



FAFEN PARLIAMENT MONITOR

FIFTH SESSION

September 16-27, 2013

National Assembly of Pakistan



Free and Fair Election Network
www.fafen.org

ABBREVIATIONS

AJIP	Awami Jamhoori Ittehad Pakistan
ANP	Awami National Party
AMLP	Awami Muslim League Pakistan
APML	All Pakistan Muslim League
BNP	Balochistan National Party
IND	Independent Member
JI	Jamaat-e-Islami
JUI-F	Jamiat-e-Ulema-Islam - Fazlur Rehman
MQM	Muttahida Qaumi Movement
NP	National Party
NPP	National Peoples Party
PkMAP	Pakhtunkhwa Milli Awami Party
PML	Pakistan Muslim League
PML-F	Pakistan Muslim League (Functional)
PML-N	Pakistan Muslim League (Nawaz)
PML-Z	Pakistan Muslim League (Zia-ul-Haq Shaheed)
PPPP	Pakistan People's Party Parliamentarians
PTI	Pakistan Tehreek-e-Insaf
QWP-S	Qaumi Watan Party - Sherpao



This report is based on direct observation of National Assembly proceedings conducted by CPDI-Pakistan, a member organization of FAFEN.

Executive Summary

The National Assembly's fifth session responded to the unfortunate and tragic incidents of terrorism, molestation of minors, and natural catastrophe in September 2013 by debating them and adopting resolutions.

The House adopted supplementary resolutions jointly brought in by members of various parties to condemn the suicide attack on the church in Peshawar, incidents of rape of minor girls, killings of army men in Upper Dir, and expressed sympathies along with calls for rehabilitation of the earthquake survivors in Balochistan.

Four government and five private members bills were introduced during the session as the House left more than 60% of the private members' agenda unaddressed.

One of the government bills introduced during the session called for removing age restriction for deceased government employees for their families to be eligible for a monthly benevolent grant. The three other bills sought the establishment of Islamabad Bar Council, appointment of the Chief Justice of the Islamabad High Court as a member of the National Judicial (Policy Making) Committee (NJPMC), and the repeal the redundant Federal Court Act 1937.

The five private member bills sought the establishment of local governments in Islamabad Capital Territory; safety from and control of HIV/AIDS; error-free publication of the Quran and proper disposal of its martyred/damaged pages and copies; women's meaningful representation in political process within the political parties, parliament, provincial assemblies and the local government; and eliminate the use of copy of Computerized National Identity Card (CNIC).

Additionally, aiming to regulate and implement surveying and mapping standards, the Surveying and Mapping Ordinance 2013 was laid before the House.

Spread over ten sittings, the session from September 16-27, 2013 met for 38 hours and 11 minutes, with each sitting on average lasting three hours and 49 minutes. Eight breaks were observed in the entire session consuming 10% of the session's time.

The Prime Minister did not attend a single sitting of the session while the Leader of the Opposition attended five sittings for a total of eight hours and 13 minutes. The Speaker chaired the proceedings for 22 hours and 25 minutes or 59% and the Deputy Speaker two hours and 51 minutes or 7% of the session time. The remaining session was chaired by the members of the Panel of Chairpersons for eight hours and 58 minutes or 24% of the session time.

The House left a little more than 50% (45 items) of the total 86 agenda items on the orders of the day unaddressed. Around half of the agenda appeared on eight government business days and the other half on two private members' days. As the agenda of the private member's days has too many items to be addressed in two sittings, more than 60% of it was not taken up. The agenda of the sixth, seventh and eighth sittings was suspended to debate the suicide blasts on the church in Peshawar and the earthquake in Balochistan.

The Lower House does not share the members' attendance record with the public. To this end, the FAFEN observer conducts a head count of MNAs in the beginning, the adjournment and at the time of maximum attendance in the House. Members' attendance was observed low during the session with 55 MNAs (16%), on average, present at the start, 61 (18%) at the adjournment and 145 maximum members (43%) at a time during a sitting.

A little less than half of the members - 47% - participated in the session. Overall, members demonstrated more interest in both submitting as well as debating agenda. A total of 70 MNAs (21%) submitted agenda and took part in debates, 61 (18%) submitted agenda while 30 (9%) legislators only took part in debates.

