

A Comparative Report on Budget Sessions of the Provincial Assemblies

Balochistan, Khyber Pakhtunkhwa,
Punjab and Sindh



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Free and Fair Election Network
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ABBREVIATIONS

AJIP	Awami Jamhoori Ittehad Pakistan
ANP	Awami National Party
APML	All Pakistan Muslim League
BNAP	Bahawalpur National Awami Party
BNP	Balochistan National Party
CM	Chief Minister
JIP	Jamaat-e-Islami Pakistan
JQM	Jamote Qaumi Movement
JUIF	Jamiat Ulema-e-Islam (Fazal-ur-Rahman)
MQM	Muttahida Qaumi Movement
MWMP	Majlis-e-Wahdat-e-Muslimeen Pakistan
NP	National Party
NPP	National Peoples Party
PkMAP	Pukhtunkhwa Milli Awami Party
PML	Pakistan Muslim League
PMLF	Pakistan Muslim League Functional
PMLN	Pakistan Muslim League-Nawaz
PMLZ	Pakistan Muslim League Zia
PNML	Pakistan National Muslim League
PO	Point of Order
PPPP	Pakistan Peoples Party Parliamentarians
PTI	Pakistan Tehreek-e-Insaf
QWP	Qaumi Watan Party



This comparative report is based on direct observation of the budget sessions of the four provincial assemblies by FAFEN's member organizations – Center for Peace and Development (Balochistan Assembly), PAIMAN Alumni Trust (Khyber Pakhtunkhwa Assembly), PATTAN (Punjab Assembly) and Pakistan Press Foundation (Sindh Assembly).

Executive Summary

Based on the direct observation of the parliamentary proceedings, this report is a comparative analysis of the four budget sessions of the Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh Assemblies.

Markers such as the duration of the budget debate and session, cut motions, demands for grants, delays, and parliamentary outputs form the crux of the comparison. The attendance and participation of MPAs in the budget debates is also compared, with special focus on key assembly members such as the Chief Ministers, Speakers, Deputy Speakers and the Opposition Leaders.

An important policy document, the budget explains the government's financial plan, including the proposed expenditures and the resources to finance them. As a provincial assembly is the custodian of the Provincial Consolidated Fund, the provincial government is bound to lay before the legislature the estimated receipts (measures to generate revenue) and the expenditures for approval.

The budget making in Pakistan consists of four stages – formulation (preparation of budget proposals by the executive/government), enactment (formal authorization by the legislature/legislators), execution (implementation to ensure that expenditures reflect the enacted budget) and audit (examining and verifying both receipts and expenditures at the end of the financial year (1st July - 30th June). The role of a legislator has been mostly limited to the second stage of the budget process – authorizing the budget.¹

After the general elections in May 2013, the budget sessions were the first regular sessions in the provincial assemblies. However, the formation of the governments in the provinces took up the first half of June, forcing the assemblies to hold the budget sessions in the third week – in other words leaving little time for meaningful debate on the budgetary proposals.

The three assemblies of Punjab, Sindh and Khyber Pakhtunkhwa started their budget sessions on the same day, June 17, 2013, while the Balochistan Assembly met on June 20, 2013.

The Khyber Pakhtunkhwa Assembly was in session for the longest time (43 hours and 26 minutes over 13 days), followed by Sindh (43 hours and 24 minutes over nine days), Punjab (37 hours and 29 minutes over 10 days), and Balochistan (19 hours and 9 minutes over seven days).

Sindh lawmakers debated the budget for the longest duration of 1,598 minutes (about 61% of the total session time), followed by the Punjab Assembly 1,432 minutes (64% of the session time), Balochistan Assembly 771 minutes (67% of the session time) and the Khyber Pakhtunkhwa Assembly 660 minutes (25% of the session time).

The Khyber Pakhtunkhwa Assembly passed its finance bill on June 26, in its eighth sitting. The Punjab Assembly followed on June 27, also passing its finance bill in the eighth sitting. The Balochistan Assembly passed theirs on June 27 – in the sixth sitting. The Sindh Assembly was the last to pass the finance bill on June 29, in its ninth sitting. In addition, the Khyber Pakhtunkhwa and Balochistan Assemblies also passed their respective services tribunal ordinances. In the Punjab Assembly, the ordinance on services tribunal was introduced.

The Sindh and Khyber Pakhtunkhwa governments each raised 59 demands for grants, followed by Balochistan (51) and Punjab (43). The Sindh government also raised 53 supplementary demands for grants, followed by KP (51), Punjab (42) and Balochistan (27).

Sindh opposition lawmakers raised the highest number of cut motions at 1,137, followed by Khyber Pakhtunkhwa with 836. The opposition in Punjab raised just five cut motions, while the opposition in Balochistan raised none.

The Khyber Pakhtunkhwa lawmakers took the most breaks: nine in 13 sittings. They were in recess for 599 minutes (23% of the session time). The Balochistan lawmakers took two breaks, staying in recess for 143 minutes (12% of the session time). The Sindh Assembly took three breaks, staying in recess for 271 minutes (11% of the session duration). The Punjab Assembly did not take any breaks.

Sindh Assembly had the highest rate of members' engagement in the budget debate, with 120 out of 162 (74%) current members participating in the session. Balochistan followed with an engagement rate of 66% (41 out of

¹ <http://www.pips.org.pk/Publications/Punjab%20Assembly%20Parliamentarin%20Guide%20English.pdf>

62 current members). The engagement rates of Punjab and Khyber Pakhtunkhwa Assemblies were much lower: 45% for Punjab (159 out of 354 current members) and 44% for Khyber Pakhtunkhwa (52 out of 120 members).

The budget debates engaged a higher ratio of female members than male across the provinces (93% vs 70% in Sindh, 55% vs 41% in Khyber Pakhtunkhwa, and 53% vs 43% in Punjab), except Balochistan (55% vs 69%). The debates also engaged a high ratio of minority members in Punjab (88%), Sindh (67%) and Balochistan (100%). Khyber Pakhtunkhwa was an exception (33%).

The Punjab lawmakers showed less interest in the budget session than their counterparts, with an average attendance of 24% at the beginning, 30% at the end and an average maximum of 42%. The Balochistan lawmakers had the best attendance, with 57% attendance at the beginning, 56% at the end and an average maximum of 61% through the sittings. Khyber Pakhtunkhwa averaged 40% attendance at the beginning, 47% at the end and an average maximum of 66%. Sindh averaged 46% attendance at the beginning, 46% at the end and an average maximum of 63%.

The Punjab Chief Minister attended 20% of the Punjab Assembly sittings (two of 10), staying in session for two hours and 11 minutes. The Leader of the Opposition in the Punjab Assembly, however, attended all 10 sittings, attending the proceedings for 15 hours and 16 minutes.

The Balochistan Chief Minister attended all seven of Balochistan Assembly sittings. The Leader of the Opposition missed one sitting, attending six out of seven sittings.

The Sindh Chief Minister attended eight out of nine sittings (89%), while the Leader of the Opposition attended seven sittings (78%).

The Khyber Pakhtunkhwa Chief Minister attended nine out of 13 sittings (69%). His attendance however, was better in the sittings relevant to the budget – he was present in six out of eight sittings (75%). Khyber Pakhtunkhwa Leader of the Opposition showed minimal interest in the proceedings, attending only one of the 13 sittings (8%).

The Sindh and Balochistan budgets were presented by their chief ministers, while the Punjab and Khyber Pakhtunkhwa budgets were presented by their finance ministers.

The Punjab Finance Minister attended all 10 sittings, staying in session for 28 hours and 29 minutes. Khyber Pakhtunkhwa Finance Minister attended 12 of the 13 sittings, staying in session for 31 hours and 31 minutes.

The Khyber Pakhtunkhwa Assembly adopted 10 resolutions tabled during the session. The most important resolution, which necessitated them to stay in session for longer, was condemnation of drone strikes. However, the resolution was left pending. The Sindh Assembly adopted four resolutions, one of which called upon the federal government to withdraw the proposed imposition of Federal Excise Duty on financial services.

There were eight Calling Attention Notices (CANs) moved in the Khyber Pakhtunkhwa Assembly during the budget session. No CANs were moved in Punjab, Sindh or Balochistan assemblies. Punjab lawmakers moved 22 adjournment motions during their budget session, with the measles outbreak being high on priority. No adjournment motions were moved in the remaining three assemblies.

The highest number of points of order were raised in the Punjab Assembly (154 that consumed 4% of total budget session time), followed by Khyber Pakhtunkhwa with 30 (consuming 3% of the session time), Sindh with seven (3% of the session time) and Balochistan with two (1% of the session time).

