



Asian Development Bank  
Government of the Punjab

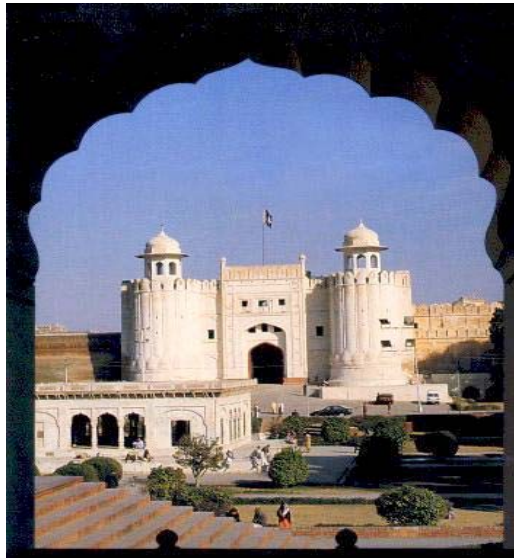
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# Fiscal and Financial Management Reform Taxation Reforms

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## **FINANCE DEPARTMENT FINAL REPORT**

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November 2009



GHK International, UK in association with the PRMP, P&D Department, Government of the Punjab



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## EXECUTIVE SUMMARY

There is little or no consistent and developed approach to the formulation and development of policy issues either financial or fiscal in nature. The Finance Department had come to the realisation that policy development was ad hoc and piecemeal.

An attempt at setting up a Policy Cell in the Finance Department had effectively failed after the initial establishment of the section when the senior manager was deployed elsewhere. There have been a number of appointments since but the post has been vacant for the past twelve months.

This report agrees with the view that policy development, particularly in the area of revenue generation, has failed and is in need of regeneration. The report, therefore, proposes that the present Policy Cell is wound up and a new Policy Development Unit is established but headed by a Director of Policy who is answerable and accountable to the Finance Secretary.

The report further proposes that this new appointment should not be, at least initially, a civil servant but a person appointed from outside on a two year contract. The reasons for this recommendation are –

- The need to attract the right person with the appropriate range of skills;
- To enable a salary to be determined that is outside of the normal civil service range;
- To avoid the problem of the culture of moving senior civil servants from Department to Department after relatively short periods in post – with this post it is important to establish stability whilst the policy role is developed.

The report also takes the view that the present Budget Call Circular is potentially an excellent vehicle for the dissemination of policy advice to Departments but fails in this respect as it is essentially only an administrative circular that does little else but explain how various forms are to be completed. The purpose of this circular needs to be revisited in accordance with the recommendations contained in this report.





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# **FISCAL AND FINANCIAL MANAGEMENT REFORMS**

## **SECTION 1**



# **INTRODUCTION**

**November 2009**

(J40251976)





## **SECTION ONE INTRODUCTION**

### **1.1 Introduction**

The objective of this component of the Punjab Efficiency Improvement Project is to improve fiscal and financial management practices, taxation policy and administration in the Finance Department, the Excise and Taxation Department (E&TD) and the Board of Revenue (BoR) and specifically to:

- Further the process of Taxation Reforms;
- Improve tax policy formulation;
- Improve tax administration between the provincial and lower tiers of governments;
- Strengthen the tax policy function within the Finance Department

The final report has been produced in accordance with the Terms of Reference (amended). It follows on from the inception report produced in March and the mid term report produced in June 2009 and its purpose is to provide: -

- An analysis of existing taxation policies;
- A situation analysis in relation to the administration of both departments and reports of any workshops undertaken;
- A description of the processes involved in the collection of UIPT, Motor Vehicle Taxes, Professional Tax, Stamp Duty, Registration Fee and Mutation Fee;
- A gap analysis in relation to tax policy and tax administration;
- Recommendations in relation to administration and the above taxes;
- Recommendations for the working of a tax policy unit within the Finance Department.

In addition to the requirements of the ToR the team, at the request of the Programme Director of the PRMP, undertook –

- A review of the budget proposals of the BoR and the E&TD and produced a report entitled “*Opportunities for increasing tax revenues in the short term,*” which was included with the mid term report.
- Meetings with Mr Asim Khawaja of Harvard University who is proposing to undertake a pilot in relation to the impact of incentive schemes on performance in the Excise and Taxation Department.
- The development of a paper on performance management in relation to the Excise and Taxation Department.
- A number of workshops in excess of those required by the Terms of Reference.