Out of 552 questions on the agenda, 381 were taken up and answered. Additionally, 135 supplementary questions were raised.

Nine calling attention notices were taken up during the session. Three of the notices were related to delay in hydropower projects, absence of grid stations and power outages. The other were on the financial irregularities in Earthquake Reconstruction and Rehabilitation Authority (ERRA), arrest of a drunk pilot in UK and privatization of PIA, increase in prices of petroleum products, proposal of twin Islamabad City project and sale of Afghan registered SIMs in Khyber Pakhtunkhwa.

Three of the 11 motions under rule 259 submitted by legislators of PML-N, PTI and PPP were debated in the House. A motion about the loan agreement with International Monetary Fund (IMF) was discussed for two hours and 30 minutes. Thirty-three legislators debated the attack on church in Peshawar for five hours and three minutes.

Lawmakers spoke on 116 points of order taking up three hours and 37 minutes (9% of the session time). However during the session the National Assembly made use of the time reserved for the legislators to speak on issues which are not points of order under rule 18¹ of its rules of procedure. The purpose was to provide for

lawmakers the opportunity to highlight issues other than points of order in line with the assembly's rules. The rule 18 was part of the agenda during all but three sittings – the first, fifth and the tenth.

The session witnessed two walkouts consuming an hour and 50 minutes or 4% of the proceedings.

1.0 Session Duration, Attendance and Participation

This section documents the session's duration, delays, participation and the attendance of members - including key members: Prime Minister, Leader of the Opposition, Speaker and the Deputy Speaker. It also details the attendance of MNAs representing minorities in the House.

1.1 Session Time

Spanning over 10 sittings, the fifth session started on September 16 and prorogued on September 27, 2013. The session met for 38 hours and 11 minutes, with each sitting on average meeting for three hours and 49 minutes. On average each sitting was delayed for 21 minutes while 10% of the entire session's time was consumed in eight breaks. Meeting almost for five hours and 57 minutes, the seventh sitting was the longest while the fifth was the shortest which met for one hour and 44 minutes.

Table 1.1: Time and Duration

Sr. No.	Day and Date	Sitting No.	Late Starts	Hours	Minutes
1	Monday, September 16, 2013	1st	28	3	22
2	Tuesday, September 17, 2013	2nd	15	4	15
3	Wednesday, September 18, 2013	3rd	13	4	37
4	Thursday, September 19, 2013	4th	10	4	47
5	Friday, September 20, 2013	5th	19	1	44
6	Monday, September 23, 2013	6th	53	2	27
7	Tuesday, September 24, 2013	7th	13	5	57
8	Wednesday, September 25, 2013	8th	18	4	35
9	Thursday, September 26, 2013	9th	30	4	25
10	Friday, September 27, 2013	10th	13	2	2
Total			Average 21 Minutes	38 Hours and 11 Minutes	

1.2 Members' Attendance

Members' attendance was observed low during the session with 55 MNAs (16%), on average, present at the start, 61 (18%) at the adjournment and 145 maximum members (43%) at a time during a sitting.

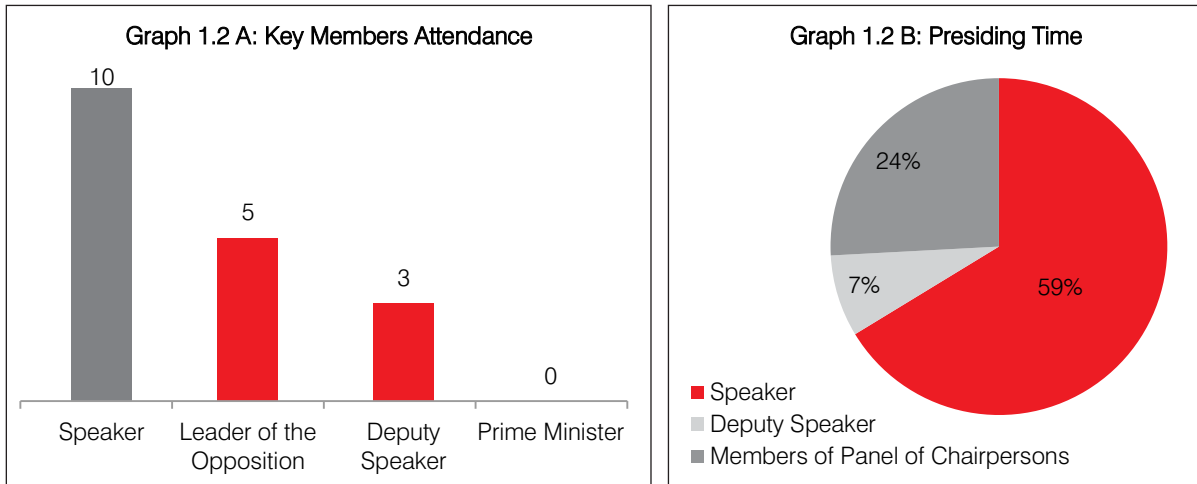
Although the quorum was found lacking on various occasions during the session, it was only pointed once by a PTI legislator during the first sitting. The proceedings resumed after the quorum was found complete. On average six of the ten lawmakers representing minorities in the Lower House attended the session.