The four provincial assemblies witnessed protests, boycotts and/or walkouts during their budget sessions. There were six instances of disruptions in the Khyber Pakhtunkhwa session, costing the assembly 73 minutes of the session time. The Sindh Assembly spent 120 minutes facing four such disruptions. There were three disruptions in the Punjab session, costing the assembly 186 minutes. There was one disruption in the Balochistan session, costing the assembly 51 minutes.

1. General Debate on Budget

The budget is presented in the Punjab and Sindh assemblies on the day appointed by the chief ministers, while in Balochistan and Khyber Pakhtunkhwa the government decides the day the budget is to be presented.

No assembly allows a grant of demand to be made on the day the budget is presented, unless the government permits it. Normally, the finance minister presents the budget. In his/her absence, any minister appointed by the chief minister can act on his behalf. No other business is allowed in the House the day budget is presented.

The speaker, after the budget presentation, allots the number of days for the budget debate. The discussion has three parts: 1) general discussion, 2) discussion on grants for demands, 3) voting. No member may move a motion on days of general discussion, as per the rules of the four assemblies. At the end, the finance minister wraps up the debate with a speech.

1.1 Session Duration

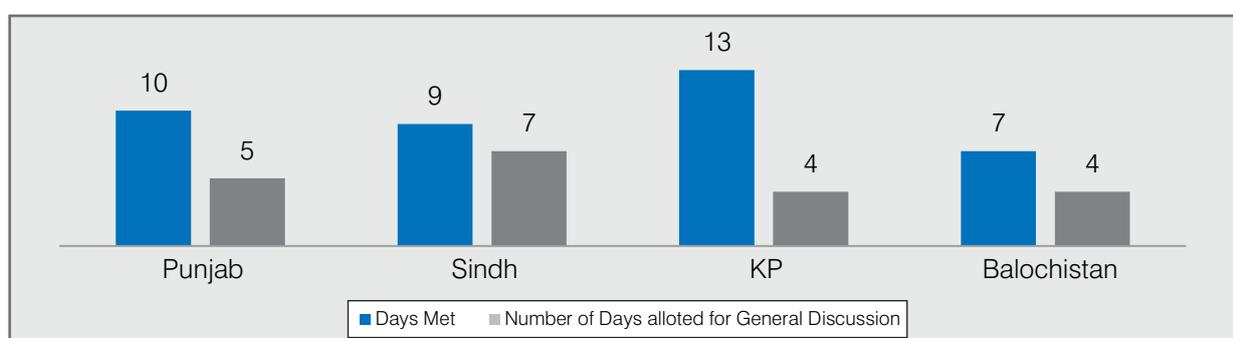
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	Punjab	Sindh	Khyber Pakhtunkhwa	Balochistan
Date	June 17-29	June 17-28	June 17-July 3	June 20-28
Days met	10	9	13	7
Total session Time	37 hours and 29 minutes	43 hours and 24 minutes	43 hours and 26 minutes	19 hours and 9 minutes
Average total time of each sitting	3 hours and 45 minutes	4 hours and 49 minutes	3 hours and 37 minutes	2 hours and 42 minutes

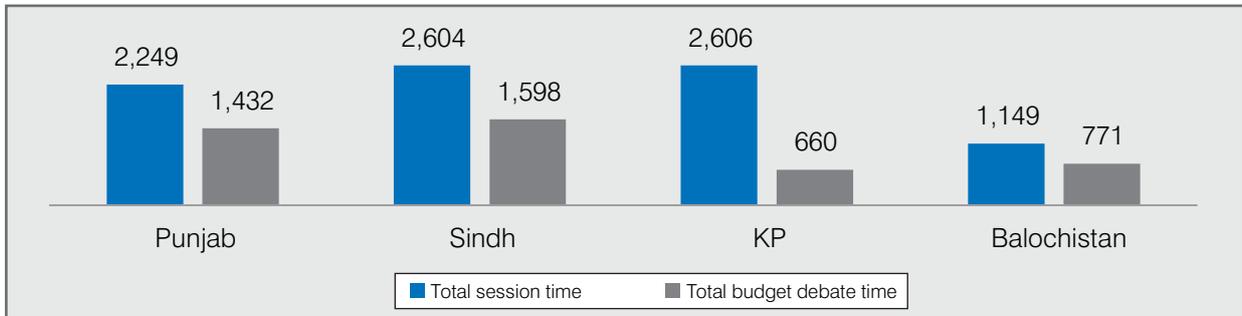
The rules of procedure governing the budget sessions across provinces are mostly similar: 1) the budget takes up the entire time on the day it is presented; 2) at least two days will be given between the budget presentation and the subsequent discussion on it.

The number of days that an assembly must discuss the budget varies between assemblies: the rules specify five days for Sindh, four days for Punjab and Khyber Pakhtunkhwa, and three days for Balochistan. The Sindh Assembly discussed the budget for seven days, followed by Punjab with five days, and Khyber Pakhtunkhwa and Balochistan with four days. Khyber Pakhtunkhwa was in session much longer than the days they spent discussing the budget.



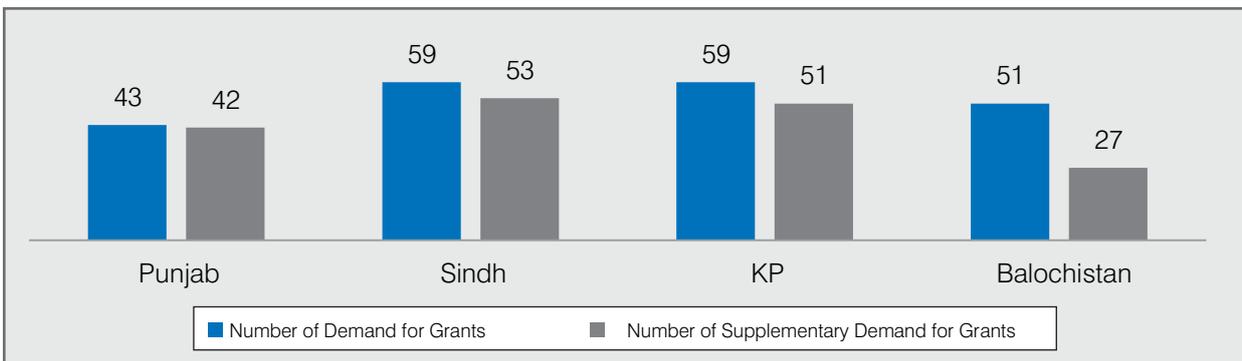
1.2 Budget Debate

Sindh lawmakers debated the budget for the longest duration of 1,598 minutes (about 61% of the total session time). The Punjab Assembly debated their budget for 1,432 minutes (64% of the session time), followed by Balochistan with 771 minutes (67% of the session time). The Khyber Pakhtunkhwa Assembly took the least time to discuss the budget despite having the longest session. At 660 minutes, the Khyber Pakhtunkhwa budget debate constituted just a quarter of the budget session's duration. The Khyber Pakhtunkhwa Assembly was also the first assembly to pass the budget on June 26, even though the assembly was in session till July 3.



1.3 Demands for Grants

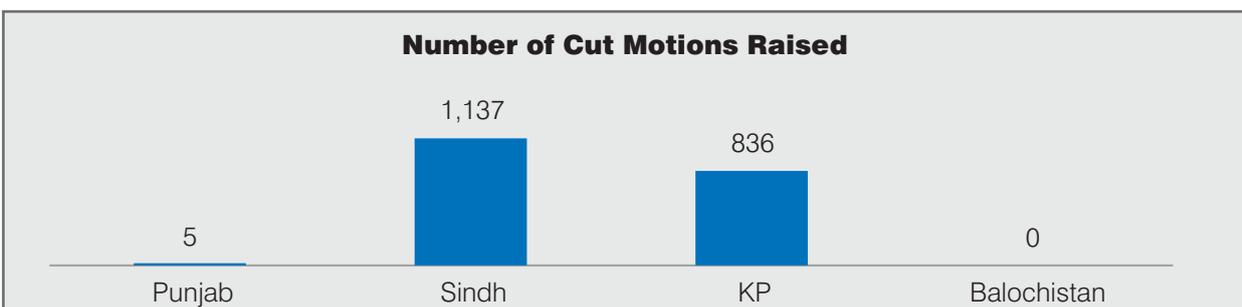
The demands for grants in all four assemblies are made on the recommendation of the provincial governments. The Sindh and Khyber Pakhtunkhwa governments each raised 59 demands for grants, followed by Balochistan with 51 and Punjab 43. The Sindh government also raised 53 supplementary demands for grants, followed by Khyber Pakhtunkhwa with 51, Punjab (42) and Balochistan (27). A supplementary demand for grants is raised when the amount allocated to a certain task/service is deemed insufficient or if more funds were used to complete a task/service than originally allotted.



