion, after it reaches the final conclusion that there was breach of Privilege by the accused, which warranted infliction of punishment upon him under the North West Frontier Province Provincial Assembly (Powers, Immunities and Privileges) Act, 1988 (NWFP Act No IX of 1988), no report is to be placed before the Assembly, but the majority opinion of the Committee is to be referred to the Judicial Committee for further proceedings under the aforesaid Act and the rules framed thereunder.]

- (2) In presenting the report, the Chairman or in his absence, the member presenting the report shall, if he makes any remarks, confine himself to a brief statement of facts, but there shall be no debate on that statement at this stage.

**187. Printing, publication of report:**

The Speaker may, on a request being made to him, when the Assembly is not in session, order the printing, publication or circulation of a report of a Committee, although it has not been presented to the Assembly. In that case, the report shall be presented to the Assembly during its next session at the first convenient opportunity.

**188. Power to appoint Sub-Committee:**

- (1) A Committee may appoint one or more sub-committees, each having the powers of the whole Committee, to examine any matter referred to them.
- (2) The order of reference to a Sub-committee shall clearly state the point or points for investigation. The report of the Sub-committee shall be considered by the whole Committee and, when approved by the whole Committee, be deemed to be the report of that Committee.

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**189. Application of general rules of Assembly:**

Subject to the rules in this chapter, the general rules of the Assembly shall apply to the proceedings in each Committee.

**190. Removal of doubt and interpretation of rules:**

If any doubt arises on any point of procedure or interpretation of these rules or the rules contained in this Chapter are silent on a point, the Chairman may refer the point to the Speaker whose decision thereon shall be final.

**191. Business before committees not to lapse on prorogation:**

Any business pending before a Committee shall not lapse by reason only of the prorogation of the Assembly and the Committee shall continue to function notwithstanding such prorogation.

**192. Unfinished work of a Committee:**

A Committee which is unable to complete its work before the expiration of its term or before the expiration of the term of the Assembly may report to the Assembly that the Committee has not been able to complete its work. Any preliminary report, memorandum or note that the Committee may have prepared or any evidence that the Committee may have recorded, shall be made available to the Committee that succeeds the Committee in question.

**193. Constitution of Committees special power of Speaker:**

(1) The Assembly may by a verbal resolution moved by any Member, empower the Speaker to constitute the Committees, without holding elections keeping in view the educational qualifications and experience of the Members, as he may deem fit.

<sup>37</sup>(2) The Speaker may, if so empowered by a Committee appoint a Chairman for that Committee from amongst the members of the Committee concerned.

**PART II- OTHER COMMITTEES  
Special Committees**

**194. Special Committee:**

The Assembly may, by motion, appoint a Special Committee which shall have such composition and functions as may be specified in the motion.

**195. Provisions relating to standing Committees to apply to other Committee:**

In the absence of special provisions relating to a Special Committee, the provision relating to the Standing Committees shall apply mutatis mutandis to a Special Committee.

PILDAT  
BRIEFING PAPER

FOR PAKISTANI PROVINCIAL LEGISLATORS

COMMITTEE SYSTEM OF THE  
PROVINCIAL ASSEMBLIES OF PAKISTAN

REFERENCES APPENDICES I-IV

1. Substituted *vide* Notification No.PAP/Legis-1(94)/96/459, dated 29 May 2003.
2. Added *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
3. Substituted *vide* Notification No.PAP/Legis-1(94)/96/459, dated 29 May 2003.
4. Substituted for the words "Mines and Minerals" *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
5. Substituted for the words "Mines and Minerals" *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
6. The commans and words "Culture and Youth Affairs' deleted *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
7. The commans and words "Culture and Youth Affairs' deleted *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
8. Substituted for the words "Manpwoer" *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
9. Substituted for the words "Manpwoer" *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
10. Added *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
11. Added *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
12. Added *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
13. Added by Provincial Assembly of the Punjab Notification No.PAP/Legis-1(94)/96/532, dated 22 October 2003, published in the Punjab Gazette (Extraordinary), dated 23 October 2003, p.2331.
14. Substituted for the words "ten" *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
15. Substituted for the words "ten" *vide* Notification No.PAP/Legis-1(94)/96/487, dated 31 July 2003.
16. Substituted for the word "five" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
17. Inserted *vide* Notification No.Legis:I(15)/85, dated 15th August, 1985.
18. Substituted for the word "three" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
19. Inserted *vide* Notification No.Legis:I(15)/85, dated 15th August, 1985.
20. Substituted for the word "three" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
21. Substituted *vide* Notification No.Legis:I-(15)/85, dated 12 January 1988.
22. Substituted for the word "seven" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
23. Substituted *vide* Notification No.Legis:I-(15)/85, dated 15 August 1985.
24. Substituted for the word "five" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
25. Substituted for the word "three" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
26. Inserted *vide* Notification No.Legis:I(15)/85, dated 15th August, 1985
27. Substituted for the word "five" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
28. Inserted *vide* Notification No.Legis:I(15)/85, dated 15th August, 1985
29. Substituted for the word "four" *vide* Notification No.Legis:I(3)/2003, dated 24 May 2003.
30. Substituted for "six" *vide* Provincial Assembly Sind Notification No.PAS/Legis-B-24/92, dated 5 November 1992.
31. Substituted for "six" *vide* Provincial Assembly Sind Notification No.PAS/Legis-B-24/92, dated 5 November 1992.
32. Added by NWFP Assembly Notification No.PA/NWFP/Legis-II/91/4566, dated 17 March 1990, and was made effective from 13 March 1990.
33. Substituted for the word "twelve" *vide* NWFP Assembly Notification No.PA/NWFP/L, dated 1 July 1992.
34. Substituted by NWFP Assembly Notification No.PA/NWFP/Legis-egis-II/92/13255, and was made effective from 13 March 1990.
35. Inserted by NWFP Assembly Notification No.PA/NWFP/Legis-II/91/4566, dated 17 March 1990, and was made effective from 13 March 1990.
36. Inserted by NWFP Assembly Notification No.PA/NWFP/Legis-1/90/3759, dated 3rd March 1990.
37. Inserted by NWFP Assembly Notification No.PA/NWFP/Legis-II/91/4566, dated 17 March 1990, and was made effective from 13 March 1990.