Table 1.2: Members' Attendance

Sitting No.	Members at the Outset	Members present at the End	Maximum Members	Minority Members Present
1st	60	76	144	5
2nd	57	47	133	7
3rd	41	56	156	7
4th	40	63	142	5
5th	71	66	126	5
6th	80	108	132	5
7th	41	22	145	8
8th	39	34	164	5
9th	76	73	172	7
10th	44	66	138	5
Average	55	61	145	6

¹ Raising a matter which is not a point of order: The Speaker may allot last half an hour of every sitting except on Fridays for raising a matter which is not a point of order. The member shall be permitted to raise it, only after the Speaker has given his assent and at such date as the Speaker may fix.

The Prime Minister did not attend a single sitting during the session while the Leader of the Opposition attended five sittings for a total of eight hours and 13 minutes. The Speaker chaired the proceedings for 22 hours and 25 minutes or 59% and the Deputy Speaker two hours and 51 minutes or 7% of the session time. The remaining session was chaired by the members of the Panel of Chairpersons for eight hours and 58 minutes or 24% of the session time. The rest of the time - 237 minutes - was taken up by breaks the National Assembly took during the proceedings.



1.3 Members' Participation

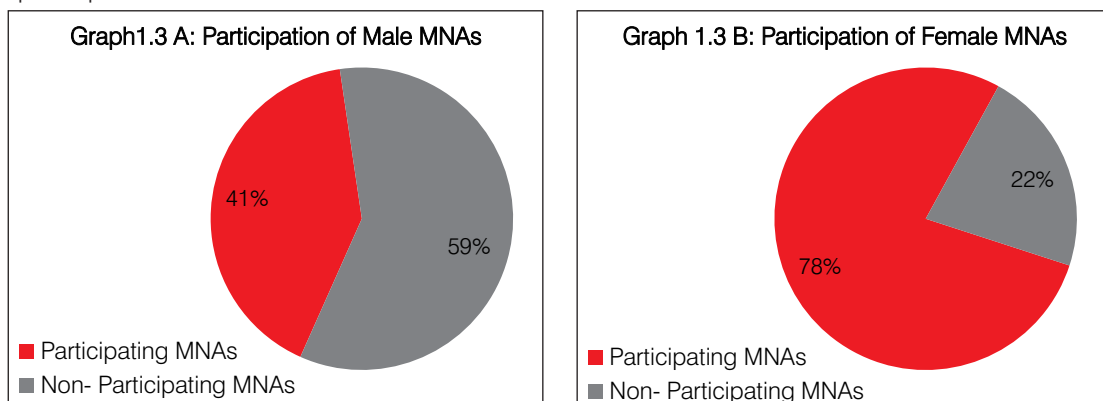
FAFEN observes member's participation against three categories – MNAs who submit agenda, those who participate in debates and members who did both.

A little less than half of the members - 47% - participated in the session (total strength 340 MNAs). Overall members demonstrated more interest in both submitting as well as debating agenda. A total of 70 MNAs (21%) submitted agenda and took part in debates, 61 (18%) submitted agenda while 30 (9%) legislators only took part in debates.

A higher percentage of MQM lawmakers 92% (22 of total 24) participated during the session, followed by 71% PTI lawmakers (25 of total 35) while 58% PPPP lawmakers (26 of 45) took part in the session. Only 33% MNAs of the ruling party - PML-N - having the largest number of seats (190) in the House contributed to the assembly business in one form or the other. Ten out of 12 JUI-F lawmakers participated more actively by both debating and tabling agenda.

