

FEDERAL BUDGET 2012-2013

BUDGET IN BRIEF

GOVERNMENT OF PAKISTAN FINANCE DIVISION ISLAMABAD

PREFACE

The *Budget in Brief* presents a summary of the Federal Budget 2012-13. It is designed to provide, at a glance, the essential information on revenues and expenditures budgeted for Financial Year 2012-13. Detailed information is available in the relevant budget documents.

As in the case of the previous three financial years, indicative ceilings for the current and development budgets were issued to all Principal Accounting Officers of the Federal Government for a three-year Medium Term Budgetary Framework (MTBF), which was introduced in Financial Year 2009-10. The budget estimates for Financial Year 2012-13 were then finalised in consultation with various Federal Ministries as well as Provincial Governments.

The budgeting and accounting classification system used in the budget remains the same which was adopted under the New Accounting Model introduced in Financial Year 2004-05. Moreover, since Financial Year 2009-10 the Government of Pakistan is following a system of *Output Based Budgeting*. In conformity with this approach, the budget has been formulated in terms of service delivery (outputs) from budgetary allocations and the projected effects of these services on target populations (outcomes) over the Medium Term. Performance of Federal Government Ministries is measured on the basis of precisely defined performance indicators.

Medium Term macroeconomic indicators have also been included in this document to provide the strategic economic perspective which contextualises the budget 2012-13.

For the convenience of readers, some additional information regarding subsidies, loans and advances has been shown separately. After approval by the Parliament, all budget books including the *Budget in Brief* will be placed on the website of the Ministry of Finance: www.finance.gov.pk.

I hope that this document will prove to be useful and accessible to all.

Abdul Wajid Rana Secretary to the Government of Pakistan

Finance Division Islamabad, the 1st June, 2012

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CHAPTER - 1 REVIEW OF BUDGET 2011-12

SALIENT FEATURES

- 1.1 The budget 2011-12 had the following salient features:
- a) The total outlay of budget 2011-12 was estimated at Rs 2,767 billion. However, this size increased to Rs 3,110 billion in revised estimates 2011-12 or by 12.4%.
- b) The resource availability during 2011-12 had been estimated at Rs 2,463 billion which declined to Rs 2,171 billion in revised estimates or by 11.9%.
- c) The revenue receipts (net) for 2011-12 had been estimated at Rs 1,529 billion indicating a decrease of 13.2% in revised estimates 2011-12.
- d) The provincial share in federal revenue receipts was estimated at Rs 1,203 billion during 2011-12 which increased to Rs 1,209 billion in revised estimates for 2011-12.
- e) The net capital receipts for 2011-12 had been estimated at Rs 396 billion which increased to Rs 526 billion in revised estimates 2011-12 i.e. an increase of 32.8%.
- f) The external receipts in 2011-12 were estimated at Rs 414 billion, which decreased to Rs 226 billion in revised estimates or by 45.4%.
- g) The overall expenditure during 2011-12 had been estimated at Rs 2,767 billion, out of this share of current expenditure was Rs 2,315 billion and that of development expenditure was Rs 452 billion. Current expenditure of revised estimates showed an increase of 13.7% over budget estimates of 2011-12, while development expenditure increased by 5.7%.
- h) The share of current expenditure in total budgetary outlay for 2011-12 was 83.7% which increased to 84.6% in revised estimates 2011-12.
- i) The expenditure on general public service was estimated at Rs 1,660 billion which was 71.7% of the current expenditure.

- j) The size of Public Sector Development Programme (PSDP) for 2011-12 was Rs 730 billion. Out of this, Rs 430 billion was allocated to provinces. Federal PSDP 2011-12 was at Rs 300 billion, out of which Rs 157 billion to Federal Ministries/Divisions, Rs 72 billion to Corporations, Rs 33 billion to Special Programme, Rs 28 billion to Special Areas and Rs 10 billion to Earthquake Reconstruction and Rehabilitation Authority (ERRA).
- k) The other development expenditure outside PSDP amounting to Rs 97 billion was budgeted for 2011-12, while Rs 55 billion for development loans and grants to provinces.
- I) To meet expenditure, bank borrowing was estimated at Rs 304 billion which was at lower side as compared to revised estimates 2011-12.
- 1.2 In the light of features outlined above, a summary showing comparative position of budget and revised estimates for financial year 2011-12 is given in the following table-1:

<u>TABLE - 1</u> <u>SUMMARY 2011-12</u>

	(Rs in N	lillion)
Classification	Budget 2011-12	Revised 2011-12
RESOURCES	2,463,292	2,170,537
 Internal Resources Revenue Receipts (Net) Capital Receipts (Net) Estimated Provincial Surplus 	2,049,363 1,528,829 395,652 124,882	1,944,377 1,328,137 525,496 90,744
- External Resources	413,929	226,160
 EXPENDITURE Current Expenditure Development Expenditure Federal PSDP Development Loans & Grants to Provinces Other Development Expenditure 	2,766,816 2,314,859 451,956 300,000 54,871 97,085	3,109,732 2,631,911 477,821 303,664 52,398 121,759
BANK BORROWING	303,524	939,195

RESOURCES:

INTERNAL RESOURCES

1.3 The internal resources come through revenue receipts (tax & non-tax) and net capital receipts. Table-2 provides the budget and revised estimates for 2011-12 in respect of tax and non-tax revenue, while table-3 provides the details of net capital receipts.

TABLE - 2
REVENUE RECEIPTS
(2011-12)

(Rs in Million) **Budget** Revised Classification 2011-12 2011-12 A. TAX REVENUE 2,074,182 2,024,568 - Direct Taxes 743,600 745,000 - Indirect Taxes 1,330,582 1,279,568 **B. NON-TAX REVENUE** 657,968 512,184 - Income from Property and Enterprise 197,525 93,719 - Receipts from Civil Administration and Other 321,383 249,017 **Functions** - Miscellaneous Receipts 139,060 169,448 **Revenue Receipts (Gross)** 2,732,150 2,536,752 **Less Provincial Share** 1,203,321 1,208,615 **Revenue Receipts (Net)** 1,328,137 1,528,829

- 1.4 The tax revenue in revised estimates 2011-12 recorded a decrease of 2.4% over budget estimates 2011-12 while the non-tax revenue decreased from Rs 657,968 million to Rs 512,184 million or by 22.2%.
- 1.5 After deducting the provincial share, the net revenue receipts were estimated at Rs 1,528,829 million in the budget 2011-12. These are now estimated at Rs 1,328,137 million in the revised estimates 2011-12 i.e. a decline of 13.1%.

CAPITAL RECEIPTS

1.6 The net capital receipts for the year 2011-12 were budgeted at Rs 395,652 million. The revised estimates are Rs 525,497 million which indicates an increase of 32.8%. The following table provides the details:

TABLE - 3
NET CAPITAL RECEIPTS
(2011-12)

		(Rs in M	lillion)
	Classification	Budget 2011-12	Revised 2011-12
I.	RECEIPTS (A + B)	464,209	549,621
	A. Federal Consolidated Fund	299,977	441,591
	- Recovery of Loans	51,610	56,992
	- Permanent Debt	129,267	175,381
	- Floating Debt	119,100	209,218
	B. Public Account	164,232	108,030
II.	DISBURSEMENTS	68,557	24,125
	NET CAPITAL RECEIPTS (I-II):	395,652	525,496

EXTERNAL RESOURCES

- 1.7 The Government obtains foreign loans and grants to use for capital and development expenditure. The external loans for 2011-12 were budgeted at Rs 287,236 million which are now projected at Rs 180,523 million in revised estimates i.e. decline of 37.2%. This decline is mainly due to less receipts from Programme Loans, Tokyo Pledges and Other Aid.
- 1.8 External grants were also reduced from Rs 126,693 million in budget estimates 2011-12 to Rs 45,636 million in revised estimates 2011-12.
- 1.9 Overall external resources were estimated at Rs 413,929 million which declined to Rs 226,160 million or by 45.4% in revised estimates 2011-12. The following table gives the details:

TABLE - 4
EXTERNAL RESOURCES
(2011-12)