The report contains our findings and recommendations in relation to the Departments and has been developed in three parts as follows -

- Part One Board of Revenue
- Part Two Excise and Taxation Department

- Part Three Finance Department – Policy Unit.

This part of the report is concerned with the requirement in the Terms of Reference to provide recommendations on the working of a tax policy unit within the finance department of the Provincial Government.

## **1.2 The Consulting Team**

Mr. Patrick Doherty	International Consultant (Taxation Reforms Adviser)
Mr. Imran Yousafzai	Domestic Consultant (Board of Revenue)
Mr. N. M. Waqar	Domestic Consultant (Excise and Taxation)
Miss Kanwal Mirza	Research Assistant

## **1.3 Approach**

In order to obtain a comprehensive picture and information about the various taxes and to gain an understanding of the level of service being delivered by the Excise and Taxation Department, the Board of Revenue and Revenue Departments in the Districts, we consulted with a wide range of stakeholders and these have included all the senior staff and the key team members of the Excise and Taxation Department, the Board of Revenue, the Finance Department and staff at Field Offices in Lahore, Rawalpindi, Faisalabad, Kasur, Sialkot and Murree.

Not only have we met with senior staff but also we have met and discussed the issues with District Coordination Officers, District Officers Revenues, Deputy District Officers Revenues, Stamp Vendors, Tehsildars, Kanongos, Patwaris, Directors in Excise and Taxation, Excise and Taxation Officers, Clerks, Constables and Inspectors.

Initially, six focus group meetings were held together with two workshops that included staff at all levels and from all three Departments.

### **1.3.1 Workshops**

Following the issue of the mid term reports a further three small workshops were held in July and August with staff from the Departments and individual meetings were held with staff from the Departments to discuss in detail the recommendations contained in the mid term reports.

Prior to this final report further workshops were held in September and October where the recommendations to be contained in the report were discussed.

### **1.3.2 Feedback Meetings**

Feedback meetings were held with the Senior Member, Board of Revenue and the Secretary, Excise and Taxation and Secretary Finance to discuss the Team's findings and all were in agreement with our findings and with the proposed recommendations that would be contained in this report.

## **1.4 Acknowledgements**

The consultant team would like to thank Mr. Tariq Mahmood Pasha, the Finance Secretary and the senior managers in the Department, Mr Omar Masud and Faisal Rashid for their time, assistance, openness and patience over the period of the project. Their help has been crucial in reaching the conclusions contained in this report.



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# **FISCAL AND FINANCIAL MANAGEMENT REFORMS**

## **SECTION 2**



## **BACKGROUND**

## **THE FINANCE DEPARTMENT**

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**SECTION TWO      BACKGROUND - THE FINANCE DEPARTMENT****2.1 Introduction**

The Terms of Reference require that we propose the development of a Tax Policy Unit within the finance Department that will be additional to the existing Policy Cell, which is one of the six sections in the Department.

The Policy Cell has, amongst its functions – “To devise medium and long-term policies on taxation” and so the work of any new policy unit will have to be closely aligned to the responsibilities of the existing Policy Cell.

**2.2 Organisational Structure**

The Finance Minister is the senior politician responsible for the Finance Ministry and the Finance Secretary is the Chief Executive of the Department. The Special Secretary Finance assists the Finance Secretary by having direct responsibility for certain sections of the Finance Department.