All members of JI (four), ANP (two) and the single-member parties - AJIP, AMLP and QWP-S - took part in the session. However the legislators of PML, APML, BNP, NP and PML-Z did not participate in the proceedings. Two of total eight independent parliamentarians both tabled and discussed assembly business while six non-Muslim lawmakers on reserved seats also followed the same trend.

FAFEN observed that a higher ratio of female parliamentarians of their total strength in the House participated compared to their male counterparts – 78% of the female MNAs (47 of total 60) and 41% (114 of 280) of male MNAs participated in the session.



2.0 Orders of the Day

The Orders of the Day is a list of agenda items for a sitting prepared by the secretary of the National Assembly. As per FAFEN's methodology, calling attention notices, legislation, resolutions, adjournment motions and other motions (under rule 259 etc.), matters of public importance and amendments to the rules and procedures are counted as the total number of agenda items during the session.

The House left a little more than half (45 items) of the total 86 agenda items on the Orders of the Day unaddressed. Around half of the agenda appeared on eight government business days and the other half on two private members' days. As the agenda of the private member's days has too many items to be addressed in two sittings, more than 60% of it was not taken up. The agenda of the sixth, seventh and eighth sittings was suspended to debate the suicide blasts on the church in Peshawar and the earthquake in Balochistan.

Overall, nine bills and an ordinance were introduced as the House adopted 13 resolutions during the session. Of the adopted resolutions, five were brought in as supplementary agenda. Similarly nine calling attention notices, three motions under rule 259, six motions to raise a matter that is not a point of order and a motion to thank the President for his address to the parliament on June 10 were also taken up.

3.0 Parliamentary Output

Parliamentary output is primarily the legislation passed, the resolutions adopted and the Standing Committee reports laid during a session. Legislation appears in the form of government and private members' bills and ordinances.

3.1 Government Bills

Four government bills were introduced during the session and sent to the relevant Standing Committees. The Federal Employees Benevolent Fund and Group Insurance (Amendment) Bill 2013 amends an earlier act to remove the age restriction (up to 70 years) for a deceased government employee for his family to be eligible for a monthly benevolent grant as is the case with other such government schemes.

In the fourth, fifth and tenth sitting, three bills about judicial matters were introduced. The first seeks the establishment of Islamabad Bar Council after the creation of Islamabad High Court to give representation to legal practitioners of the Islamabad Capital territory. Currently they are represented in the Punjab Bar Council. The second bill provides for including the Chief Justice of the Islamabad High Court as a member of the National Judicial (Policy Making) Committee (NJPMC) after the setting up of the Islamabad High Court. The third bill seeks to repeal the Federal Court Act 1937 as it has become redundant.

3.1: Government Bills

Sitting No.	Legislation	Date of Introduction
3rd	The Federal Employees Benevolent Fund and Group Insurance (Amendment) Bill, 2013	September 18, 2013
4th	The Legal Practitioners and Bar Councils (Amendment) Bill 2013	September 19, 2013
5th	The Federal Court (Repeal) Bill 2013	September 20, 2013
10th	The National Judicial (Policy Making) Committee (Amendment) Bill 2013	September 27, 2013

3.2 Private Members' Bills

During the second sitting, five private members bills were introduced. These bills seek establishment of an empowered local government in Islamabad Capital Territory; safety from and control of HIV/AIDS; error free publication of the Holy Quran on fine quality papers and proper disposal of its martyred/damaged pages and copies; women's meaningful representation in political process within the political parties, parliament, provincial assemblies and local government; and curb the practice of using CNIC copy and encourage the use of original CNICs.

Table 3.2: Private Members' Bills

Sitting No.	Legislation	Date of Introduction
2nd	The Islamabad Capital Territory Local Government Bill 2013	September 17, 2013
	The National Database and Registration Authority (Amendment) Bill 2013	September 17, 2013
	The Political Parties Order (Amendment) Bill 2013	September 17, 2013
	The Publication of the Holy Quran (Elimination of Printing and Recording Errors) (Amendment) Bill 2013	September 17, 2013
	The HIV/AIDS (Safety and Control) Bill 2013	September 17, 2013

3.3 Ordinances

The Surveying and Mapping Ordinance 2013, promulgated on May 20, 2013, was laid before the House during the session. The ordinance seeks to regulate and implement surveying and mapping standards, avoid duplication of efforts in mapping and to transform the Survey of Pakistan to assume its role of National Mapping Organization.