		(Rs in M	illion)
	Classification	Budget 2011-12	Revised 2011-12
I.	EXTERNAL LOANS (a to d)	287,236	180,523
	a. Project Loans	67,509	165,734
	b. Programme Loans	117,832	4,555
	c. Tokyo Pledges	13,895	4,004
	d. Other Aid	88,000	6,230
II.	EXTERNAL GRANTS	126,693	45,636
	TOTAL EXTERNAL RESOURCES (I + II):	413,929	226,160

EXPENDITURE

- 1.10 The revised estimates 2011-12 of the overall expenditure are Rs 3,109,732 million showing an increase of 12.4% over the budget estimates 2011-12 at Rs 2,766,816 million.
- 1.11 The following table shows the comparative position of the budget and revised estimates of current and development expenditure for the year 2011-12:

<u>TABLE - 5</u> <u>CURRENT AND DEVELOPMENT EXPENDITURE</u> (2011-12)

	(2011-12)	(Rs in N	lillion)
	Classification	Budget 2011-12	Revised 2011-12
Α.	CURRENT	2,314,859	2,631,911
	- General Public Service	1,659,978	1,898,028
	- Defence Affairs & Services	495,215	510,179
	- Public Order and Safety Affairs	59,609	61,850
	- Economic Affairs	50,307	72,243
	- Environment Protection	577	599
	 Housing and Community Amenities 	1,602	1,646
	- Health Affairs & Services	2,646	6,651
	- Recreational, Culture and Religion	4,247	5,371
	- Education Affairs and Services	39,513	45,214
	- Social Protection	1,164	30,130
В.	DEVELOPMENT	451,956	477,821
	- Federal PSDP including ERRA	300,000	303,664
	- Other Development Expenditure	97,085	121,759
	- Development Loans & Grants to Provinces	54,871	52,398
	TOTAL EXPENDITURE (A + B):	2,766,816	3,109,732

CHAPTER - 2 THE BUDGET 2012-13

SALIENT FEATURES

- 2.1 The budget 2012-13 has the following salient features:
- a) The total outlay of budget 2012-13 is Rs 3,203 billion. This size is 15.8% higher than the size of budget estimates 2011-12.
- b) The resource availability during 2012-13 has been estimated at Rs 2,719 billion against Rs 2,463 billion in the budget estimates of 2011-12.
- c) The revenue receipts (net) for 2012-13 have been estimated at Rs 1,775 billion indicating an increase of 16.1% over the budget estimates of 2011-12.
- d) The provincial share in federal revenue receipts is estimated at Rs 1,459 billion during 2012-13 which is 21.2% higher than the budget estimates for 2011-12.
- e) The net capital receipts for 2012-13 have been estimated at Rs 478 billion against the budget estimates of Rs 396 billion in 2011-12 i.e. an increase of 20.8%.
- f) The external receipts in 2012-13 are estimated at Rs 387 billion. This shows a decrease of 6.5% over the budget estimates for 2011-12.
- g) The overall expenditure during 2012-13 has been estimated at Rs 3,203 billion of which the current expenditure is Rs 2,612 billion and development expenditure is Rs 591 billion. Current expenditure has been estimated to be lower than the revised estimates for 2011-12 by around 1%, while development expenditure will increase by 23.7% in 2012-13 over the revised estimates of 2011-12.
- h) The share of current expenditure in total budgetary outlay for 2012-13 is 81.6% as compared to 84.6% in revised estimates for 2011-12.
- i) The expenditure on General Public Services is estimated at Rs 1,877 billion which is 71.9% of the current expenditure.

- j) The size of Public Sector Development Programme (PSDP) for 2012-13 is Rs 873 billion. Out of this, Rs 513 billion has been allocated to provinces. Federal PSDP has been estimated at Rs 300 billion, out of which Rs 207 billion to Federal Ministries/Divisions, Rs 80 billion to Corporations, Rs 36 billion to Special Areas and Rs 27 billion to Special Programmes and Rs 10 billion to Earthquake Reconstruction and Rehabilitation Authority (ERRA).
- k) The other development expenditure outside PSDP for 2012-13 has been estimated at Rs 154 billion.
- I) To meet expenditure, bank borrowing has been estimated at Rs 484 billion which is lower than the revised estimates of 2011-12.
- 2.2 The comparative position of 2011-12 (budget & revised) and 2012-13 (budget) is given in table-6 below:

TABLE - 6
COMPARATIVE BUDGETARY POSITION
2011-12 AND 2012-13

(Rs in Million) Budget Revised Budget Classification 2011-12 2011-12 2012-13 RESOURCES (a + b) 2,463,292 2,170,537 2,719,188 i) a. Internal Resources 2,049,363 1,944,377 2,332,309 - Revenue Receipts (Net) 1,528,829 1,328,137 1,774,982 - Capital Receipts (Net) 395,652 525,496 477,779 124,882 90,744 79,548 - Estimated Provincial Surplus b. External Resources 413,929 226,160 386,879 **EXPENDITURE** (a + b) 3,109,732 2,766,816 3,202,999 ii) a. Current Expenditure 2,314,859 2,631,911 2,611,940 b. Development Expenditure 451,956 477,821 591,059 - Federal PSDP including ERRA 300,000 303,664 360,000 - Development Loans & Grants to 54,871 52,398 76,771 Provinces - Other Development Expenditure 97,085 121,759 154,288 **BANK BORROWING** 303,524 939,196 483,810

CHAPTER - 3 RESOURCE POSITION (2012-13)

3.1 There are two resources i.e. internal and external. The internal resources comprise of revenue receipts, capital receipts and estimated provincial surplus. The external resources come from foreign loans and grants. The overall comparative resource position for the year 2011-12 (budget and revised) and 2012-13 (budget) is given in table-7 below:

TABLE - 7
RESOURCE POSITION

			(Rs in M	lillion)
	Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
A.	INTERNAL RESOURCES	2,049,363	1,944,377	2,332,309
	Revenue Receipts (Net)Capital Receipts (Net)Estimated Provincial Surplus	1,528,829 395,652 124,882	1,328,137 525,496 90,744	1,774,982 477,779 79,548
В.	EXTERNAL RESOURCES	413,929	226,160	386,879
	TOTAL RESOURCES (A + B):	2,463,292	2,170,537	2,719,188

INTERNAL RESOURCES

REVENUE RECEIPTS

- 3.2 The gross revenue receipts in budget 2012-13 are estimated at Rs 3,233,906 million showing an increase of 27.5% over the revised estimates 2011-12. The provincial share in taxes for 2012-13 is estimated at Rs 1,458,924 million which is 20.7% higher than the revised estimates of 2011-12.
- 3.3 The estimated tax revenue for 2012-13 is Rs 2,503,575 million, which reflects an increase of 23.7% over revised estimates 2011-12. Non-tax revenue has been projected at Rs 730,331 million in 2012-13 as compared with Rs 512,184 million in revised estimates 2011-12. At this level, the non-tax revenue is higher by 42.6% when compared with the revised estimates 2011-12.
- 3.4 Detailed information on various components of tax revenue and non-tax revenue is given in the following tables 8 to 10:

TABLE - 8
REVENUE RECEIPTS

		(Rs in M	lillion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
Tax Revenue	2,074,182	2,024,568	2,503,575
- Direct Taxes	743,600	745,000	932,000
- Indirect Taxes	1,330,582	1,279,568	1,571,575
Non-Tax Revenue	657,968	512,184	730,331
- Property and Enterprise	197,525	93,719	178,773
- Civil Administration and Other Functions	321,383	249,017	354,175
- Miscellaneous Receipts	139,060	169,448	197,384
Revenue Receipts (Gross)	2,732,150	2,536,752	3,233,906
Less: Provincial Share	1,203,321	1,208,615	1,458,924
Revenue Receipts (Net)	1,528,829	1,328,137	1,774,982

TABLE - 9
TAX REVENUE

(Rs in Million) **Budget** Revised **Budget** Classification 2011-12 2011-12 2012-13 *TAX REVENUE (I+II) 2,074,182 2,024,568 2,503,575 I. Direct Taxes 743,600 745,000 932,000 - Income Tax 718,600 730,000 914,000 - Workers Welfare Fund 25,000 18,000 15,000 II. Indirect Taxes 1,330,582 1,279,568 1,571,575 206,400 215,000 - Customs 247,500 - Sales Tax 836,700 852,030 1,076,500 - Federal Excise 165,600 139,970 125,000 - Petroleum Levy 120,000 69,000 120,000 2,500 - ICT Taxes 1,807 3,493 - Airport Tax 75 75 75 * Out of which F.B.R. collection is: 1,952,300 1,952,000 2,381,000