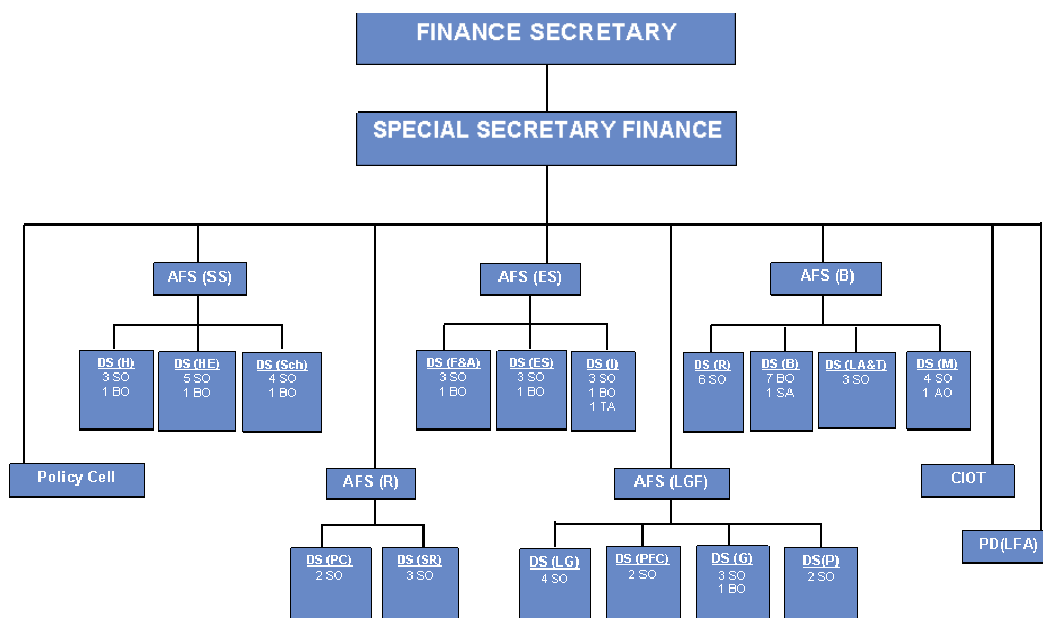
Subsequent to the restructuring carried out with effect from 1st July 2006, the Department comprises the following sections, each headed by an Additional Finance Secretary:

- a. Budget;
- b. Social Services;
- c. Economic Services;
- d. Local Government Finance & General;
- e. Regulations;
- f. Policy Cell.

Each Additional Secretary is assisted by Deputy Secretaries who are further assisted by Under Secretaries / Section Officers.

Staff in the Department are generalist civil servants and do not, as a matter of course, receive accounting training and there is no culture of developing professional qualifications for public sector accountants.

The following organogram sets out the structure of the Department -



## 2.3 Finance Department Responsibilities

The Finance Department is responsible for -

- The supervision and control of provincial finances,
- The preparation of the provincial budget,
- The formulation of Financial Rules and Civil Services Rules relating to pay, pensions and of civil service staff,
- The management of public debt, and
- The administration of Local Fund Audit Department and the Treasuries.

The functions and responsibilities of the department are specified in Schedule II of the Rules of Business, 1974.

## 2.4 The Functions of the Finance Department

Within the overall responsibilities of the Department are the following functions—

1. Management of public funds i.e.
  - i. Supervision and control of provincial finances;
  - ii. Preparation of provincial budget;
  - iii. Preparation of supplementary estimates and demands of excess grants;
  - iv. Appropriations and re-appropriations; and
  - v. Ways and means.
2. Public Accounts and Public Accounts Committee.
3. Framing of financial rules for guidance of departments and supervision of maintenance of accounts.
4. Framing of Civil Service Rules applicable to all Government servants .

5. Raising and administration of Provincial Loans.
6. Examination and advice on matters affecting directly or indirectly the finances of the Province.
7. Grants, contributions, other allowances and honoraria, contingencies, recoveries from and payment to Government Departments and cases relating to money matters generally such as defalcations, embezzlements and other losses.
8. Emoluments, pensions and allowances; and
9. Loans and advances to Government Servants.
10. Administration of public revenue save as otherwise provided.
11. Assets and Liabilities Committees.
12. Banking.
13. Communication of financial sanctions.
14. Examination of all proposals for increases or reductions in taxation.
15. Creation of new posts and examination of schemes of new expenditure.
16. Audit of receipts and expenditure.
17. Public Debt.
18. Local Audit Department.
19. Treasuries and Sub-Treasuries.
20. Service matters except those entrusted to Services and General Administration Department.
21. Purchase of stores and capital goods for the Department.

## **2.5 The Policy Cell**

The Policy Analysis Cell is responsible for the following functions:

1. To ensure that actions taken under the reform initiatives of provincial government agencies are in harmony with overall economic objectives and the growth strategy of the government.
2. To devise medium and long-term policies on taxation, provincial debt management, contingent liabilities, cash management and expenditure for the province.
3. To suggest measures to improve financial management processes.
4. To formulate policies for financial reform and to coordinate their implementation with other provincial government departments.
5. To analyse existing and future reform programs in all sectors in an integrated manner and to make recommendations for enhancing their effectiveness.
6. To explore, analyze and make specific recommendations on different financing options available to the government for public sector spending.