3.4 Resolutions

Through resolutions, a legislature expresses an opinion, makes recommendations, or conveys a message on a specific and important issue. The House can also commend, condemn, urge or request action by the government. Resolutions can be moved by ministers or members in their private capacity.

Thirteen out of 15 resolutions were adopted during the session.

As during the session the country witnessed unfortunate and tragic incidents – the suicide attack on church in Peshawar, rapes of minor girls, and killing of a Major General and a Lieutenant Colonel in Upper Dir along with the massive earthquake in Awaran, Balochistan – the National Assembly adopted supplementary resolutions to condemn the incidents of terrorism and expressed sympathy and solidarity with the victims of natural catastrophe. These resolutions were jointly tabled by the lawmakers of PML-N, PPPP, PkMAP, PTI, MQM, JI, JUI-F, ANP and Independents.

A joint resolution condemned the suicide attack on the church on September 22 leaving more than 80 dead and over 137 injured, calling upon the federal and Khyber Pakhtunkhwa governments to safeguard the rights of non-Muslims. Responding to the earthquake in Balochistan and Sindh on September 24, the House adopted another joint resolution to express grief over loss of life and property, calling upon the government to expedite its rescue and relief efforts in the affected regions. During the tenth sitting, the House adopted a joint resolution on rape, molestation of children demanding that the culprits be brought to justice and the need for immediate measures – including legislation – to protect women and children. Similarly a resolution condemned the killing of a Major General and a Lieutenant Colonel in Upper Dir on September 15, recognizing the sacrifices of the armed forces and offered full support in the fight against terrorism.

Three resolutions by MQM lawmakers were on the need to pull Pakistan Steel Mills out of crises, power outages, and the rising prices of petroleum. Female PPPP MNAs sponsored two resolutions on the need to eliminate terrorism in the country and the provision of tight security in Islamabad Capital Territory. Both resolutions were adopted.

During the second sitting the House adopted two resolutions, tabled by JI and JUI-F lawmakers separately, to urge the government to take necessary measures to supply Sui gas to district Buner and eliminate interest-based financial system in the country, respectively. Calling upon the government to take immediate steps to control the use of fake SIMs, the House adopted a resolution tabled by a female PTI member. In the tenth sitting the House resolved to establish a parliamentary friendship group with 88 countries, authorizing the responsibility of forming such a group to the Speaker.

Two resolutions, calling upon the government to establish an agricultural university in Loralai and ban the manufacturing, import and sale of “toy weapons” in the country, were not taken up. The resolutions were moved by JUI-F and PML-N lawmakers respectively.