TABLE - 10 NON-TAX REVENUE

(Rs in Million) **Budget** Revised **Budget** Classification 2011-12 2011-12 2012-13 **NON-TAX REVENUE** 657,968 512,184 730,331 Income from **Property** and 197,525 93,719 178,773 **Enterprise** - Profits Pak. Telecom. Authority 75,000 79,000 - Interest (Provinces) 15,638 12,875 15,437 - Interest (PSEs & Others) 42,503 22,169 19,729 - Dividends 64,384 58,674 64,607 **Receipts from Civil Administration** 321,383 249,017 354,175 and Other Functions - General Administration 801 779 859 - SBP Profit 200,000 200,000 200,000 - Defence Services 118,739 45,749 150,608 - Law and Order 980 1,115 866 - Community Services 530 699 712 - Social Services 447 810 882 **Miscellaneous Receipts** 139,060 169,448 197,384 - Economic Services 2,388 2,404 2,528 - Passport and Citizenship Fees 11,760 14,800 13,750 - Gas Development Surcharge 24,925 24,000 30,882 - Discount Retained on Local Crude Oil 25,100 22,050 22,500 - Royalty on Crude Oil 15,183 22,773 22,027 - Royalty on Natural Gas 32,796 35,191 36,163 - Windfall Levy against Crude Oil 5,150 5,300 - Gas Infrastructure Dev. Cess 8,000 30,000 - Petroleum Levy on LPG 400 1,000 - Others 37,719 24,917 32,183

CAPITAL RECEIPTS

3.5 Net capital receipts in the budget 2012-13 have been estimated at Rs 477,779 million against Rs 395,652 million in the budget estimates 2011-12 and Rs 525,497 million in the revised estimates 2011-12. The details of capital receipts, disbursements and net capital receipts are reflected in table-11.

TABLE - 11
CAPITAL RECEIPTS

		(Rs in Mi	illion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
I. RECEIPTS (A + B)	464,209	549,621	541,087
A. Federal Consolidated Fund (1+2+3)	299,977	441,591	353,495
1. Recoveries of Loans & Advances- Provinces- Others	51,610 27,192 24,419	56,992 36,084 20,909	54,058 31,529 22,529
2. Permanent Debt	129,267	175,381	143,810
Pakistan Investment BondsIjara Sukuk BondsFEBCs	50,000 80,000 (25)	50,000 125,546 (5)	54,000 90,000 (5)
FCBCsU.S. Dollar Bearer CertificatesSpecial US Dollar Bonds	(10) (15) (683)	(5) (5) (150)	(5) (5) (175)
3. Floating Debt- Prize Bonds- Treasury Bills	119,100 37,000 82,100	209,218 49,218 160,000	155,627 45,627 110,000
B. Public Account- Saving Schemes- G.P. Fund- Deposits (Net)	164,232 149,200 2,000 13,032	108,030 97,608 3,500 6,922	187,592 178,171 3,000 6,421
II. DISBURSEMENTS Government Investments, loans, and Advances and Others	68,557 32,330	24,125 24,125	63,308 27,300
- Repayment of Short Term Credits	36,227	-	36,008
NET CAPITAL RECEIPTS (I - II):	395,652	525,496	477,779
Net Lending to Others:	7,911	3,216	4,771

ESTIMATED PROVINCIAL SURPLUS

- 3.6 The estimated provincial surplus has been projected at Rs 79,548 million for 2012-13 as against Rs 124,882 million in budget estimates 2011-12 and Rs 90,744 million in revised estimates 2011-12.
- 3.7 Total net transfers to provinces is given in the following table-12:

TABLE - 12
TRANSFER TO PROVINCES (NET)

		(Rs in M	lillion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
Total Transfer to Provinces	1,313,712	1,315,003	1,592,511
- Divisible Pool	1,043,933	1,063,052	1,303,009
 Straight Transfers 	159,388	145,564	155,915
 Special Grants/Subventions 	55,430	53,915	56,739
 Project Loans 	38,239	47,843	65,984
 Programme Loans 	16,632	4,556	10,787
- Japanese Grant	90	74	78
Less Payments to Federal Govt.	42,830	48,959	46,965
 Interest Payments 	15,638	12,875	15,437
- Loans Repayments	27,192	36,084	31,529
Transfer to Provinces (Net)	1,270,882	1,266,044	1,545,546

^{3.8} The net transfers to provinces are Rs 1,266,044 million in the revised estimates 2011-12, while they are estimated at Rs 1,545,546 million in the budget 2012-13, showing an increase of 22.1% over the revised estimates 2011-12.

EXTERNAL RESOURCES

3.9 The budget estimate 2012-13 for external resources is Rs 386,879 million, which is 6.5% lower than budget estimates 2011-12 and 71.1% higher than revised estimates. Details of receipts from external resources are given in table-13 below:

TABLE - 13 EXTERNAL RESOURCES

(Rs in Million) **Budget** Revised Budget Classification 2011-12 2011-12 2012-13 I. **EXTERNAL LOANS (A to D)** 287,236 180,523 274,858 A. Project Loans (i+ii) 67,509 165,734 140,380 i Federal Government 127,168 34,500 92,376 - Ministries/Divisions 14,883 61,787 44,601 - Corporations/Autonomous Bodies 19,616 65,381 47,775 ii Provinces 33,009 38,566 48,004 **B. Programme Loans** 117,832 4,555 41,478 C. Other Aid 88,000 6,230 93,000 - Islamic Development Bank 44,000 6,230 46,500 - Eurobonds 44,000 46,500 D. Tokyo Pledges 13,895 4,004 II. **EXTERNAL GRANTS** 126,693 45,636 112,022 - Project Aid Grants 9,298 18,738 25,478 Federal Departments 4,043 9,461 7,493 Autonomous Bodies 25 Provinces 5,230 9,277 17,980 - Commodity Aid Grants 9,170 2,920 5,563 - Tokyo Pledges 979 1,023 3,661 - Privatization Proceeds 70,400 74,400 34,164 20,356 8,200 Kerry Lugar TOTAL (I + II): 413,929 226,160 386,879

CHAPTER - 4

PROVINCIAL SHARE IN FEDERAL REVENUE RECEIPTS

NFC Award

- 4.1 In Pakistan, about 94% resources are generated as federal level whereas only 6% resources are generated by the provinces. Therefore, provinces rely on the Federal Government for meeting their expenditure requirements. In order to maintain inter-governmental fiscal relationship, Article 160 of the Constitution provides for setting up of National Finance Commission (NFC) at intervals not exceeding five years. The mandate of NFC is to recommend to the President for the distribution of resources between the Federal and Provincial Governments. The President, through Presidential Order, gives legal cover to the recommendations of the NFC.
- 4.2 The 5th NFC gave the Award in 1996. 6th NFC was constituted in 2000 but it could not give the Award and its life expired in July 2005. Accordingly, 7th NFC was constituted in July 2005 which gave the Award in the year 2010, after a period of 14 years.
- 4.3 Through this Award, the financial autonomy of the provinces has been ensured by increasing their share in the divisible pool (taxes) i.e. from 50% to 56% in 2010-11 and 57.5% from 2011-12 onwards. In case of Balochistan, the share from the divisible pool has been guaranteed at Rs. 83 billion in financial year 2010-11, which is more than double the actual divisible pool share of financial year 2009-10. It has further been guaranteed that Balochistan province would receive provincial share in the divisible pool based on the budgetary projections from financial year 2011-12 onwards for the NFC period. Shortfall, if any, based on the actual collection reported by FBR would be borne by the Federal Government itself. In the financial year 2010-11, in order to match the share of Balochistan Province with the guaranteed figure of Rs. 83.00 billion, Federal Government paid Rs. 9.636 billion from its own resources. According to Revised Estimates 2011-12, the share of Balochistan under divisible pool comes to Rs. 94.963 billion which is based on revenue target of Rs. 1,952.00 billion. In case this revenue target does not materialise, the shortfall based on Budget Estimates 2011-12 will be met by the Federal Government from its own resources.