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# **FISCAL AND FINANCIAL MANAGEMENT REFORMS**

## **SECTION 3**



## **POLICY FORMULATION**

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**SECTION THREE****POLICY FORMULATION****3.1 Introduction**

It is a common view that the tax base in many countries has been severely eroded by legal tax avoidance and illegal tax evasion brought about by largely poor administration.

This erosion is thought to have a variety of effects –

- Tax revenues are lost,
- The growth in the tax base is dampened,
- The progressivity implied by the statutory rate structure is not achieved,
- The costs of administration are increased,
- Horizontal and vertical equity suffer because the effective tax rate faced by individuals is higher than it would be if collection were maximised.

It is not surprising, therefore, that in many countries virtually all fiscal reform programs start with the concept of improving administration. Better administration is a discretionary government action that at once can lower the tax rate; increase revenues, and improve the fairness of the system.

This has been the position in the Province – the Departments are seen as inefficient in their tax collection and in an attempt to improve collection levels they have been given targets that they find difficult to achieve. This has particularly been the case with the Excise and Taxation Department as can be seen in the example shown below –

Year	UIPT Target Rps. (bn)	UIPT Actual Rps.(bn)
2007 - 08	3,422,000	2,467,419
2008 - 09	6,000,000	2,800,000 (Est)
2009 - 10	6,600,000	N/A

Basically unrealistic targets have been set by the Finance Department and agreed by the BOR and the E&T Department when the records of actual collection since 2002 points to collection levels between Rps.2bn and Rps.2.8bn. It was, therefore, pointless to set the Department an unachievable target in anticipation of improved efficiency. This approach seems set to continue as the E&T Department has been given a target of Rps.6.6bn for 2009/10 in respect of UIPT collection and the Board of Revenue has also been given a target that is 10% higher than the previous year. There appears to be no clear logic to this given the historic collection levels.

Low collection levels are the result of a combination of factors including poor management practices, badly trained and poorly motivated staff, lack of resources, lack of a collection mentality and a body of taxpayers that are reluctant to pay. Simply setting the taxation Department a higher target without dealing with the underlying problems will not create the circumstances or the motivation for better collection.

### **3.2 The Budget Process**

The Departments are given several months notice by the Finance Department of their requirement to prepare their budget estimates for the following fiscal year with a view to completing their estimates by the 31<sup>st</sup> May and any new taxation proposals by 30<sup>th</sup> April.

The “Budget Call Circular” which is the formal beginning of the budget cycle is issued to Departments in December in relation to the next fiscal year commencing on 1<sup>st</sup> July. The circular is essentially an administrative circular in that it provides a timetable for completion of the estimates and identifies the various forms that have to be completed but, crucially, it does not provide the Departments with any guidance about the preparation of the financial aspects of their budgets. They are left to determine this for themselves.

### **3.3 Board of Revenue / Excise and Taxation**

During our research it became clear in relation to the BOR and E&T that those Departments have no effective policy development process and this became patently obvious to us during the budget cycle when the Departments had to produce budget proposals in relation to revenues for 2009/10. The budget proposals were produced very much on an ad hoc basis based on data that had to be collected from each of the 36 Districts.

There is no policy unit in either Department and there is limited cooperation with other units of the provincial and federal government. The Departments are not in a position to make sound revenue forecasts or impact assessments of tax policy or tax administration changes as there appears to be no consistent collection and analysis of data for management purposes or for budgetary purposes and the senior management appears to have little support within the management structure in relation to policy development.

The lack of policy development capacity and the lack of cooperation with the Finance Department on tax policy issues subsequently results in few, if any, well-designed, assessed and actioned proposals – this was evident to us during the budget process. The senior management appears to have little support in the management structure within the Departments in relation to policy development.

### **3.4 Finance Department Approach to Tax Policy**

So far as the Finance Department (FD) is concerned it has tended to concentrate more on the efficiency of the tax administration (collection of revenue) rather than tax reform policies. The rationale being that it is easier to encourage better tax collection so as to get a short term gain in income rather than encourage tax reforms as these take time to implement.