1.4 Cut Motions

A cut motion is a veto power given to the assembly members to oppose a demand for grants in the finance bill proposed by the government. There are three types of cut motions: 1) disapproval of policy cut, 2) economy cut and 3) token cut. Cut motions also test the strength of the government – if it does not have the numbers to defeat the cut motion, it is obliged to resign.

Sindh opposition lawmakers raised the highest number of cut motions at 1,137, followed by Khyber Pakhtunkhwa with 836. The opposition in the Punjab Assembly, however, raised five cut motions, with the opposition in the Balochistan Assembly raising none.



1.5 Delays

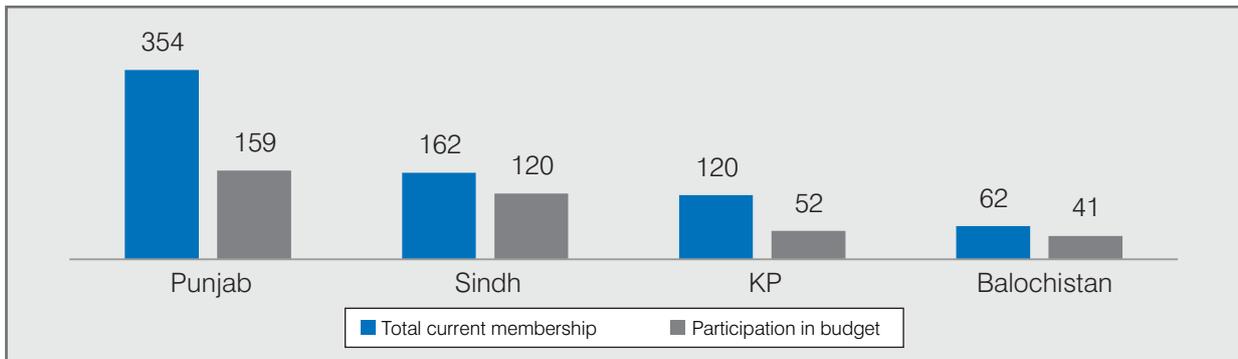
Most of the sittings in the four assemblies started late during the budget sessions. The most delays were observed in Sindh Assembly, with each of the nine sittings starting about 85 minutes past the scheduled time. Punjab followed with an average delay of 47 minutes for its 10 sittings, and Khyber Pakhtunkhwa with 45 minutes for its 13 sittings. The Balochistan Assembly was the best in sticking to the schedule, with each of its seven sittings starting about 15 minutes late on average.

1.6 Breaks

The Khyber Pakhtunkhwa lawmakers were the most prone to taking breaks: they took nine in 13 sittings. They were in recess for 599 minutes, about 23% of the total session time. The Balochistan lawmakers took two breaks in seven sittings, staying in recess for 143 minutes or about 12% of the total session duration. The Sindh Assembly took three breaks in nine sittings, staying in recess for 271 minutes, or about 10% of the session duration. The Punjab Assembly did not take a break during any of their 10 sittings.

2. Members' Participation in Budget Sessions

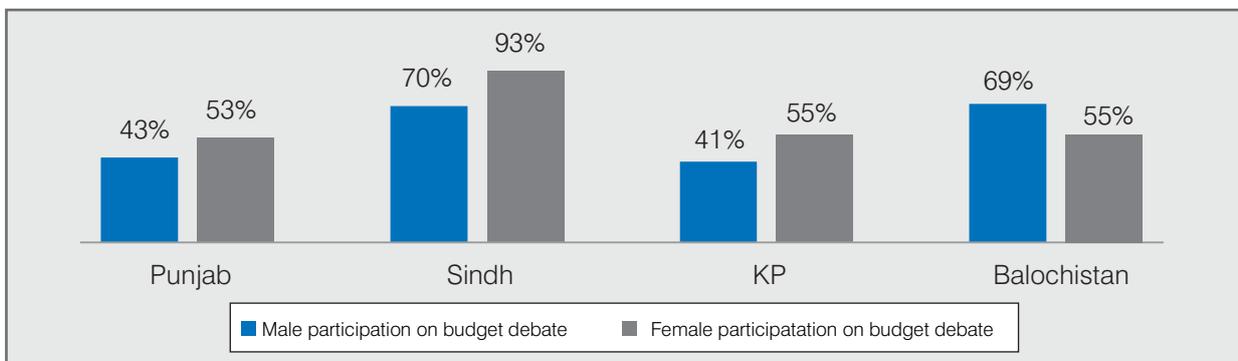
Sindh Assembly had the highest rate of engagement in the budget debate, with 120 out of 162 (74%) current members participating in the session. Balochistan followed with an engagement rate of 66% (41 out of 62 current members). The engagement rates of Punjab and Khyber Pakhtunkhwa assemblies were much lower: 45% for Punjab (159 out of 354 current members) and 43% for Khyber Pakhtunkhwa (52 out of 120 members).



2.1 Gender-wise Analysis

The budget debates engaged a higher ratio of women than men across the provinces, except Balochistan. In Sindh, about 93% of the female members (28 out of 30) participated in the budget debate, against 70% (92 out of 132) for male members. The participation ratio for women in Khyber Pakhtunkhwa budget debate was 55% (12 out of 22), against 41% (40 out of 98) for men. The figures for Punjab were similar, with 53% (39 out of 74) female assembly members participating in the budget debate, against 43% (120 out of 280) for male members.

Balochistan was the sole exception, with a higher ratio of men engaging in the debate than women: 69% (35 out of 51) men participated in the budget debate, against 55% (6 out of 11) for women.



2.2 Minority Members

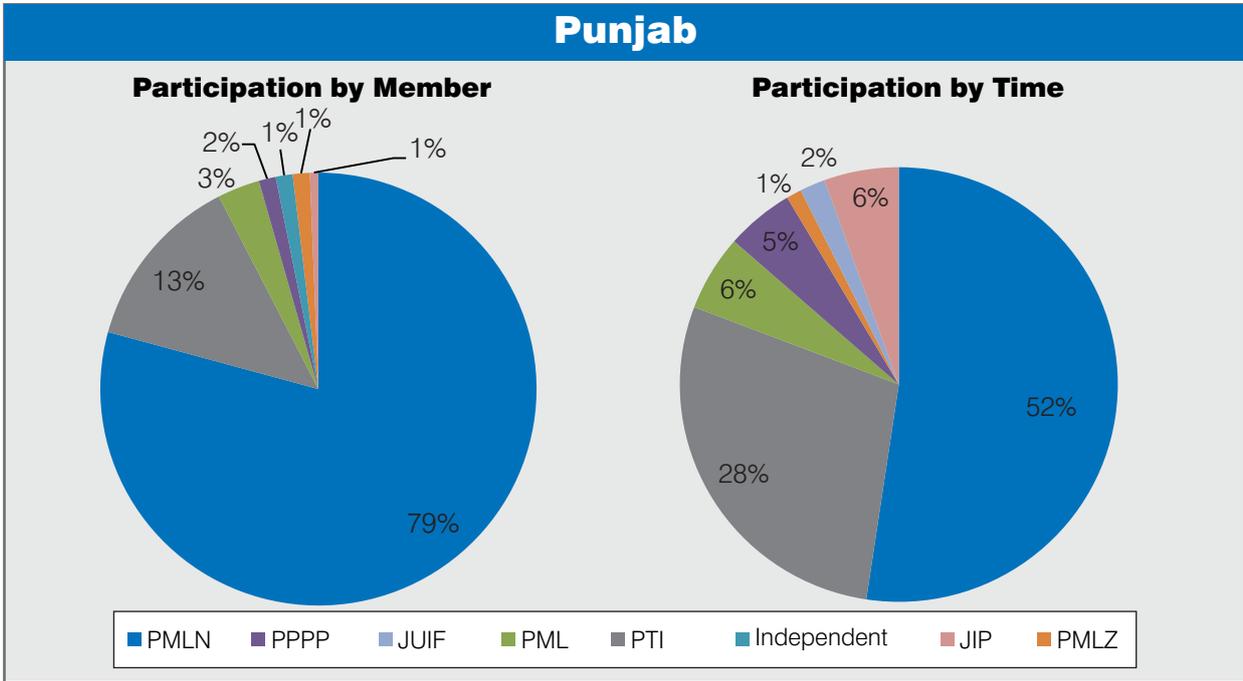
All assemblies except Khyber Pakhtunkhwa engaged a high ratio of minority members in the budget debate. Seven out of eight minority members in Punjab took part in the debate (88%), six out of nine in Sindh (67%) and three out of three in Balochistan (100%). Only one minority member of the Khyber Pakhtunkhwa Assembly participated in the budget debate (33% participation).