- 4.4 For the first time in the history, multiple indicators have been adopted for distribution of provincial share in the divisible pool whereas in all the previous Awards, population was the sole criterion for distribution of provincial share in the divisible pool with special grants (subventions) to smaller provinces.
- 4.5 The Recommendations of the NFC has been given legal cover through President's Order No. 5 of 2010, which is reproduced as follows:

"PRESIDENT'S ORDER No. 5 of 2010

ΑN

ORDER

to provide for distribution of revenues and certain grants

WHEREAS in pursuance of clause (1) of Article 160 of the Constitution of the Islamic Republic of Pakistan hereinafter referred to as the Constitution, the President, by the Finance Division's Notification No. S.R.O. 739(I)/2005, dated 21st July 2005, as modified by the said Division's Notification No. S.R.O. 693(I)/2009, dated 24th July 2009, appointed a National Finance Commission to make recommendations, among other matters, as to the distribution between the Federation and the Provinces of the net proceeds of certain taxes;

AND WHEREAS the said Commission has also submitted its recommendations with regard to the said distribution;

NOW, THEREFORE, in pursuance of clauses (4) and (7) of Article 160 of the Constitution, the President is pleased to make the following Order:—

- **1. Short title and commencement.—** (1) This Order may be called the Distribution of Revenues and Grants-in-Aid Order, 2010.
 - (2) It shall come into force on the first day of July, 2010.
- **2. Definitions.—** In this Order, unless there is anything repugnant in the subject or context,—
 - (a) "net proceeds" means, in relation to any tax, duty or levy, the proceeds thereof reduced by the cost of collection as ascertained and certified by the Auditor General of Pakistan; and

- (b) "taxes on income" includes corporation tax but does not include taxes on income consisting of remuneration paid out of the Federal Consolidated Fund.
- **3. Distribution of Revenues.—**(1) The divisible pool taxes in each year shall consist of the following taxes levied and collected by the Federal Government in that year, namely:—
 - (a) taxes on income;
 - (b) wealth tax;
 - (c) capital value tax;
 - (d) taxes on the sales and purchases of goods imported, exported, produced, manufactured or consumed;
 - (e) export duties on cotton;
 - (f) customs duties;
 - (g) federal excise duties excluding the excise duty on gas charged at well-head; and
 - (h) any other tax which may be levied by the Federal Government.
- (2) One percent of the net proceeds of divisible pool taxes shall be assigned to Government of Khyber Pakhtunkhwa to meet the expenses on war on terror.
- (3) After deducting the amounts as prescribed in clause (2), of the balance amount of the net proceeds of divisible pool taxes, fifty-six percent shall be assigned to provinces during the financial year 2010-11 and fifty-seven and half percent from the financial year 2011-12 onwards. The share of the Federal Government in the net proceeds of divisible pool shall be forty four percent during the financial year 2010-11 and forty-two and half percent from the financial year 2011-12 onwards.
- 4. **Allocation of shares to the Provincial Governments.—**(1) The Provincewise ratios given in clause (2) are based on multiple indicators. The indicators and their respective weights as agreed upon are:—

(a)	Population	82.0%
(b)	Poverty or backwardness	10.3%
(c)	Revenue collection or generation	5.0%
(d)	Inverse population density	2.7%

(2) The sum assigned to the Provincial Governments under Article 3 shall be distributed amongst the Provinces on the basis of the percentage specified against each:—

		Total:	100.00%
(d)	Sindh		24.55%
(c)	Punjab		51.74%
(b)	Khyber Pakhtunkhwa		14.62%
(a)	Balochistan		9.09%

- (3) The Federal Government shall guarantee that Balochistan province shall receive the projected sum of eighty-three billion rupees from the provincial share in the net proceeds of divisible pool taxes in the first year of the Award. Any shortfall in this amount shall be made up by the Federal Government from its own resources. This arrangement for Balochistan shall remain protected throughout the remaining four years of the Award based on annual budgetary projections.
- 5. Payment of net proceeds of royalty on crude oil.—Each of the provinces shall be paid in each financial year as a share in the net proceeds of the total royalties on crude oil an amount which bears to the total net proceeds the same proportion as the production of crude oil in the Province in that year bears to the total production of crude oil.
- 6. Payment of net proceeds of development surcharge on natural gas to the Provinces.—(1) Each of the Provinces shall be paid in each financial year as a share in the net proceeds to be worked out based on average rate per MMBTU of the respective province. The average rate per MMBTU shall be derived by notionally clubbing both the royalty on natural gas and development surcharge on Gas. Royalty on natural gas shall be distributed in accordance with clause (1) of Article 161 of the Constitution whereas the development surcharge on natural gas would be distributed by making adjustments based on this average rate.
- (2) The development surcharge on natural gas for Balochistan with effect from 1st July 2002, shall be re-worked out hypothetically on the basis of the formula given in clause (1) and the amount, subject to maximum of ten billion rupees, shall be paid in five years in five equal installments by the Federal Government as grants to be charged on the Federal Consolidated Fund.

- 7. **Grants-in-Aid to the Provinces.—**There shall be charged upon the Federal Consolidated Fund each year, as grants-in-aid of the revenues of the province of Sindh an amount equivalent to 0.66% of the provincial share in the net proceeds of divisible pool as a compensation for the losses on account of abolition of octroi and zilla tax.
- 8. **Sales tax on services.—**NFC recognizes that sales tax on services is a Provincial subject under the Constitution of the Islamic Republic of Pakistan, and may be collected by respective Provinces, if they so desired.
- 9. **Miscellaneous.—**(1) NFC also recommended increase in the rate of excise duty on natural gas to Rs10.0 per MMBTU. Federal Government may initiate necessary legislation accordingly.
- (2) The NFC recommended that the Federal Government and Provincial Governments should streamline their tax collection systems to reduce leakages and increase their revenues through efforts to improve taxation in order to achieve a 15% tax to GDP ratio by the terminal year i.e. 2014-15. Provinces would initiate steps to effectively tax the agriculture and real estate sectors. Federal Government and Provincial Governments may take necessary administrative and legislative steps accordingly.
- (3) Federal Government and Provincial Governments would develop and enforce mechanism for maintaining fiscal discipline at the Federal and Provincial levels through legislative and administrative measures.
- (4) The Federal Government may assist the Provinces through specific grants in times of unforeseen calamities.
- (5) The meetings of the NFC may be convened regularly on a quarterly basis to monitor implementation of the award in letter and spirit.
- 10. **Repeal.—** The Distribution of Revenues and Grants-in-Aid Order, 1997 (P.O. No. 1 of 1997), and the Distribution of Revenues and Grants-in-Aid, Order, 2010 (P.O. 4 of 2010) are hereby repealed.

ASIF ALI ZARDARI,

President."

4.6 The following table shows total estimated transfers to the Provincial Governments and their share in federal taxes and straight transfers including GST on Services during the financial year 2012-13.

TABLE - 14
FEDERAL TRANSFERS TO PROVINCES

		(Rs in M	lillion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
A. DIVISIBLE POOL TAXES	1,043,933	1,063,052	1,303,009
- Income Tax	407,924	414,395	518,846
- Sales Tax (excl. GST)	437,404	457,415	584,001
- Federal Excise (excl. ED on NG)	85,977	71,962	63,393
- Customs (excl. EDS)	112,627	119,279	136,770
B. STRAIGHT TRANSFERS	86,805	94,518	101,457
 Royalty on Crude Oil 	14,879	22,318	21,587
 Royalty on Natural Gas (NG) 	32,140	34,487	35,440
- Gas Development Surcharge (GDS)	24,427	23,520	30,265
 Excise Duty on Natural Gas (NG) 	15,359	14,192	14,166
C. GST ON SERVICES*	72,583	51,046	54,458
- GST on Services (Telecom)	-	40,542	44,596
- GST on Services (Others)	-	10,504	9,861
Total (A to C):	1,203,321	1,208,615	1,458,924
PROVINCE- WISE SHARE			
Punjab	576,862	585,948	710,297
Sindh	324,409	313,476	373,619
Khyber Pakhtunkhwa **	191,847	197,504	241,750
Balochistan	110,204	111,688	133,259
Total:	1,203,321	1,208,615	1,458,924

^{*} The indicative shares of GST on Services are provisional at this stage. These shares would be revised and adjusted in the light of decision taken after discussions with the provinces.