This approach is changing and there is a realisation that improving tax collection is not just about improving administration but it is also about ensuring that the taxation systems themselves and the support systems such as policy units are fit for purpose and actually assist the tax collector to do his job.

The Finance Department realises that the existing capacity of the BOR and the E&T is not sufficient either in numbers or knowledge to support the senior managers to improve the efficiency of the Departments or the policy development process and has come to the view that if revenue is to increase in

real terms then it is time to introduce tax policy reforms alongside improved administration.

### **3.5 The Policy Cell**

In theory at least there is a policy development unit in the Finance Department, the Policy Cell that is directly answerable to the Special Secretary Finance.

It is clear that the Policy Cell, as part of its functions, has a direct responsibility for the formulation of “medium and long term policies on taxation”. During our research we did not come across any policies in relation to the Board of Revenue (BOR) and the Excise and Taxation Department (E&T) that were attributable to the work of the Cell.

We were informed that the cell consists of only two people – an additional secretary and an assistant and that the senior post has been vacant for over one year and the other post has been staffed by a succession of short-term assignees. Initially when the Cell was formed there were a number of policy papers developed over a number of areas but since the then Additional Finance Secretary was posted little useful work has been produced by the Cell.

This leads us to the conclusion that, in practical terms, therefore, there is no structured approach to policy development in the Finance Department. Policy development, as with the BOR and the E&T Departments, is often ad hoc, ill considered and not fully developed.

Even when there appeared to be an interest in developing a policy role it was staffed by traditional civil service transfer in to the cell without necessarily identifying the most appropriate range of skills and experience necessary to develop a strong policy approach to change and development.

### **3.6 Budget Call Circular**

The most appropriate vehicle for providing policy guidance on an annual basis to the Departments is the budget call circular but this opportunity is lost because the present circular, issued by the Finance Department, is little more than a document that provides administrative guidelines in the completion of the appropriate forms that have to be returned to the Finance Department in respect of the forthcoming budget. It offers no advice on budget development or policy to the Departments.

The budget call letter for 2010/11 has been issued and in addition to the standard administrative instructions it now includes information about the Medium Term Budgetary Framework. This creates a document that is too long and unlikely to be read in detail by the recipients.





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# **FISCAL AND FINANCIAL MANAGEMENT REFORMS**

## **SECTION 4**



# **TAX POLICY DEVELOPMENT CONCLUSIONS**

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## **SECTION FOUR TAX POLICY DEVELOPMENT – CONCLUSIONS**

### **4.1 Budget Call Circular**

The current 'Budget call Circular' is inadequate and is little more than an administrative document that provides guidance only on how to complete the various budget documents. A "Budget Call Circular" should, in our view, provide guidance to Departments in the preparation of their budgets in the following areas –

- Provide details of the timetable for submitting budget proposals to the Finance Department.
- Provide an overview of the budget for the coming year and a broad outline of how the budget is to be calculated.
- Explain the general financial background and the major financial issues / financial constraints that will impact on the budget for the next financial year and that are to be faced by the Provincial Government i.e. set the scene for the framework in which the Departmental budget proposals have to be prepared.
- Provide guidance to the Departments in relation to providing indicative ceilings on the various elements of expenditure i.e. staff costs, premises related costs, ICT costs etc; and what these individual ceilings are related to e.g. rate of inflation.
- Advise Departments to identify efficiencies and savings from the previous year that will impact on the budget.
- Identify potential areas where expenditure has to be reduced and by what percentage and what cost savings are expected.
- Identify potential areas where growth is allowed.
- Provide guidance on the identification and funding of capital projects.
- Identify the requirements of the budget in relation to increased revenues – what level of increase is required / anticipated / acceptable at a political level.

By providing this level of guidance a lot of wasted effort can be avoided by the Departments particularly in relation to developing ideas for revenue generation and avoiding bringing forward initiatives that are not seen as politically acceptable. It will also help to give the Departments more ownership of their budgets, which they feel is currently imposed by the Finance Department.

It should be noted that work has been undertaken to develop a new budget call circular but there is little evidence in the 2010/11 letter that any more useful information has been provided to Departments. In fact, the letter has been complicated by the addition of information on the Medium Term Budgetary Framework. It is understood that little consultation took place with the Departments during the preparation of the revised letter.