2.3 Party-wise Analysis

2.3.1 Punjab

Of the 354 current provincial lawmakers in the Punjab Assembly, 302 are from Pakistan Muslim League-Nawaz (PMLN), 26 from Pakistan Tehreek-e-Insaf (PTI), eight from Pakistan Muslim League (PML), six from Pakistan Peoples Party Parliamentarians (PPPP), three from Pakistan Muslim League Zia (PMLZ), and one each from Jamiat Ulema-e-Islam-Fazal (JUI-F), Jamaat-e-Islami Pakistan (JIP), Bahawalpur National Awami Party (BNAP) and Pakistan National Muslim League (PNML). The remaining five are independent members.

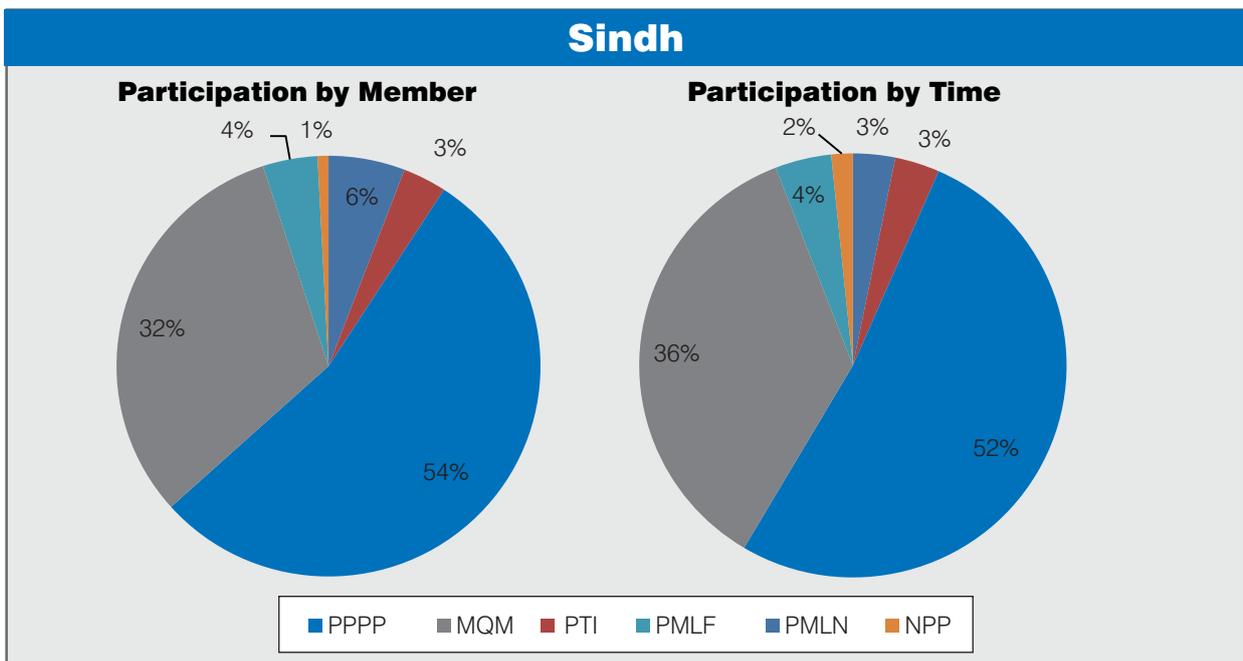
About 45% (159 – 120 male and 39 female members) of these lawmakers took part in the budget debate, which lasted for 23 hours and 52 minutes (1,432 minutes). Even though PTI lawmakers constituted just 13% of the 159 MPAs that participated, they took up a much higher portion of the speeches made at 28%. The PMLN has a more than two-thirds majority in the assembly and even though most of them participated in the budget debate, they took up a little over half of the budget debate's time (52%).



2.3.2 Sindh

Ninety of the current 162 MPAs elected to the Sindh Assembly are from PPPP, followed by MQM with 48, PMLF with 10, PMLN with eight, PTI with four, and NPP with two members.

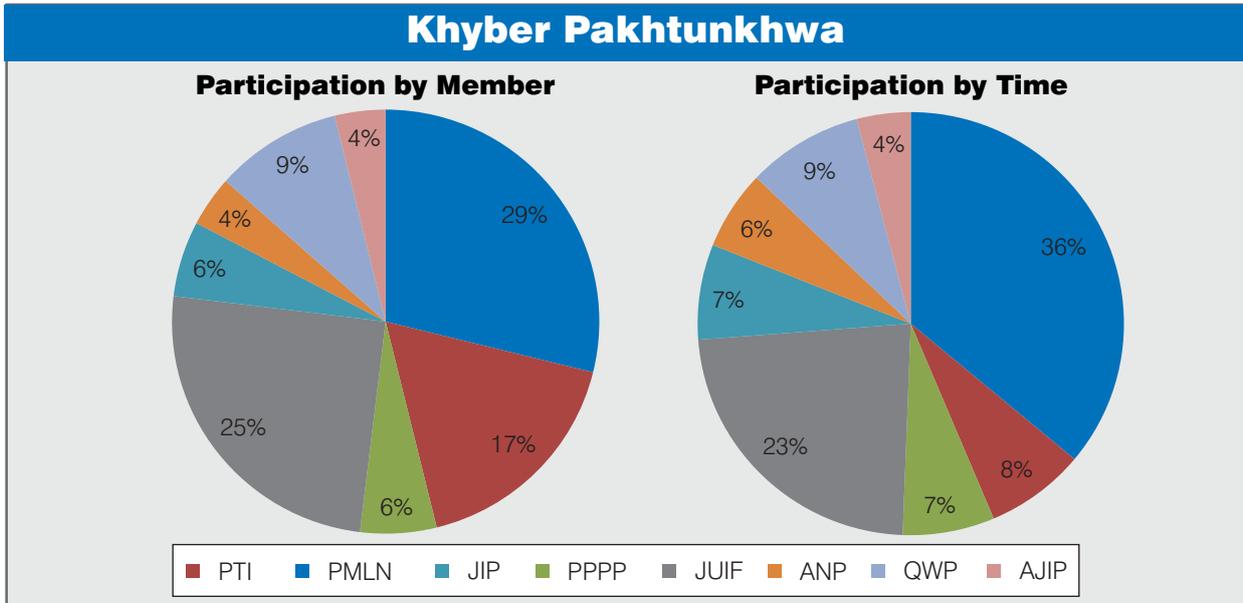
About 74% (120 – 92 male and 28 female members) of these lawmakers took part in the budget debates, which lasted for 26 hours and 38 minutes (1,598 minutes). The amount of time taken up by lawmakers from the two leading parties in the assembly was proportional to their participation. PPPP lawmakers constituted 54% of the lawmakers taking part in the budget debate and spoke for about 52% of the debate. The MQM lawmakers constituted 32% of the lawmakers that spoke in the discussion and took up about 36% of the time.



2.3.3 Khyber Pakhtunkhwa

Of the 120 current MPAs elected to the Khyber Pakhtunkhwa Assembly, 54 are from PTI, 17 are from PMLN, 16 from JUIF, 10 from QWP, eight from JIP, five from AJIP, four each from PPPP and ANP, one from APML and an independent member sits on the opposition benches.