## **Appendix V**

### **1. Standing Committees of the Punjab Assembly**

#### **Departmental Standing Committees**

1. Standing Committee on Agriculture
2. Standing Committee on Colonies
3. Standing Committee on Communications & Works
4. Standing Committee on Cooperatives
5. Standing Committee on Culture and Youth Affairs
6. Standing Committee on Education
7. Standing Committee on Environment Protection
8. Standing Committee on Excise & Taxation
9. Standing Committee on Finance
10. Standing Committee on Food
11. Standing Committee on Forestry and Fisheries
12. Standing Committee on Health
13. Standing Committee on Home Affairs
14. Standing Committee on Housing, Urban Development and Public Health Engineering
15. Standing Committee on Industries, Commerce and Investment
16. Standing Committee on Information
17. Standing Committee on Information Technology
18. Standing Committee on Irrigation and Power
19. Standing Committee on Labour and Human Resource
20. Standing Committee on Law and Parliamentary Affairs
21. Standing Committee on Literacy and Non-formal Basic Education
22. Standing Committee on Livestock & Dairy Development
23. Standing Committee on Local Government and Rural Development
24. Standing Committee on Mines and Minerals
25. Standing Committee on Planning and Development
26. Standing Committee on Population Welfare
27. Standing Committee on Religious Affairs and Auqaf
28. Standing Committee on Revenue, Relief and Consolidation
29. Standing Committee on Services and General Administration
30. Standing Committee on Social Welfare, Women Development and Bait-ul-Mal
31. Standing Committee on Sports
32. Standing Committee on Tourism
33. Standing Committee on Transport
34. Standing Committee on Wildlife
35. Standing Committee on Zakat and Ushr

#### **Other Standing Committees**

1. Public Accounts Committee No.1
2. Public Accounts Committee No.2
3. Committee on Privileges
4. Committee on Government Assurances
5. Library Committee
6. House Committee
7. Finance Committee of the Assembly
8. Business Advisory Committee

**COMMITTEE SYSTEM OF THE  
PROVINCIAL ASSEMBLIES OF PAKISTAN**

**2. Standing Committees of Balochistan Assembly**

**Departmental Standing Committees**

1. Standing Committee on General Administration
2. Standing Committee on Food and Agriculture
3. Standing Committee on Industries, Labour, Education, Health and Local Government
4. Standing Committee on Revenue, Finance and Development

**Other Standing Committees**

1. Public Accounts Committee
2. Committee on Rules of Procedure and Privileges
3. Committee on Government Assurances
4. House and Library Committee
5. Finance Committee of the Assembly

**3. Standing Committees of Sindh Assembly**

**Departmental Standing Committees**

1. Standing Committee on Food and Agriculture
2. Standing Committee on Local Government
3. Standing Committee on Communication and Works.
4. Standing Committee on Education
5. Standing Committee on Finance
6. Standing Committee on Health and Social Welfare
7. Standing Committee Home Affairs
8. Standing Committee on Industries and Mineral Development
9. Standing Committee on Services and Information
10. Standing Committee on Irrigation.
11. Standing Committee on Labour.
12. Standing Committee on Law and Parliamentary Affairs.
13. Standing Committee on Planning and Development
14. Standing Committee on Revenue.

**Other Standing Committees**

1. Public Accounts Committee
2. Committee on Rules of Procedure and Privileges
3. Committee on Government Assurances
4. House Committee
5. Library Committee
6. Finance Committee of the Assembly

**4. Standing Committees of NWFP Assembly**

**Departmental Standing Committees**

1. Standing Committee on Auqaf, Haj, Religious and Minority Affairs
2. Standing Committee on Works and Services.
3. Standing Committee on Higher Education, Archives and Libraries

**COMMITTEE SYSTEM OF THE  
PROVINCIAL ASSEMBLIES OF PAKISTAN**

4. Standing Committee on Excise and Taxation
5. Standing Committee on Finance
6. Standing Committee on Environment, Forest, Wildlife and Fisheries
7. Standing Committee Health
8. Standing Committee on Home and Tribal Affairs
9. Standing Committee on Industries, Commerce, Labour, Mineral Development and Technical Education
10. Standing Committee on Information and Public Relation
11. Standing Committee on Irrigation and Power
12. Standing Committee on Law and Parliamentary Affairs, and Human Rights
13. Standing Committee on Local Government Election and Rural Development
14. Standing Committee on Food.
15. Standing Committee on Planning and Development
16. Standing Committee on Population Welfare
17. Standing Committee on Revenue
18. Standing Committee on Administration.
19. Standing Committee on Zakat, Ushr, Social Welfare and Women Development.
20. Standing Committee on Establishment
21. Standing Committee on Schools and Literacy
22. Standing Committee on Sports, Culture, Tourism, Museums, Archaeology and Youth Affairs
23. Standing Committee on Science and Technology and Information Technology.

**Other Standing Committees**

1. Public Accounts Committee
2. Committee on Procedure and Conduct of Business Rules, Privileges and Implementation of Government Assurances
3. Committee on Law Reforms and Control of Subordinate Legislation
4. Judicial Committee
5. House and Library Committee
6. Finance Committee of the Assembly



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