### **4.2 Policy Unit**

The current Policy Cell is clearly not working and needs to be regenerated. In addition there are elements of policy development contained in the work of the Deputy Secretary Resource. It is our view that this policy work and that of the

Policy Cell should be brought together in a new Policy Unit that is headed by a Director of Policy Development responsible and accountable to the Finance Secretary.

The principal reason for developing a Unit with a high reporting level is to emphasise the relative importance of the role in taking policy development forward. What policy development currently takes place at the present time concentrates on the short term and immediate issues and not on the longer term.

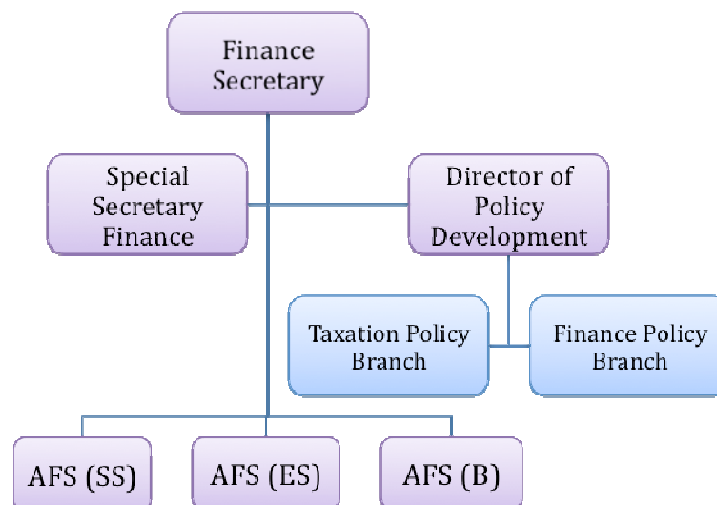
The new Unit would consist of a small team of no more than five or six people who, ideally, are professionally qualified in the areas of economics, public sector accounting and taxation. Under our proposal it would be headed by an external appointment on a contract basis for a minimum period of three years. The title for the post would be Director of Policy Development to emphasise the fact that it sits slightly outside of the civil service structure.

The rationale for proposing a contract approach to the appointment is:

- Ensuring continuity whilst the policy role is established and developed. If a normal civil service approach is taken there are no guarantees about how long the person appointed will be in place;
- Employing a contractor provides the opportunity to get the right mix of skills;
- In employment terms it is easier to make the contractor more accountable than is the case with a civil servant.

In relation to the remainder of the team it is appreciated that it might be difficult to employ experienced people with the desired skill set but it is possible that employing young graduates in to the remaining posts i.e. those who have undertaken the most appropriate degrees in economics, public finance, accounting etc; would provide a way forward and would enable the appointees to develop in to the policy role. Ideally there should be some form of career path and professional training in an appropriate skill, e.g. Public Sector Accounting, made available to any appointees to encourage them to stay within the Finance Department.

It is proposed that the Policy Unit is sub-divided in to two branches as indicated below: -



The mission statement, the role and the main functions of a policy unit are set out below -

#### **4.2.1 Mission Statement**

The mission of the Policy Unit is to develop and maintain policies in relation to tax and finance that provide the required resources for financing government programmes and commitments and promotes horizontal and vertical equity.

In relation to taxation this will be achieved by tax measures that broaden the tax base by creating a system that facilitates voluntary compliance by being efficient, simple and fair.

#### **4.2.2 Role**

- The Policy Unit has four main roles:
  - To provide strategy and policy advice to the Provincial Government.
  - To support government departments in developing effective strategies and policies – including helping them to build their policy development capability.
  - To identify and effectively disseminate emerging issues and policy challenges
  - To work closely, and often jointly, with other government departments and stakeholders on a broad range of domestic policy issues. The Unit will put a strong emphasis on analytical rigour and an evidence based approach to developing policy, looking at issues from first principles.

#### **4.2.3 Functions**

Although there will be some cross over between the two branches of the Policy Unit the principal functions of each Branch is described below.

##### ***Director of Policy Development***

This position will serve as Head of the Policy Unit and will be a senior manager in the department and will provide leadership, vision and direction for the Policy Branch. He / she will be responsible to the Finance Secretary for the management of the Policy Unit, and

- Provide advice to the Finance Minister and the Finance Secretary on tax and finance policy issues;
- To identify and effectively disseminate thinking on emerging financial and taxation issues and challenges facing the Punjab Government.
- Be responsible for the development of policy proposals by the use of research, the collection, verification, forecasting, analysis, and interpretation of tax, fiscal and economic data;
- Carry out strategy reviews and provide policy advice;
- Responsible for leading and overseeing development and coordination of policy and legislative priorities; for maintaining and improving relationships and partnerships between the Policy Branch and other Departmental Policy Support Units and communicating and advocating policy recommendations and developing consensus around policy initiatives.