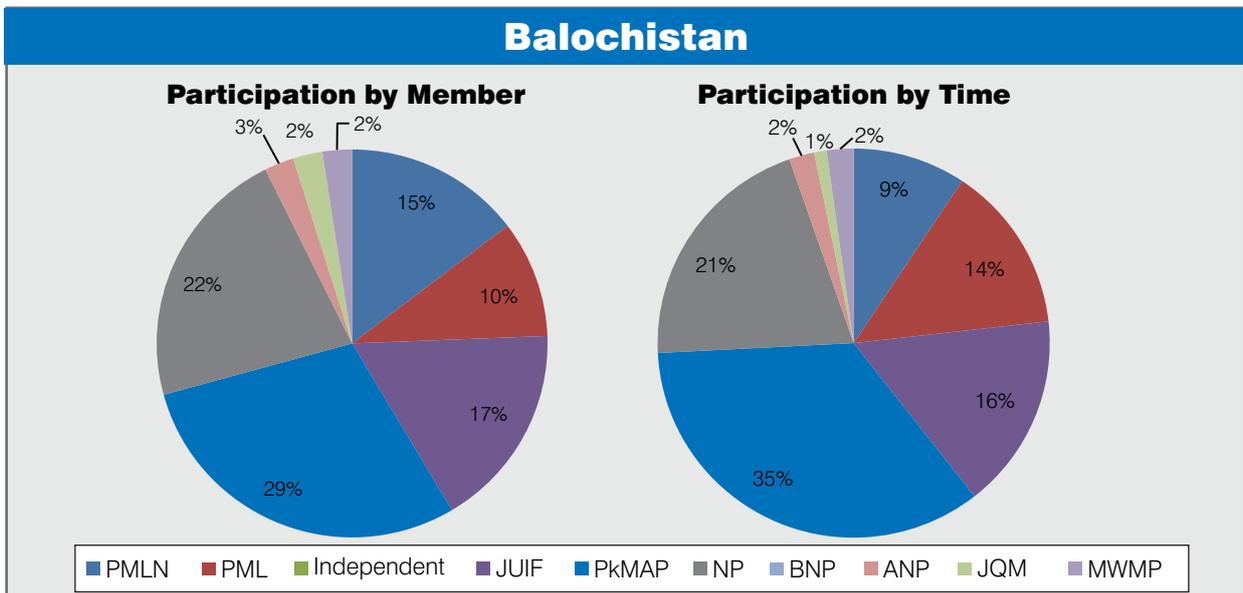
About 43% (52 – 40 male and 12 female members) of these lawmakers took part in the budget debate, which lasted 11 hours (660 minutes). The ruling PTI lawmakers showed little interest in the budget debate, with their participation rate being just 17% of their numbers in the assembly. Even these lawmakers, constituting 17% of the MPAs taking part in the debate, spoke for just 8% of the debate time. The PMLN lawmakers, on the other hand, dominated the debate, speaking for 36% of the time, even though they constituted 29% of the MPAs taking part in the debate. The participation of JUIF lawmakers was proportional to their numbers.



2.3.4 Balochistan

Of the 62 current MPAs in the Balochistan Assembly, 17 are from PMLN, 14 from PkMAP, 10 from NP, eight from JUIF, six from PML, two from BNP, one each from ANP, JQM and MWMP, and two are independent members.

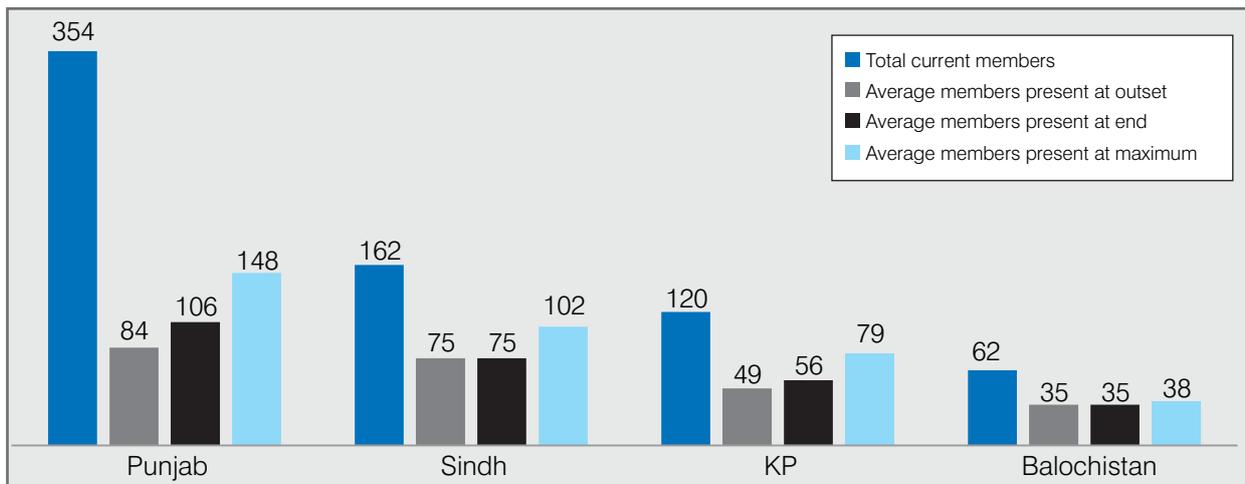
About 66% (41 – 35 male and six female members) of these lawmakers took part in the budget debate, which lasted for 12 hours and 51 minutes (771 minutes). PMLN is the largest party in the House and part of the ruling coalition. However, just six of the 17 PMLN lawmakers took part in the debate, contributing 9% to the total debate time. The PkMAP lawmakers were the most engaged, contributing to 35% of the debate time. The participation of NP lawmakers at 22% was proportional to their numbers participating in the budget debate (21%).



3. Attendance

Almost all assemblies maintained quorum – one-fourth of the current assembly membership – throughout the sittings. The Punjab Assembly was an exception, with 24% average attendance at the beginning of a sitting. The Punjab lawmakers also showed less interest in the budget session than their counterparts, consistently averaging much less – 24% attendance at the beginning, 30% at the end and an average maximum of 42%.

The Balochistan lawmakers had the best attendance of the four provinces, with 56% attendance at the beginning, 56% at the end and an average maximum of 61% through the sittings. Khyber Pakhtunkhwa averaged 41% attendance at the beginning, 47% at the end and an average maximum of 66% through the sittings (the best of all four assemblies). Sindh averaged 46% attendance at the beginning, 46% at the end and an average maximum of 63% through the sittings.



3.1 Key Members' Attendance

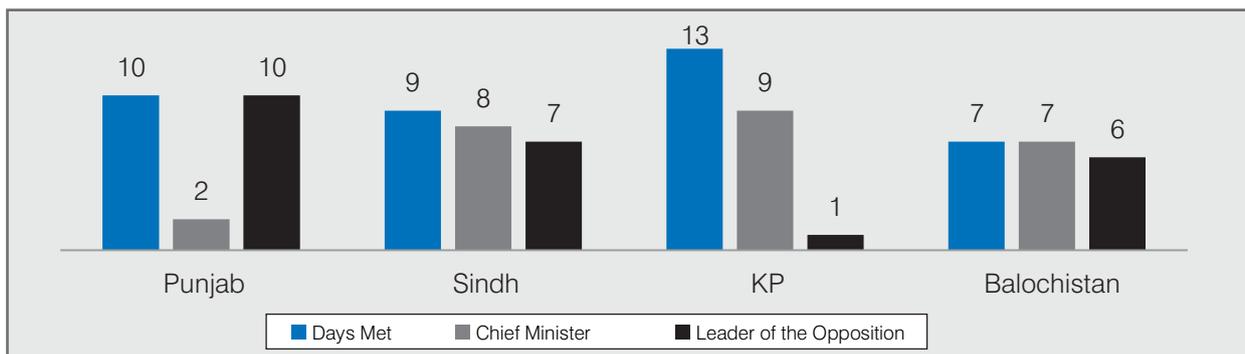
The attendance of the Speaker, Deputy Speaker, Chief Minister and the Opposition Leader is important in all sessions. Their attendance is more crucial in the budget session when the financial planning for the upcoming year is shared and finalized in the House.

The Punjab CM from PMLN attended 20% of the Punjab Assembly sittings, two of 10, staying in session for two hours and 11 minutes. However, the leader of the opposition, from PTI, attended all 10 sittings, attending the proceedings for 15 hours and 16 minutes.

The Balochistan CM from NP attended all seven of Balochistan Assembly sittings. The opposition leader from JUI-F missed one sitting, attending 6 out of 7 sittings.

Sindh's Leader of the House attended eight out of nine sittings (89%), while the Opposition Leader attended seven sittings (78%).

Khyber Pakhtunkhwa CM from PTI attended nine out of 13 sittings (69%). His attendance however, was better in the sittings relevant to the budget – he was present in six out of eight sittings (75%). The Leader of the Opposition from PMLN showed minimal interest in the proceedings, attending just one of the 13 sittings (8%).