^{**} Inclusive 1% War on Terror

<u>CHAPTER - 5</u> <u>CURRENT EXPENDITURE</u> (2012-13)

5.1 Following table-15 shows summary of current expenditure:

TABLE - 15
CURRENT EXPENDITURE
(SUMMARY)

(Rs in Million) **Budget** Revised **Budget** 2012-13 Classification 2011-12 2011-12 **Interest Payment** 790,977 843,839 925,775 Interest on Domestic Debt 714,671 845,600 771,873 Interest on Foreign Debt 76,306 71,967 80,175 **Pension** 96,138 135,409 129,067 Military 73,218 106,000 98,218 Civil 22,920 29,409 30,849 **Defence Affairs and Services** 495,215 510.179 545,386 Defence Services 493,745 508,221 543,823 Defence Administration 1,470 1,958 1,564 **Grants and Transfers** 294,987 277,691 312,301 **Grants to Provinces** 55,430 53,915 56,739 **Grants to Others** 239,557 223,776 255,562 Subsidies 166,448 512,292 208,595 **Running of Civil Government** 202,914 215,612 239,854 Pay and Allowances 103,881 108,534 127,250 Others 99,033 107,078 112,604 **Provision for Pay and Pension Reforms** 25,000 35,000 **TOTAL CURRENT EXPENDITURE** 2,071,680 2,495,021 2,395,978 Repayment of Long Term Foreign Debt 136,891 215,962 243,179 **TOTAL CURRENT EXPENDITURE** 2,314,860 2,611,940 2,631,912 (Including Repayments)

- 5.2 The current expenditure has been estimated for 2012-13 at Rs 2,611,940 million, showing a decline of Rs 19,971 million over revised estimates 2011-12
- 5.3 The following table indicates the comparative position of the budget and revised estimates of current expenditure for the year 2011-12 and the budget estimates for 2012-13.

TABLE - 16
CURRENT EXPENDITURE

		(Rs in M	lillion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
- General Public Service	1,659,978	1,898,028	1,876,839
- Defence Affairs and Services	495,215	510,179	545,386
- Public Order and Safety Affairs	59,609	61,850	70,157
- Economic Affairs	50,307	72,243	53,642
- Environment Protection	577	599	736
- Housing and Community Amenities	1,602	1,646	1,855
- Health Affairs & Services	2,646	6,651	7,845
- Recreational, Culture and Religion	4,247	5,371	6,267
- Education Affairs and Services	39,513	45,214	47,874
- Social Protection	1,164	30,130	1,340
Total:	2,314,859	2,631,911	2,611,940

5.4 The bulk of expenditure has been placed under General Public Service. The expenditure against this head has been budgeted at Rs 1,876,839 million for 2012-13, which is 71.9% of current expenditure. While 20.9% for Defence and 2.7% for Public Order and Safety have been allocated in the budget estimates 2012-13.

GENERAL PUBLIC SERVICE

5.5 The details under General Public Service are given in following table-17.

TABLE - 17
GENERAL PUBLIC SERVICE

		(Rs in M	lillion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
GENERAL PUBLIC SERVICE	1,659,978	1,898,028	1,876,839
Executive & Legislative Organs, Financial	1,308,917	1,622,775	1,501,116
- Superannuation Allowances & Pensions	96,138	135,409	129,067
- Servicing of Foreign Debt	76,307	71,967	80,175
- Foreign Loans Repayment	243,179	136,891	215,962
- Servicing of Domestic Debt	714,671	771,873	845,600
- Others	178,622	506,635	230,312
Foreign Economic Aid	88	1,988	2,489
Transfers	294,986	251,371	312,300
General Services	2,736	4,679	4,345
Basic Research	2,524	2,524	2,680
R&D General Public Services	6,059	6,130	7,484
Administration of General Public Service	1,390	1,890	1,572
General Public Services not defined elsewhere	43,278	6,673	44,854

5.6 Under General Public Service, the major portion goes to executive & legislatives organs, financial and fiscal affairs. At Rs 1,501,116 million, it forms 80% of the allocation of Rs 1,876,839 million. The main heads of expenses are servicing of domestic debt, foreign loan repayment and others. Other major item is the transfer payments.

DEFENCE AFFAIRS AND SERVICES

5.7 Details of estimates of expenditure on Defence Affairs and Services in 2011-12 (budget & revised) and 2012-13 (budget) are given below:

TABLE - 18
DEFENCE AFFAIRS AND SERVICES

		(Rs in Mi	illion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
DEFENCE AFFAIRS AND SERVICES	495,215	510,179	545,386
- Defence Administration	1,470	1,958	1,564
- Defence Services	493,745	508,221	543,823
- Employees Related Expenses	206,488	209,309	229,577
- Operating Expenses	128,283	131,123	143,544
- Physical Assets	117,591	125,586	120,522
- Civil Works	42,638	43,303	51,356
- Less Recoveries	(1,255)	(1,101)	(1,178)

PUBLIC ORDER AND SAFETY AFFAIRS

5.8 Under the head of Public Order and Safety Affairs, an amount of Rs 70,157 million has been provided in the budget 2012-13 as compared with Rs 59,609 million in the budget estimates 2011-12 and Rs 61,850 million in revised estimates 2011-12. The allocation for Police (Rs 64,794 million) forms the major component, with a share of 92.4%, in the total allocation under this head. The following table-19 provides the details:

TABLE - 19
PUBLIC ORDER AND SAFETY AFFAIRS

		(Rs in M	illion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
PUBLIC ORDER AND SAFETY AFFAIRS	59,609	61,850	70,157
- Law Courts	2,401	2,471	2,915
- Police	55,429	55,964	64,794
- Fire Protection	102	102	123
- Prison Administration and Operation	23	23	27
- R & D Public Order and Safety	19	19	25
- Administration of Public Order	1,635	3,270	2,273

ECONOMIC AFFAIRS

5.9 The allocation under the head of Economic Affairs in the budget 2012-13 has been projected at Rs 53,642 million. This is higher by 6.6% than the budget estimates of 2011-12, however less by 25.8% when compared with revised estimates 2011-12. The allocation for General Economic, Commercial & Labour Affairs has been increased to Rs 22,887 million as compared with Rs 15,299 million for revised estimates 2011-12. The following table provides the details under this head:

TABLE - 20
ECONOMIC AFFAIRS

		(Rs in M	illion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
ECONOMIC AFFAIRS	50,307	72,243	53,642
- General Economic, Commercial & Labour Affairs	25,166	15,299	22,887
 Agriculture, Food, Irrigation, Forestry and Fishing 	12,108	42,893	15,759
- Fuel and Energy	539	682	692
- Mining and Manufacturing	1,760	1,937	2,021
- Construction and Transport	8,415	8,360	9,064
- Communications	2,115	2,099	2,168
- Other Industries	205	972	1,050

ENVIRONMENT PROTECTION

5.10 For Waste Water Management under the head of Environment Protection, an amount of Rs 736 million has been estimated for budget 2012-13, which is higher by 27.6% and 22.9%, respectively, when compared with budget and revised estimates 2011-12.

TABLE - 21
ENVIRONMENT PROTECTION

		(Rs in Mi	llion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
ENVIRONMENT PROTECTION	577	599	736
- Waste Water Management	577	599	736

HOUSING AND COMMUNITY AMENITIES

5.11 An allocation of Rs 1,855 million has been provided in the budget 2012-13 for Community Development as against Rs 1,646 million in revised estimates 2011-12 and Rs 1,602 million in budget estimates 2011-12.