- To deliver high quality outputs with challenging deadlines

A person specification for this position is set out in Annex Two.

***The Taxation Policy Branch: -***

- Develop and propose taxation policy;
- Identify and analyse policy issues and alternatives, and propose taxation legislation and prepare drafting instructions in respect of taxation legislation;
- Recommend parameters (policy framework) within which applications for incentives, concessions, reliefs and exemptions under the relevant tax laws will be considered;
- Design, organise and direct a range of studies on taxation issues in order to provide the data required for the formulation of taxation policy;
- Build the database for the research and formulation of taxation policy.
- Monitor and analyse the revenue effects, the economic impacts and distributional consequences of changes in tax policy.
- Write complex issue briefs, memoranda, legislative impact statements, and reports concerning the revenue impact and various aspects of tax issues and proposed legislation.
- Develop and maintain Economic Tax Models;
- Liaise with the Policy Support Units of the Board of Revenue and the Excise and Taxation Department in the development of policy.
- Work in conjunction with the Board of Revenue and the Excise and Taxation Department to educate the public on taxation issues.

***The Finance Policy Branch: -***

- To ensure that actions taken under the reform initiatives of provincial government agencies are in harmony with overall economic objectives and the growth strategy of the government.
- To devise medium and long-term policies on provincial debt management, contingent liabilities, cash management and expenditure for the province.
- To suggest measures to improve financial management processes.
- To formulate policies for financial reform and to coordinate their implementation with other provincial government departments.
- To analyse existing and future reform programs in all sectors in an integrated manner and to make recommendations for enhancing their effectiveness.
- To explore, analyze and make specific recommendations on different financing options available to the government for public sector spending.
- To develop financial policies intended to facilitate investment and trade in the Province.

### **4.3 BOR / E&T Departments**

Parts 1 and 2 of this report recommend that Policy Support Units are established in the Board of Revenue and in the Excise and Taxation Department to act as think tanks in the BOR and the E&T.

The Policy Support Units will support the Departments in policy formulation and development including assisting the budget branch and general branch in budget preparation and statistical analysis of any taxation proposals. They will coordinate with different sections within the Departments and with the District offices and with the proposed Policy Tax Unit in the Finance Department.

### **4.4 Timelines / Action Plan**

A time bound action plan is set out in Annex One to this report.





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# **FISCAL AND FINANCIAL MANAGEMENT REFORMS**

## **SECTION 5**



# **TAX POLICY RECOMMENDATIONS**

**November 2009**

(J40251976)





***SECTION FIVE TAX POLICY- RECOMMENDATIONS***

In accordance with the conclusion set out in section three of this report it is recommended that –

1. The contents of the Budget Call Circular are reviewed with the objective of providing detailed guidance to Departments on the financial elements of the budget estimates and not just the process.
2. In relation to the Finance Department it is recommended that, in accordance with Section Three of this report, a dedicated Tax Policy Unit is established that will, initially, work in close cooperation with the (proposed) Policy Support Units in the Board of Revenue and the Department of Excise and Taxation but subsequently its area of responsibility and influence be expanded to include other Provincial taxes.





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# **FISCAL AND FINANCIAL MANAGEMENT REFORMS**



## **ANNEXES**

**November 2009**

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## ***Annex One Time Bound Action Plan***

Reference	Action	Start date Timeframe
1	Report: – 1. <i>Review recommendations of the report.</i> 2. <i>Obtain Departmental and Political Approval for the new appointments and the establishment of the Policy Unit.</i>	<i>Start Date</i> Month One <i>Timeframe</i> 1 Month
2	Post of Director of Policy Development: - • <i>Write job description / determine contract conditions and salary.</i> • <i>Advertise / shortlist / interview and appoint</i>	<i>Start Date</i> Month Two <i>Timeframe</i> 2 months
3	Policy Unit: - • <i>Develop the organisational structure of the Policy Unit.</i> • <i>Determine staff requirements and qualifications.</i> • <i>Develop job descriptions.</i> • <i>Advertise / shortlist / interview and appoint .</i> • <i>Procure office accommodation / equipment etc.</i>	<i>Start Date</i> Month Five <i>Timeframe</i> 3 months
4	Policy Unit fully operational	<i>Start Date</i> Month seven <i>Timeframe</i> 24 months