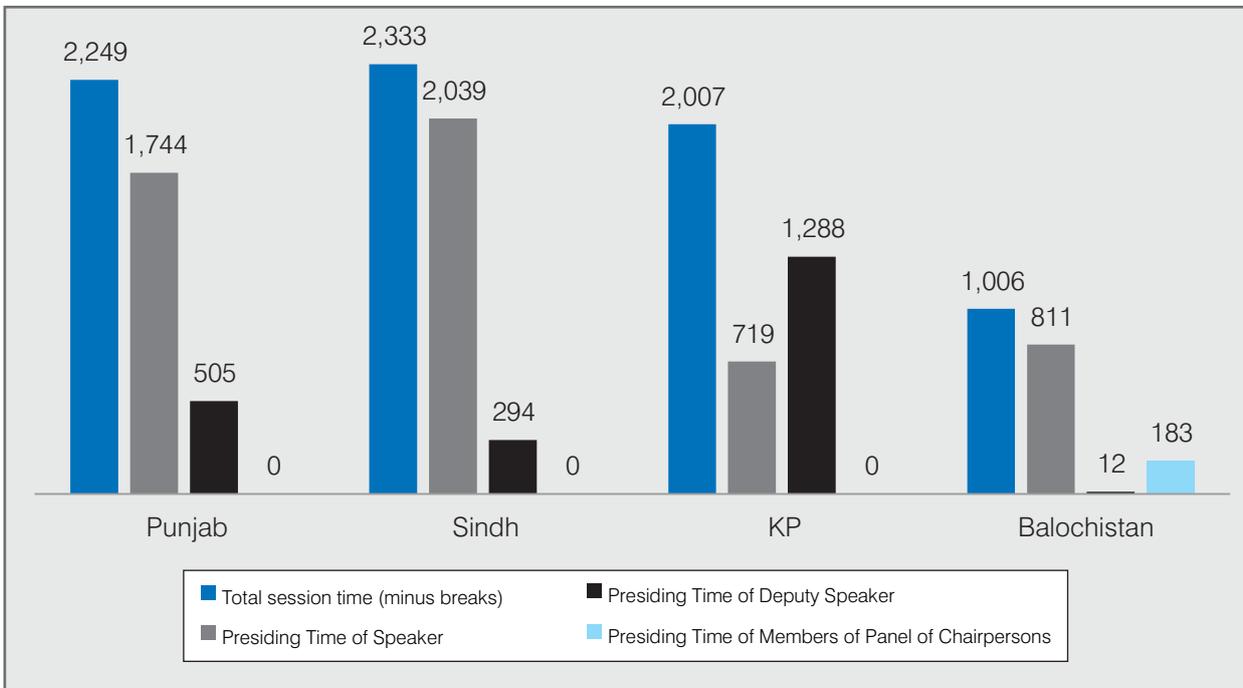
The Sindh and Balochistan budgets were presented by their chief ministers, while the Punjab and Khyber Pakhtunkhwa budgets were presented by their finance ministers. Punjab Finance Minister attended all 10 sittings, staying in session for 28 hours and 29 minutes. Khyber Pakhtunkhwa Finance Minister attended 12 of the 13 sittings, staying in session for 31 hours and 31 minutes.

Save for Khyber Pakhtunkhwa Assembly, the speakers chaired the session proceedings most of the time. Punjab Speaker attended all 10 sittings and presided for 29 hours and 4 minutes (78% of the session time). The Deputy Speaker attended nine out of 10 sittings and presided for 8 hours and 25 minutes (22% of the session time).

Sindh Assembly Speaker attended all nine sittings and presided for 33 hours and 59 minutes (87% of the session time). The Deputy Speaker also attended all nine sittings and presided for 4 hours and 54 minutes (13% of the session time).

The Khyber Pakhtunkhwa Speaker attended six of the 13 sittings and presided over the proceedings for 36% of the session time (11 hours and 59 minutes), prompting a token walkout from the opposition. The Deputy Speaker presided for the remaining duration (21 hours and 28 minutes). He attended 11 sittings.

Balochistan Assembly Speaker attended six of the seven sittings and presided over the session for 13 hours and 31 minutes (81% of the session time) while the Deputy Speaker attended four sittings and presided over the session for just 12 minutes (1%). The remaining duration of the session was chaired by the Members of the Panel of Chairpersons (3 hours and 3 minutes, or 18% of the session time).



4. Parliamentary Outputs

All four assemblies passed their respective finance bills for 2013 in the budget session. The Khyber Pakhtunkhwa Assembly passed its finance bill on June 26, in its eighth sitting. The Punjab Assembly followed on June 27, passing its finance bill in the eighth sitting. The Balochistan Assembly passed theirs on June 27, in the sixth sitting. The Sindh Assembly was the last to pass the finance bill on June 29, in its ninth sitting.

In addition, the Khyber Pakhtunkhwa and Balochistan Assemblies passed their respective services tribunal ordinances. The Punjab Assembly referred its service tribunal amendment ordinance 2013 to a special committee, which was asked to report by July 31, 2013.

The assemblies passed several resolutions, with Khyber Pakhtunkhwa being the most active. Resolutions are a way for MPs to air an opinion, commend or condemn an action or draw attention to a matter of general public interest and are sanctioned by the rules of procedures of the assemblies.

The Khyber Pakhtunkhwa Assembly pondered on 10 resolutions tabled during the session. The most important resolution, which necessitated the Khyber Pakhtunkhwa lawmakers to stay in session after passing the finance bill, was condemnation of drone strikes. The ruling Pakistan Tehreek-i-Insaf and its coalition partners had submitted a joint resolution against the drone strikes before the session to the assembly secretariat. However, it was not presented in the assembly because of a disagreement over the text of the resolution.

The House also passed a resolution on the inordinately-delayed Lowari Tunnel project. The federal government has allocated Rs1 billion for the project in the Public Sector Development Programme. The Khyber Pakhtunkhwa Assembly, however, wants the allocation to be increased to Rs4 billion. The 8.75-km-long tunnel connects Dir and Chitral valley and will reduce the 14-hour journey from Chitral to Peshawar by half.

The assembly urged the federal government to take up the issue of repatriation/deportation of Pakistani laborers from Saudi Arabia and issue directives to WAPDA to stick to the power management plan and curb inordinate power outages in the province, extending up to 12 hours in some places.

Another resolution called for empowering the Speaker to form Standing Committees. Currently, rule 154 of the Khyber Pakhtunkhwa Assembly says “each committee shall consist of not more than nine members, who shall be elected by the assembly. The election shall be held, as far as possible, in accordance with the procedure agreed to by the leaders of the parties in the Assembly, failing which by non-transferable vote.”

The House passed a resolution against what it described to be unethical content on television and called on the federal government to order a private bus service to stop for prayer breaks. Lastly, the House urged the federal government to set up branches of National Bank of Pakistan in various towns of Torghar district, provide promised constitutional facilities to Kala Dhaka (adjoining Torghar and Mansehra districts), and upgrade the transformer in Khwaza Khaila, Swat as the grid station there has been taking on additional burden from Bahrain, Kalam, Matta and Charbagh after floods washed away the Madian grid station.

The resolutions considered by the Khyber Pakhtunkhwa Assembly are summarized in the table below:

Sitting	Resolutions	Party	Gender	Status
11th	The House urges the federal government to request the Saudi government to allow Pakistani laborers being repatriated to continue working in Saudi Arabia	JIP	Single Male	Adopted
	The House calls on the federal government to make it mandatory for Daewoo Bus Service to stop for prayer breaks	JUIF	Single Female	Adopted
	The House urges the provincial government to call on the federal government to install a 20/26 MVA transformer in Khwaza Khaila to replace the current 10/2.5 MVA transformer, which is insufficient	PMLN	Single Male	Adopted
	This House urges the provincial government to recommend the federal government to issue an authorization notice for the 23 constitutional facilities promised to Kala Dhaka tribal area	JUIF	Single Female	Adopted
	Against the drone attacks	Jointly		Kept Pending

Sitting	Resolutions	Party	Gender	Status
12th	This House urges the provincial government to call on the federal government to increase the amount allocated for Lowari Tunnel from Rs1 billion to Rs4 billion	JIP, PMLN, JUIF, APML, ANP, PPPP	All Male	Adopted
	The House calls on the provincial government to recommend the federal government to establish branches of National Bank of Pakistan in Kunder Hassanzai, Mera Madadkhel and Jadba (Torghar district)	JUIF	Single Female	Adopted
	This House requests the provincial government to call on the federal government to curtail the broadcasting of unethical content on television	JUIF	Single Female	Adopted
	To empower the Speaker to form Standing Committees	Unanimously by the House		Adopted
7th	The House calls on the federal government to issue directives to WAPDA to curb prolonged and unscheduled load shedding in Khyber Pakhtunkhwa, and adhere to the pre-decided formula of electricity distribution	QWP, PTI, ANP, JUIF, PPPP, PMLN, JIP	All Male	Adopted

The Sindh Assembly adopted a resolution asking the federal government to withdraw the proposed imposition of Federal Excise Duty on financial services. The House believes the amendment breaches its constitutional right to collect taxes on services. The assembly also condemned the murder of an MQM MPA and his son in a targeted attack and a terrorist attack on a Sindh High Court judge. Lastly, the House resolved to pay tribute to former Prime Minister Benazir Bhutto on her 60th birth anniversary. The resolutions are summarized below:

Sitting	Resolutions	Party	Gender	Status
4th	This House strongly condemns the brutal murder of sitting MPA Sajid Qureshi and his son Engineer Waqas Qureshi outside a mosque in North Nazimabad, Karachi and demands the Government of Sindh to take all necessary steps to arrest and apprehend all the terrorists, their facilitators and their perpetrators	MQM	Joint Male and Female	Adopted
	This Assembly resolves to pay tribute to Benazir Bhutto on her 60th Birth Anniversary for her unparalleled sacrifices and unwavering commitment to the cause of democracy	PPPP	Joint Male and Female	Adopted
	This House recommends to the Sindh government to approach the federal government to withdraw the amendment proposed in the Finance Bill to amend the definition of sales tax on services, which is a provincial subject. The imposition of FED on financial services as proposed in the Federal Finance Bill is un-constitutional and should be withdrawn	PPPP	All Male	Adopted
6th	This House strongly condemns the inhuman and cowardly act of terrorism on the convoy of Justice Sindh High Court Mr Maqbool Baqar this morning at the Court Road, Karachi. This house demands that the Government of Sindh must take strict measures to curb the menace of terrorism and arrest the perpetrators	MQM PPPP PTI PMLF PMLN NPP	Joint Male and Female	Adopted

The Punjab Assembly adopted two resolutions condemning the attacks on Quaid-i-Azam's Ziarat Residency, the Bolan Medical Complex in Balochistan where 19 people including 14 female students were killed and the massacre of 10 foreign tourists and their guide at Nanga Parbat base camp. They are summarized below:

Sitting	Resolutions	Party	Gender	Status
1st	The Punjab Assembly strongly condemns the incidents of terrorism in Balochistan. The culprits of these incidents should be brought to justice to stop future occurrence of such incidences. All national and regional parties should be brought together on a single platform to find a solution to curb terrorism in Balochistan	PMLN	Single Male	Adopted
	The Punjab Assembly strongly condemns the terrorist attack and the killings of foreign tourists in the Fairy Meadows base camp of the Nanga Parbat in Diamer District of Gilgit-Baltistan on the night of 22nd and 23rd June 2013. The house urges the Federal and Gilgit-Baltistan governments to capture and punish the terrorists involved in this crime	Unanimously by the House		Adopted

The Balochistan Assembly did not adopt any resolution.

5. Oversight

The government's oversight is carried out through the question hour sessions and calling attention notices (CANs), allowing members to seek the government's responses and assurances on matters of public importance. However, according to the rules of procedures of all assemblies, on the day of budget presentation, no other business – including questions, CANs, adjournment motions and questions of privilege – are allowed.

5.1 Calling Attention Notices (CANs) and Questions of Privilege

There were eight CANs moved in the Khyber Pakhtunkhwa Assembly during the budget session. One of the notices pointed out that the Naju Bridge in Gabral, Upper Swat was washed away by floods in June and work on its reconstruction is yet to begin. Similarly a CAN in the fourth sitting pointed out that many people were added wrongly to the list of people eligible for aid from Zakat and Ushr department. The notice called for a fresh survey to establish eligibility. Another notice highlighted the dilapidated condition of roads in Lower Dir (PK-94). A notice deplored that 20 years on the Regi Lalma housing scheme has not been developed despite the fact that the government employees who got plots have deposited their installments years ago.

No CANs were moved in Punjab, Sindh or Balochistan Assemblies.

Assemblies' members also stayed away from raising questions of privilege (QoP), with just one QoP each being raised in Punjab and Khyber Pakhtunkhwa, and none in Sindh and Balochistan.

The first hour of every sitting is reserved for asking questions from ministers/ministries. The Question Hour sessions were not held in the Punjab, Sindh, and Balochistan Assemblies during the budget session. The session was only held in Khyber Pakhtunkhwa Assembly, with 18 questions being asked on the floor of the House.

5.2 Adjournment Motions

Punjab lawmakers moved 22 adjournment motions during their budget session, while no adjournment motions were moved in the other three assemblies. The primary objective of an adjournment motion is to draw the assembly's attention to a recent matter of urgent public importance.

A Jamaat-e-Islami MPA raised two issues in the sixth sitting. One was about measles killing 139 children in Punjab (80 in Lahore alone), with 5,000 cases reported. The second one was about two brothers charged with eating the remains of people being released on bail. The lawmaker said that the two be kept under observation to be reformed.

A female PML MPA moved six adjournment motions: five in the sixth sitting and one in the seventh sitting. She highlighted the measles outbreak in the province, saying that the government had done nothing to address the situation. The second adjournment motion was about the abolishment of special units in services hospitals providing free-of-charge treatment to government employees. She said these units need to be reinstated urgently and government employees given free medical slips. She also highlighted the need to set up a girls' hostel in Ameer-ud-din Medical College in Lahore. The fourth adjournment motion was about the drowning of an 11-year-old child in a private school's swimming pool despite a swimming instructor being on duty.

The fifth issue she raised was about the installation of a 600-ton air-conditioning system worth Rs500 million being kept pending in Jinnah Hospital, Lahore due to a disagreement over payment. The adjournment motion was kept pending. The last issue that she raised, also left pending, was about the murder of an eight-year-old boy. The boy, mistaken for stealing ice, was stabbed in the head with an icepick by a shopkeeper.

Another PML MPA moved two motions in the seventh sitting. The first was about the recovery of a 16-year-old girl by police in Bherowal, Mandi Bahauddin. She was kept in custody and raped by an ASI. The second issue he raised was about the drowning of people in canals and rivers, with no life-saving measures being taken by the government to protect them. Both adjournment motions were kept pending.

Another adjournment motion moved by a PMLN MPA in the sixth sitting to establish a "Crisis Hepatitis Center" was disposed of. He raised five other issues, all kept pending, in the same sitting: 1) provision of parking in all educational institutions in Lahore be made compulsory as per the decision made by the City District Government and Lahore Development Authority; 2) the Dental Department of PMC Faisalabad is operating without PMDC's accreditation, due to which 50 graduates of this department are unable to get degrees; 3) the Allied Health Sciences Program in 11 medical colleges of Punjab is being wound up with restrictions being imposed on admission to these programs, the government medical college affiliated with the University of Health Sciences also intends to stop admissions to these courses, which will affect the future of students who

fail to get admission in MBBS programs; 4) trust property is being sold and mutated in the name of Defense Housing Authority, which is against the law; 5) people living in the Changa Manga Forest were evicted, with their children being injured in the operation.

In the seventh sitting, a PMLN lawmaker raised the issue of a 35-year-old man falling from his motorcycle while taking a dangerous turn on Wahdat Road Flyover in Muslim Town, Lahore. This adjournment motion was kept pending.

A PTI lawmaker moved an adjournment motion in the same sitting on the murder of the son of a headmaster who was kept in police custody for nine days without proof or physical remand.

A female PPPP MPA raised the issue of Grade 1-11 employees of the Lahore College University for Women not being made fulltime employees. She said they are not eligible for pensions, even though Benevolent Fund is deducted from their salaries. They are also not getting any of the allowances approved by the Higher Education Commission.

An independent MPA pointed out the death of a man in police custody due to alleged torture. His heirs were forced to sign a reconciliatory note by the police in return for the body.

Also moved in the seventh sitting, an adjournment motion filed jointly by five MPAs from PML, PTI and PMLN about police beating up members of a crowd protesting against unscheduled power and gas outages in Faisalabad was kept pending.

Another adjournment motion moved by a PTI MPA in the 10th sitting about the Greater Thal Canal Project employees not being regularized was kept pending.

6. Order and Institutionalization

6.1 Points of Order

A lawmaker may raise a point of order if a rule pertaining to assembly procedure appears to have been broken. The indiscriminate use of POs mars the productivity of the House as it diverts the flow of business from the agenda. The most points of order were raised in the Punjab Assembly (154 that consumed 4% of total budget session time), followed by Khyber Pakhtunkhwa with 30 (consuming 3% of the session time), Sindh with seven (consuming 3% of the session time) and Balochistan with two (1% of the session time).

6.2 Protests

All four provincial assemblies had to contend with protests, boycotts and/or walkouts during their budget sessions.

There were six instances of disruptions in the Khyber Pakhtunkhwa budget session, costing the assembly 73 minutes of the session time. The opposition parties – PMLN, PPPP, JUIF, APML, ANP and an independent member – staged a token walkout for 28 minutes in the fourth sitting over the Speaker's continued absence. The PPPP MPAs walked out in the fifth sitting for three minutes over a colleague's remarks. There was an 11-minute token walkout by MPAs of PMLN, JUIF, PPPP and ANP over the law minister's interference during the speech of a member in the eighth sitting. The PMLN, JUIF, PPPP and ANP members staged another walkout for six minutes in the 11th sitting over an amendment they proposed in a resolution not being incorporated. In the same sitting, the PPPP MPAs walked out for 11 minutes to express dissatisfaction on a ministerial response to a point of order raised on recent law and order incidents in the country.