TABLE - 22
HOUSING AND COMMUNITY AMENITIES

		(Rs in Mi	llion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
HOUSING AND COMMUNITY AMENITIES	1,602	1,646	1,855
- Community Development	1,602	1,646	1855

HEALTH AFFAIRS AND SERVICES

5.12 Under the head of Health Affairs and Services, a total allocation of Rs7,845 million has been made in the budget estimates 2012-13, which is higher by 196.5% and 18.0% when compared with budget and revised estimates 2011-12. Details are given in the following table:

TABLE - 23
HEALTH AFFAIRS AND SERVICES

(Rs in Million) **Budget** Budget Revised Classification 2011-12 2011-12 2012-13 **HEALTH AFFAIRS AND SERVICES** 2,646 6,651 7,845 100 132 **Appliances** Medical Products, and Equipment **Hospitals Services** 2,435 5,712 6,609 **Public Health Services** 140 696 845 R & D Health 1 - Health Administration 70 143 259

RECREATION, CULTURE AND RELIGION

5.13 In budget 2012-13 an amount of Rs 6,267 million has been budgeted for Recreation, Culture and Religion. The bulk of the expenditure has been earmarked for Broadcasting and Publishing, which is 76.7% of the total allocation under this head. Overall estimates for 2012-13 are higher by 47.6% and 16.7% when compared with budget and revised estimates 2011-12 respectively. Details are given in table-24:

TABLE - 24
RECREATION, CULTURE AND RELIGION

		(Rs in Mi	illion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
RECREATION, CULTURE & RELIGION	4,247	5,371	6,267
- Recreational and Sporting Services	-	-	1
- Cultural Services	347	417	503
- Broadcasting and Publishing	3,303	4,142	4,807
- Religious Affairs	387	538	701
- Administration of Information, Recreation & Culture	210	274	256

EDUCATION AFFAIRS AND SERVICES

5.14 Education Affairs and Services have been provided with Rs 47,874 million in the budget estimates 2012-13 as compared with Rs 39,513 million in budget estimates 2011-12 and Rs 45,214 million in revised estimates 2011-12. The bulk of expenditure at Rs 35,675 million has been allocated for Tertiary Education Affairs and Services in budget 2012-13, which is 74.5% of the total allocation under this head. The details are as under:

TABLE - 25
EDUCATION AFFAIRS AND SERVICES

		(Rs in Mi	illion)
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
EDUCATION AFFAIRS AND SERVICES	39,513	45,214	47,874
 Pre-Primary & Primary Education Affairs Services 	4,148	4,267	4,670
- Secondary Education Affairs & Services	4,893	5,524	5,699
- Tertiary Education Affairs and Services	29,111	33,997	35,675
- Social Welfare & Special Education Div.	54	54	53
- Subsidiary Services to Education	95	95	135
- Administration	700	743	963
- Education Affairs, Services not elsewhere	513	533	679

SOCIAL PROTECTION

5.15 Social protection has been allocated Rs 1,340 million in the budget 2012-13, which is higher by Rs 176 million as compared with budget estimates 2011-12. However, it is lower than the revised estimates 2011-12 by Rs 28,790 million. In the revised estimates 2011-12, Rs 26,320 million was provided under Citizen Damange Compensation Programme (Phase-II) of flood affecttes.

TABLE - 26 SOCIAL PROTECTION

			(Rs in M	lillion)
	Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
so	CIAL PROTECTION	1,164	30,130	1,340
-	Administration	828	29,796	982
-	Others	337	334	358

CHAPTER - 6 SUBSIDIES & GRANTS 2012-13

SUBSIDIES

6.1 As a matter of public policy the Government provides subsidies to give relief to the citizens. In the budget estimates 2011-12 subsidies were 0.8% of GDP; in revised estimates 2011-12 they increased to 2.5% of GDP; and in the budget 2012-13, they have been estimated at 0.9% of GDP. Table-27 provides the details:

TABLE - 27 SUBSIDIES

	(Rs in Million)			
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13	
Subsidy to WAPDA/PEPCO for	122,700	419,018	134,970	
- Adjustment of Addl. surcharge against GST	10,000	-	-	
- Pickup Interest Payment for TFCs	55,700	-	-	
- Inter-Disco Tariff Differential	50,000	412,018	120,000	
- Pickup Receivables from FATA	7,000	7,000	10,000	
- Exchange Rate Differential for USAID	-	-	100	
- 12.5% GoP Share for Agri. Tubewells	-	-	870	
 Tariff Differential for Agri. Tubewells in Balochistan 	-	-	4,000	
Subsidy to KESC for	24,588	45,238	50,317	
- Adjustment of Addl. surcharge against GST	350	-	-	
- Pickup Tariff Differential	24,000	45,000	50,000	
- Pickup Payable to PSO & PKGCL	238	238	317	

Contd....

SUBSIDIES

(Rs in			Million)	
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13	
Subsidy to TCP for	4,000	18,252	10	
- Sugar Operation	4,000	16,952	-	
- Import/Export Wheat Operation	-	217	-	
- Reimbursement of Losses on account of Rice Operation	-	1,082	10	
Subsidy to USC for	2,000	2,000	6,000	
- Ramzan Package	2,000	2,000	2,000	
- Sale of Sugar	-	-	4,000	
Subsidy to PASSCO for	4,074	18,697	5,148	
- Wheat Operation	-	4,171	1,148	
- Paddy Operation	-	10,455	-	
- Mung Operation	74	71	-	
- Wheat Reserved Stock	4,000	4,000	4,000	
Subsidy to Others	9,086	9,087	12,150	
- Fauji Fertilizer Bin Qasim Ltd,	162	162	3,400	
- Oil Refineries & OMCs / Others	7,921	7,921	7,700	
- Sale of Wheat in FATA	255	255	270	
- Sale of Wheat in Gilgit Baltistan	744	744	775	
- Sale of Salt in Gilgit Baltistan	4	5	5	
Total Subsidies:	166,448	512,292	208,595	

GRANTS

6.2 Grants for the year 2012-13 have been estimated at Rs 312,301 million as compared with Rs 294,986 million in budget estimates 2011-12 and Rs 251,371 million in revised estimates. The detail of grants to the provinces and others is given in the following table:

TABLE - 28 GRANTS

	(Rs in Million)		
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
I. GRANTS IN AID & MISC. ADJUSTMENTS	55,430	53,915	56,739
A. SPECIAL GRANTS	54,880	53,915	55,739
- Punjab - Sindh	5,166 7,970	5,169 7,000	5,166 9,000
- Khyber Pakhtunkhwa	25,000	25,000	25,000
- Balochistan B. LUMP PROVISION	16,744 550	16,747 -	16,573 1,000
II. GRANTS TO OTHERS	239,557	223,776	255,562
Contingent LiabilitiesMiscellaneous GrantsPakistan Railways to meet their losses	150,000 30,000 25,000	100,000 30,000 30,467	150,000 35,000 31,000
 NBP Admn. Fee & PED Expenses etc. Remission of ZTBL loans Administration, etc, of HBFCL 	10 1,000 1,000	- -	1,000 300

Contd.....

GRANTS

(Rs in Million) Budget Revised **Budget** Classification 2011-12 2011-12 2012-13 National Internship Programme 700 700 345 Write-off Loans of Rice Millers & Traders 256 (Flood Affectees) of Sindh & Balochistan 9 9 9 Grant to Provinces for Emergency Relief Lump Provision of Relief etc. 2,400 2,400 2,400 GOP Contribution to President Rozgar 100 100 50 Scheme Competition Commission of Pakistan 200 200 200 Purchasing of Shareholding of Private 800 600 Banks in FWBL Reimbursement of TT Charges on 2,357 4,357 5,000 Home Remittances Pakistan Remittance Initiatives 815 500 Institute of Cost & Management 2 2 2 Accountants of Pakistan Grants to AJK 15,000 13,621 11,000 Grant-in-Aid to Gilgit Baltistan 8,164 13,000 16,500 Grants to Bait-ul-Maal 2,000 2,000 2,000 Grants to Emergency Relief 26,320 Total Grants (I + II): 294,987 277,691 312,301

CHAPTER - 7 LOANS AND INVESTMENTS 2012-13

7.1 The financial assets of the Federal Government consist of investible funds and loans provided to the Azad Jammu & Kashmir (AJ&K) and various agencies / institutions and government servants to enable them to meet their financial requirements.

CURRENT LOANS & ADVANCES

7.2 Total current loans and advances have been estimated at Rs 12,520 million in budget 2012-13. These loans are provided by the Federal Government for various purposes as specified in table-29.