Timelines								
Ref:	Action	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7
1	Report							
2	Appointment							
3	Policy Unit							
4	Operational							



**Annex Two****Director, Policy Unit – Person Specification****DIRECTOR – POLICY UNIT****PERSON SPECIFICATION****Competencies / Skills required**

1	<b>Principle Responsibilities</b>	<p>Leading on policy development on behalf of Finance Department of the Punjab Government working under the direction of the Finance Secretary</p> <p>This Director will serve as Head of the Policy Unit and will be a senior manager in the department and will provide leadership, vision and direction for the Policy Branch, which comprises two arms:</p> <ul style="list-style-type: none"> <li>• Taxation Policy Branch</li> <li>• Finance Policy Branch</li> </ul> <p>He / she will</p> <ul style="list-style-type: none"> <li>• Provide advice to the Finance Minister and the Finance Secretary on tax and finance policy issues;</li> <li>• Identify and effectively disseminate thinking on emerging financial and taxation issues and challenges facing the Punjab Government.</li> <li>• Be responsible for the development of policy proposals by the use of research, the collection, verification, forecasting, analysis, and interpretation of tax, fiscal and economic data;</li> <li>• Carry out strategy reviews and provide policy advice;</li> <li>• Be responsible for leading and overseeing the development and coordination of policy and legislative priorities; for maintaining and improving relationships and partnerships between the Policy Branch and other Departmental Policy Support Units and communicating and advocating policy recommendations and developing consensus around policy initiatives.</li> <li>• Deliver high quality outputs with challenging deadlines</li> </ul>
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2	<b><i>Education / Qualifications</i></b>	<p>Good first degree in one of the following disciplines –</p> <ul style="list-style-type: none"> <li>• Economics</li> <li>• Public Policy</li> <li>• Public Finance, and</li> <li>• Professional Qualification in Public Finance Accountancy (desirable)</li> </ul>
3	<b><i>Experience</i></b>	<ul style="list-style-type: none"> <li>• Experience of working in a think-tank or high profile management consultancy role or policy or analytical arm of a government department.</li> <li>• Management experience, including line management</li> <li>• Experience in practical research methods</li> </ul>
4	<b><i>Skills</i></b>	<p>Required skills are –</p> <ul style="list-style-type: none"> <li>• Excellent communication skills, written and verbal and the ability to think on their feet</li> <li>• Highly developed ability to understand and analyse complex legal / financial policy issues and devise creative and innovative solutions</li> <li>• Highly developed oral and written communication skills, including the ability to research and draft high level reports and submissions</li> <li>• Ability to display initiative, work autonomously and meet deadlines.</li> <li>• Ability to interpret and advise on the development of legislation</li> <li>• Ability to undertake duties of a sensitive nature and to apply tact and discretion</li> <li>• Ability to respond to urgent complex requests and provide advice directly to stakeholders</li> <li>• Highly developed evaluative, analytical and interpretation skills</li> <li>• Political acumen, tact, diplomacy and capacity to express shades of opinion and views</li> <li>• Well developed interpersonal skills, with capacity to share and work on own initiative and the ability to persuade and influence</li> </ul>

		<ul style="list-style-type: none"> <li>• Capacity to accommodate and prioritise a variety of complex tasks and initiatives at any one time, and work under pressure</li> <li>• Ability to handle multiple projects in a fast moving environment</li> <li>• Computer literate</li> </ul>
5	<b><i>Strategic Thinking</i></b>	<ul style="list-style-type: none"> <li>• Knowledge and understanding of Punjab government priorities</li> <li>• Knowledge of the wider policy environment, including political or institutional restraints</li> </ul>
6	<b><i>Leadership and Management</i></b>	<p>The ability to -</p> <ul style="list-style-type: none"> <li>• Lead, develop and motivate staff within the Policy team</li> <li>• Manage the work of the Policy providing line management and regular supervision for staff</li> <li>• Ensure Policy staff are trained in current good practices</li> </ul>