Sindh Assembly spent 120 minutes facing four such disruptions. In the second sitting, the MQM MPAs walked out for five minutes in the second sitting over targeted attacks on MQM workers. The MQM MPAs protested for three minutes in the seventh sitting over the Chair not allowing more speaking time to an MQM member, before walking out for nine minutes. The PMLF and PMLN MPAs protested for three minutes in the eighth sitting over a PMLF member not being allowed to speak on a Point of Order, before walking out for 60 minutes. Four parties – MQM, PMLF, PMLN and PTI – walked out for 40 minutes in the ninth session over the imposition of all types of taxes, including property tax.

There were three instances of protests, boycotts and/or walkouts in the Punjab budget session, costing the assembly 186 minutes. A female PML lawmaker walked out in the fourth sitting for 142 minutes over what she described to be the non-serious attitude of the treasury benches. In the eighth sitting, PTI, PPPP and PML lawmakers walked out for 10 minutes over the tax on agriculture and income and property tax on five-marla houses. The PPPP, PML, PTI, JIP and independent walked out for 34 minutes saying they do not want to take part in the passage of supplementary budget.

There was a single walkout in the Balochistan session for 51 minutes by JUIF and NP over the fact that the development funds in the provincial budget are much less than the non-development funds.

GLOSSARY

Adjournment Motion

A motion to adjourn the business of the Assembly for discussing a definite matter of immediate and urgent public importance.

Amendments

A Motion to amend an earlier Motion before that earlier Motion is put to the Assembly for its decision.

Assembly

National Assembly or a Provincial Assembly

Assent

Refers to the power of the Governor to assent the Bill passed by the Assembly or return the same to the Assembly for reconsideration.

Chairperson

In relation to a sitting, any person who is presiding at that sitting.

Budget

The statement of the estimated receipts and expenditures of the Federal or a Provincial Government for a fiscal year which the said government should lay before an Assembly in every financial year.

Business

Any matter which can be brought before the Assembly under the Constitution and the Rules.

Chair

The Presiding Officer at a meeting of the House or a Committee.

Chamber

The place where the Assembly meets to transact its business.

Committee

A Parliamentary committee constituted under Rules of Procedure, comprising of various Members of Parliament.

Constitution

Means the Constitution of the Islamic Republic of Pakistan 1973.

Cut Motion

A motion moved by a member to reduce the amount of a demand for grant.

Deputy Speaker

When the office of Speaker is vacant or Speaker is absent or is unable to perform his functions due to any cause the Deputy Speaker acts as the Speaker of the House.

Election

The process of choosing a representative by vote.

Federal and Provincial Consolidated Fund and Public Account

All revenues received by the Federal or the Provincial Government, all loans raised by that Government, and all moneys received by it in repayment or any loan, shall form part of a consolidated fund, to be known as the Federal or the Provincial Consolidated Fund. All other moneys received by or on behalf of the Federal or the Provincial Government; or received by or deposited with the Supreme Court or High Court or any other court established under the authority of the Federation or Province; shall be credited to the Public Account of the Federation or Province;

Finance Bill

The Bill introduced in each year to give effect to the financial proposals of the Government for the next financial year, and includes a Bill to give effect to Supplementary financial proposals for any period.

Fiscal Year

The twelve month period, from July 1 to June 30, used by the Government for the twelve month period, from July 1 to June 30, used by the Government for budgetary and accounting purposes.

Leader of the Opposition

"Leader of the Opposition" means a Member who, in the opinion of the Speaker, is the leader of the majority of Opposition Members for a certain time period.

Legislation

The process of crafting law.

Legislative Process

The processes by which Bills are approved by Assembly.

List of Business

The 'List of Business' includes the business scheduled for an Assembly sitting. The 'List of Business' is called 'Orders of the Day' in the National Assembly. The lists of businesses are to be brought before the Assembly for consideration and decision at its sitting on any day.

Member

A Member of the Assembly and for purposes of moving or opposing a Bill, an amendment, a Motion or a Resolution, includes a Minister.

Member in Charge

In the case of Government Bill, a Minister or a Parliamentary Secretary acting on behalf of the

Government and in the case of a private Member's Bill, the Member who has introduced it or any other Member authorized by him in writing to assume charge of the Bill in his absence.

Minister

May refer to the Prime Minister, a Federal Minister or a Minister of State, or a Parliamentary Secretary in respect of any function delegated or entrusted to him by a Minister.

Money Bill

a Bill or amendment which if enacted and brought into operation would involve expenditure from the Federal or Provincial Consolidated Fund or withdrawal from the Public Account of the Federation or Province.

Motion

A proposal made by a Member or a Minister relating to any matter, which may be discussed by the Assembly and includes an amendment.

Mover

The mover of a Bill, a Resolution, a Motion or an amendment of a Bill, a Resolution or a Motion and in the case of a Government Bill, a Resolution, a Motion or an amendment, a Minister or a Parliamentary Secretary acting on behalf of the Government.

Opposition

The party or parties who do not belong to the governing party.

Point of Order

Relates to the interpretation or enforcement of Parliamentary rules of business or articles of the Constitution that regulate the business of the Assembly. The mover of a Point of Order raises a Question which is within the cognizance of the Speaker.

Private Member

A Member who is not a Minister or a Parliamentary Secretary.

Private Member's Bill

A proposed law introduced by a Private Member.

Proceedings

The actions taken by the House or by a committee, the most important parts of the proceedings are the decisions that are taken.

Quorum

Quorum is the minimum number of Members of Assembly necessary to conduct the business of the Assembly. Under Article 55(2) of the Constitution 1/4th of the total Membership of the Assembly is required for Quorum.

Question Hour

A time fixed under the rules for asking and answering Questions.

Resolution

A Motion for the purpose of discussing and expressing an opinion on a matter of general public interest.

Speaker

The Speaker of the Assembly, including the Deputy Speaker or any other Member acting as the Chairperson on a particular sitting or number of sittings.

Supplementary Budget

An expenditure statement introduced to provide funds to the Government to meet new or additional expenses in a fiscal year.

Starred Question

A Question that requires an oral answer in addition to a written reply.

Standing Committee

A sub-unit of Assembly established in a permanent fashion to aid the parent Assembly in accomplishing its duties. A standing committee is granted jurisdiction over a particular area of legislation by the Assembly.

Sitting

A meeting of the Assembly or that of a Committee on a day.

Table

The Table of the House.

Unstarred Question

"Unstarred Question" means a Question for a written answer.

Disclaimer: The data cited in this report is based on direct observation of the budget sessions of the Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh assemblies. Every care has been taken to maintain accuracy. However as errors and omissions are expected, please write to queries.pwrp@tdea.pk or House 145, St 37, F10/1, Islamabad - 051-8466232.

About FAFEN

Free and Fair Election Network (FAFEN), established in 2006, is a coalition of 42 leading civil society organizations, working to strengthen all forms of democratic accountabilities in Pakistan. Governed by Trust for Democratic Education and Accountability (TDEA), FAFEN's key achievements are:

- Observed the public display of Pakistan's draft electoral rolls and conducted the country's first statistically-valid voters' list audit in 2007
- Deployed more than 18,829 trained, neutral Election Day observers nationwide to watch the February 18, 2008 polls and 264 long-term observers to monitor the pre-election process
- Fielded long-term observers nationwide and published 19 pre-election reports
- For the February 18, 2008, General Elections, FAFEN conducted 260 simultaneous Parallel Vote Tabulations (PVTs)- the largest effort in the world
- Conducted its first survey, Constituents Aspirations Survey, in December 2008 with a sample size of 3,124 respondents to get the description of the state of public opinion and also to get a deeper understanding of the values, attitudes and beliefs of people living in the constituencies
- Conducted mapping of organizations working for human rights within Pakistan
- Observed general elections at Gilgit-Baltistan in 2009 and by-elections in various constituencies of the Punjab, Balochistan and Khyber Pakhtunkhwa in 2010
- Implemented a unique methodology to observe parliamentary proceedings under its Parliament Watch
- Monitors public institutions across Pakistan and issues monthly reports on the state and performance of educational, health and other local level institutions. In addition, monthly reports on prices, crimes, incidence of disease, caseload in lower courts and political and electoral violence are issued

FAFEN continues to implement robust programs in-between elections related to monitoring parliamentary affairs, connecting constituents to their elected representatives, monitoring the performance of public and elected institutions and advocating electoral and democratic reforms. FAFEN is also monitoring political and electoral violence, peace activities and promoting active citizenry through ongoing civic education activities across the country. FAFEN is currently implementing Supporting Transparency, Accountability and Electoral Processes in Pakistan in 200 National Assembly constituencies in 119 districts across Pakistan.

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