TABLE - 29
CURRENT LOANS & ADVANCES

(Rs in Million) Budget Revised **Budget** Classification 2011-12 2011-12 2012-13 40 1 Interest Free Loans to WAPDA 36 36 GoP Loan to Printing Corporation of 2 132 132 175 Pakistan, Islamabad Loans to Government Servants 3,298 3,791 3,589 3 4 Ways & Means Advances to AJ&K 8,007 8,007 8,500 200 Loans/Advances Friendly Countries 200 200 5 4 6 Loans/Advances Employees of PNRA 4 4 1 7 Junagadh & Kathiawar Chiefs 1 1 9 Pakistan Mint Lahore 11 8 Total: 11,680 12,180 12,520

DEVELOPMENT LOANS AND ADVANCES

- 7.3 Development loans and advances are made to Provinces, Government of Azad Jammu & Kashmir, Public Sector Enterprises (PSEs), Financial / Non-Financial Institutions, District Governments / TMAs, and Others to assist them in carrying out their development programmes. Total development loans have been estimated at Rs 159,873 million in the budget 2012-13.
- 7.4 Table-30 shows the position of development loans & advances:

TABLE - 30
DEVELOPMENT LOANS AND ADVANCES
BY THE FEDERAL GOVERNMENT

		(Rs in Million)		
	Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
1	Development Loans & Advances	65,289	47,894	46,620
2	External Development Loans & Advances	72,406	91,294	113,252
	Total:	137,695	139,188	159,873

- 7.5 Development loans and advances have been kept at Rs 46,620 million in budget 2012-13 as compared with Rs 47,894 million in revised estimates 2011-12.
- 7.6 External development loans and advances have been estimated at Rs 113,252 million in budget estimates 2012-13 as against Rs 91,294 million in revised estimates 2011-12.

CURRENT INVESTMENT

7.7 The investment on current account for the year 2012-13 has been estimated at Rs 14,780 million as compared to Rs 11,945 million in the revised estimates of 2011-12, which is higher by 23.7%. Table-31 provides comparative position.

TABLE - 31
FEDERAL INVESTMENTS ON CURRENT ACCOUNT

(Rs in Million) Budget Revised **Budget** Classification 2011-12 2012-13 2011-12 2,192 2,196 1 Contribution towards ECO Trade 2 GoP Contribution to SAARC (SDF) 1,400 2,000 3,831 2,840 2,676 3 GoP Equity in PIAC 4 Payment of Markup on Loans 50 59 54 **PASDEC** 5 Fifth Gen. Capital Increase of ADB 544 544 547 1,127 1,127 1,127 6 Islamic Development Bank (IDB) 160 165 GoP Investment-Peoples Steel Mills 160 Equity from GoP for Pak China Inv.Co 1,500 1,500 1,500 16 9 GoP Equity in Pak Dairy Dev.Co.Ltd 45 379 249 401 10 GoP Equity in Investment NIP Karachi 3,000 3,000 11 Investment in HBFCL's Equity 12 GoP Investment in SME Bank Ltd. 2,000 2,000 13 GoP Equity in Mortgage Refinance Co. 1,200 1,200 14 GoP Subscription for KESC 3,273 3,210 15 Lump Provision 2 16 Others 2 98 Total: 20,649 11,945 14,780

CHAPTER - 8

PUBLIC SECTOR DEVELOPMENT PROGRAMME (PSDP)

2012-13

- 8.1 For the year 2012-13 National Economic Council (NEC) has approved an overall size of Public Sector Development Programme (PSDP) at Rs 873 billion which is equal to 3.7% of the Gross Domestic Product (GDP) compared to 3.6% of GDP in the Revised Estimates 2011-12.
- 8.2 The Salient features of PSDP allocation for 2012-13 are as follows:
 - The size of national PSDP has been raised to Rs 873 billion in the budget for 2012-13 showing an increase of 19% as against the revised estimates 2011-12 at Rs 734 billion.
 - Federal PSDP for the year 2012-13 has been kept at Rs 360 billion which is higher by 18.4% than revised estimates 2011-12,
 - Earthquake Rehabilitation and Reconstruction Authority (ERRA) has been allocated Rs 10 billion in PSDP 2012-13.
 - The share of Federal Ministries / Divisions in 2012-13 PSDP is Rs 207 billion indicating an increase of 40.1% over revised estimates 2011-12.
 - The Corporations' PSDP 2012-13 has been placed at Rs 80 billion indicating an increase of 2.3% over revised estimates 2011-12.
 - An amount of Rs 27 billion has been provided in the budget 2012-13 for Special Programmes as compared with Rs 39 billion in revised estimates 2011-12.
 - The provincial development programme for 2012-13 has been estimated at Rs 513 billion as against Rs 430 billion in revised estimates 2011-12, showing an increase of 19.3%.

8.3 The following table-32 indicates details of the size of Public Sector Development Programme (PSDP).

TABLE - 32 SIZE OF PSDP

(Rs in Million) **Budget Budget** Revised Classification 2011-12 2012-13 2011-12 A. Federal Ministries/Divisions 156,552 147,468 206,563 1 Water & Power Division (Water Sector) 36,136 33,798 47,192 2 Pak. Atomic Energy Commission 22,000 27,758 39,168 3 Finance Division 10,371 10,021 13,616 4 Railways Division 15,000 9,920 22,877 5 Planning & Development Division 31,975 22,337 37,937 6 Higher Education Commission 15,800 14,000 9.778 7 Industries Division 2,138 737 775 8 Production Division 334 612 9 Interior Division 5.800 10.449 6.510 10 Defence Division 3,846 6,378 3,205 11 Housing & Works Division 1,396 1,916 2,591 12 Cabinet Division 2.692 1.757 2,178 13 Science & Tech. Research Division 1,147 918 1,311 14 Law, Justice & Parliamentary Div. 1,200 1,119 1,200 15 Revenue Division (FBR) 1,970 1,427 807 16 Petroleum & Natural Resources Div. 150 295 268 17 IT & Telecom Division 787 793 446 18 Defence Production Division 1,455 1,327 2,000 19 Commerce Division 425 256 654 20 Communications Division (excl.NHA) 172 16 142 21 Ports & Shipping Division 744 448 325 22 Pak. Nuclear Regulatory Authority 350 350 400 23 Ministry of Foreign Affairs 200 285 136 24 Narcotics Control Division 534 272 311 25 Establishment Division 34 34 8 26 Information & Broadcasting Div. 630 333 412 27 Textile Industry Division 150 71 227 28 Statistics Division 252 202 140

Contd.....

SIZE OF PSDP

(Rs in Million) **Budget Budget** Revised 2011-12 Classification 2011-12 2012-13 29 Economic Affairs Division 161 157 212 30 National Food Security & Research 381 495 Division 31 Ministry of Climate Change 135 55 32 Human Rights Division 41 126 33 Ministry Professional of & 2,947 2,855 Technical Training 34 Capital Admn & Development Div. 790 792 677 35 Inter Provincial Coordination Div. 70 264 195 36 National Heritage & Integration Div. 0 0 75 37 Federal Tax Ombudsman 0 0 25 **B.** Corporations 72,400 78,539 80,382 1 WAPDA (Power) 32,500 26,444 29,650 2 National Highway Authority (NHA) 39,900 52,095 50,732 C. Special Programme 33,000 38,638 27,000 1 People's Works Programme-I 5,000 3,500 5,000 2 People's Works Programme-II 28,000 35,138 22,000 28,047 D. Special Areas 27,617 36,055 1 Azad Jammu & Kashmir 10,778 10,097 12,016 2 Gilgit Baltistan 7,269 6,363 8,039 3 FATA 10,000 11,157 16,000 Total Federal PSDP (A to D) 290,000 292,262 350,000 E. **ERRA** 10,000 11,402 10,000 Federal PSDP including ERRA 300,000 303,664 360,000 F. **Provincial PSDP** 430,000 430,000 513,000 **Total National PSDP (A to F):** 730,000 733,664 873,000

OTHER DEVELOPMENT EXPENDITURE OUTSIDE PSDP

8.4 The other development expenditure outside Public Sector Development Programme (PSDP) has been kept at around Rs 154 billion in the budget for 2012-13 showing an increase of 26.7% over revised estimates 2011-12 and 58.9% over budget estimates 2011-12. Table-33 provides the details.

TABLE -33

DEVELOPMENT EXPENDITURE OUTSIDE

PUBLIC SECTOR DEVELOPMENT PROGRAMME

	(Rs in Million)		
Classification	Budget 2011-12	Revised 2011-12	Budget 2012-13
- Grants to SME Sector Development Program	45	-	-
- Grants for Reconstruction in Afghanistan	2,500	2,500	3,000
- Grants for Pakistan Poverty Alleviation Fund	-	917	3,000
- Subsidy to TCP for Import of Urea Fertilizer	12,000	44,982	26,000
- Crops Loan Insurance	500	500	500
- Benazir Tractor Support Program	2,000	-	2,000
- Relief, Rehabilitation Reconstruction & Security of IDPs	5,000	1,747	5,000
- Benazir Income Support Program (BISP)	50,000	50,000	70,000
- Export Investment Development Fund	10,000	10,000	10,000
- SME Development Support Fund	40	40	20
- PM Fiscal Relief Package for FATA/PATA/KPK	1,000	-	-
 Misc. Projects & Schemes in Flood Affected Areas of Provinces 	-	3,802	-
- Citizen Damage Compensation Programme (Phase II)	-	-	10,000
- Loans to Pakistan Poverty Alleviation Fund	0	7,271	9,768
- Lump for Other Misc. Grants	14,000	-	15,000
Total:	97,085	121,759	154,288

<u>CHAPTER - 9</u> <u>MEDIUM-TERM BUDGETARY FRAMEWORK (MTBF)</u> 2012-13

- 9.1 This is the third year of implementation of Medium-Term Budgetary Framework (MTBF) after its approval by the Cabinet in February 2009. Over the past 2 years the Federal Government has made significant progress in the implementation of the reforms arising through the Medium Term Budgetary Framework (MTBF). This has included the establishment of the framework for medium term budgeting (the Medium Term Fiscal Framework) and the adoption of the practice of preparation and submission for approval by Cabinet of an analytical Budget Strategy Paper, which is also shared with Parliamentary Standing Committees on Finance and Revenue and political parties. Equally significant, a system of results-oriented budget preparation has been successfully implemented across the Federal Government, and this is presented to Parliament in the form of the "Green Book" which accompanies the budget submission. The Green Book sets out in detail the results which each and every line ministry is expected to achieve through the use of public funds and defines indicators for measurement of those results.
- 9.2 Through the MTBF, the Federal Government has improved its budget preparation process. The revised budget preparation process includes;
 - The Finance and Planning Divisions prepare a Medium-Term Macroeconomic Framework in consultation with various Government Ministries / Divisions and the State Bank of Pakistan,
 - Based on the macroeconomic environment, the Finance Division articulates its policy priorities and prepares a Medium-Term Fiscal Framework. As per the Government's policy priorities the Finance and Planning Divisions work out medium-term Indicative Budget Ceilings for each Principal Accounting Officer,
 - These analytical pieces presented to the Cabinet through a paper called 'Budget Strategy Paper'. The paper is also shared with Parliamentary Standing Committees on Finance and Revenue and political parties,
 - The Finance Division issues Budget Call Circular and forwards 3-years Indicative Budget Ceilings for recurrent and development budgets separately to line Ministries,

- Based on the Indicative Budget Ceilings, Ministries / Divisions prepare their budgets that are quality assured by the Finance and Planning Divisions,
- The Secretaries of Finance, Planning and Economic Affairs Divisions jointly chair the Priorities Committee meetings that discuss policy and budget priorities with each Principal Accounting Officer,
- The Annual Plan Coordination Committee (APCC) discusses the public sector investment with the Federal Government and Provincial Governments,
- The National Economic Council (NEC) approves the Public Sector Development Programme (PSDP) of the Federal and Provincial Governments,
- The finalized budget is presented in the Cabinet for endorsement and Parliament for appropriation.
- 9.3 For the management of public finances the Finance Division has also drafted a draft 'Public Finance and Administration Act' that it intends to lay in the Parliament for enactment. The draft Act is proposed as per the Article 79 of the constitution that requires an Act to regulate public finances.
- 9.4 In addition, from the next year, the Government intends to further improve the budgetary processes by introducing Results Based Management. The aim is to delegate the authority of planning and financial management to the Principal Accounting Officers and improve focus on achievement of results. In this regard, the Planning Commission will; a) enhance its mandate to focus on national planning and not just the public sector projects, b) work with Finance Division to introduce the process of strategic planning and monitoring in selected Government organizations, and c) become an Apex monitoring and evaluation organization to regularly report performance of the Government against stated strategic plans. The MTBF provides fundamental platform to introduce Results Based Management, which has been approved as part of the New Framework for Growth by the National Economic Council in May 2011.
- 9.5 Also, the Finance Division will take additional steps to strengthen linkages of MTBF with PIFRA (Project to Improve Financial Reporting and Auditing) including output-based budget preparation and output-based expenditure monitoring using the PIFRA system.

9.6 Macroeconomic Indicators / Rolling Targets for 2012-15 are provided below:

<u>TABLE - 34</u> <u>Medium-Term Budgetary Statement</u>

	Pudgot	Revised	evised Budget —		Forecast	
	Budget 2011-12	2011-12	2012-13	2013-14	2014-15	
Real GDP Growth (%)	4.2	3.7	4.3	4.8	5.3	
Inflation (%)	12.0	11.5	9.5	8.5	8.0	
	<u>(</u>	as percenta	ge of GDP ur	less otherwise	e indicated)	
Total Revenue	13.6	12.9	14.3	14.0	14.0	
- Tax Revenue	10.2	10.3	11.1	11.6	11.7	
- FBR Tax Revenue	9.3	9.5	10.1	10.7	10.9	
 Non Tax Revenue 	3.4	2.6	3.2	2.4	2.3	
Total Expenditure	17.7	20.3	19.0	18.2	17.7	
 Current Expenditure 	14.1	16.3	14.5	13.8	13.1	
- Development Expenditure	3.6	3.9	4.4	4.4	4.6	
Fiscal Balance	-4.0	-7.4*	-4.7	-4.2	-3.7	
Revenue Balance	-0.5	-3.4	-0.3	0.2	0.9	
Total Public Debt	56.7	60.0	56.5	53.2	50.6	
GDP at market prices (Rs. In Billions)	21,041	20,654	23,655	27,002	30,759	

^{*} Fiscal Balance excluding debt consolidation of power and food arrears works out at 5.5% of GDP

BUDGET AT A GLANCE 2012-13

Rs in billion

RECEIPTS	6	EXPENDITURE	
Tax Revenue*	2,504	A. <u>CURRENT</u>	2,396
Non-Tax Revenue	730	Interest Payments	926
a) Gross Revenue Receipts	3,234		
b) Less Provincial Share	1,459	Pension	129
I. Net Revenue Receipts (a-b)	1,775	Defence Affairs & Services	545
II. Net Capital Receipts (Non Bank)	487	Grants and Transfers	312
III. External Receipts (net)	135	Subsidies	209
IV. Estimated Provincial Surplus	80	Running of Civil Government Provision for Pay & Pension	240 35
V. Bank Borrowing	484	B. DEVELOPMENT	564
		Federal PSDP	360
		Net Lending	50
		Other Dev. Expenditure	154
TOTAL RESOURCES (I to V)	<u>2,960</u>	TOTAL EXPENITURE (A+B)	<u>2,960</u>

*Out of which FBR Taxes: Rs 2,381 billion

WORKING OF FISCAL DEFICIT AND FINANCING BUDGET 2012-13

Rs in billion

Working Defi	cit	Financing of Deficit		
A) Federal Revenue (net)	1775	Gross External Loans	387	
B) Total Federal Expenditure (i+ii)	2960	Less Repayments	252	
i) Current Expenditure	2396	Long Term Foreign Loans	216	
ii) Development and Net Lending (a+b+c)	564	Short Term Foreign Loans	36	
a) Federal PSDP	360	i) Net External Financing	135	
b) Other Development Expenditure	154	ii) Domestic Financing (a+b)	971	
c) Net Lending	50	a) Bank Financing	484	
		of which SBP Financing	0	
C) Federal Deficit (A-B)	-1184	b) Non Bank Financing	487	
Est. Provincial Surplus	80	Public debt	299	
		Public Account	188	
Overall Fiscal Deficit	-1,105	Total Financing of Deficit (i+ii)	1105	
% of GDP	-4.7%	% of GDP	4.7%	