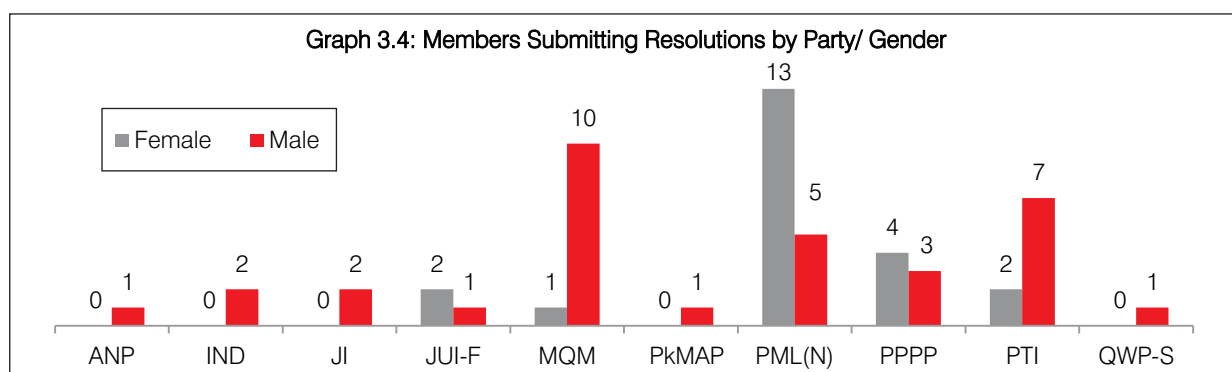
Table 3.4: Details of Resolutions

Sr. No.	Resolutions	Party	Status
1	This House is of the opinion that the government should take immediate steps to abolish the system of interest in the country	JUI-F	Adopted
2	This House is of the opinion that the government should take immediate steps to pull the Pakistan Steel Mills out of crises	MQM	Adopted
3	This House is of the opinion that the government should take steps to make arrangement for supply of Sui gas to district Buner	JI	Adopted
4	This House is of the opinion that the Government should take steps to eliminate terrorism in the country	PPPP	Adopted
5	This House strongly condemns the attack on Major Gen. Sanaullah Niazi, Lt. Col. Tau seef and La. Naik Irfan Sattar, soldiers Yasir and Ghaffar of Bloch Regiment of Pakistan Army. Expressing deep sympathies for the agrieved families, this House salutes the bravery and courage of Pakistan Armed Forces and vows to back them in their efforts to protect the country. This House calls upon the government to recognize their sacrifices and to come out in full support of the Armed Forces in the fight against terrorism.	PML-N PTI MQM PPPP	Adopted

Sr. No.	Resolutions	Party	Status
6	This House, in the strongest possible terms Condemns the heinous, brutal and inhumane terrorist attack on a church in Peshawar on Sunday, the 22nd September, 2013 killing 81 precious lives and injuring 137 more, which is an attack not only against the Christian Community, but against all Pakistanis. The House demands that the Federal and Khyber Pakhtunkhwa governments to take all necessary measures to safeguard the rights of non-Muslims as laid down in the Quran and Sunnah and the Constitution of Pakistan and provide the best possible medical facilities to the injured persons and security to all places of worship, particularly those belonging to the non-Muslims; and bring the perpetrators of these suicide attacks to justice.	PML-N PPPP PkMAP PTI MQM JI ANP IND	Adopted
7	This House expresses its deepest shock and grief over the calamitous earthquake that has hit parts of Balochistan and Sindh on the 24th of September, 2013, and calls upon the government to expedite its rescue and relief efforts in the affected regions	PPPP PML-N ANP, PTI JI, QWP-S MQM	Adopted
8	This House is of the opinion that the government should ensure infallible security in Islamabad Capital Territory	PPPP	Adopted
9	This House is of the opinion that the government should take immediate steps to control the use of fake SIMs in the country	PTI	Adopted
10	This House is of the opinion that the government should take steps to do away with load shedding of electricity in the country	MQM	Adopted
11	This House is of the opinion that the government should take steps to control the rising prices of petroleum in the country	MQM	Adopted
12	This House recommends the formation of a parliamentary relations group	PML-N	Adopted
13	This House strongly condemns the horrific acts of rape, molestation of children as young as 4 and 5 years recently, and demands immediate arrest and speedy trial of the culprits. We call upon the government to provide protection and care and maintain strict privacy of both the children and the families in these cases. This House calls upon the federal and provincial governments to take immediate steps, including legislation to protect women and children generally and make the required procedural changes to ensure that justice is done and seen to be done in these heinous offences.	PML-N PTI PPPP JI MQM IND JUI-F	Adopted
14	This House is of the opinion that the government should take immediate steps to establish an Agricultural University in Loralai.	JUI-F	Not Taken Up
15	This House is of the opinion that the government should ban manufacturing, import and sale of Toy "Weapons" to end "Toy Weapon Culture" in the country	PML-N	Not Taken Up

A total of 55 lawmakers – 22 female and 33 male - either singly or jointly tabled resolutions during the session. Eighteen PML-N lawmakers moved resolutions, followed by MQM (11), PTI (nine), PPPP (seven), JUI-F (three), JI and Ind MNAs (two each) and a single male member each of ANP, PkMAP and QWP-S.

More female lawmakers of PML-N (13) tabled resolutions, followed by PPPP (four), JUI-F and PTI (two each) and a single female lawmaker of MQM.



4.0 Representation, Responsiveness and Government Oversight

The section reviews the legislators' representative and oversight role in the House as it covers the question hour, calling attention notices, adjournment motions, motions under rule 259 etc.

4.1 Question Hour

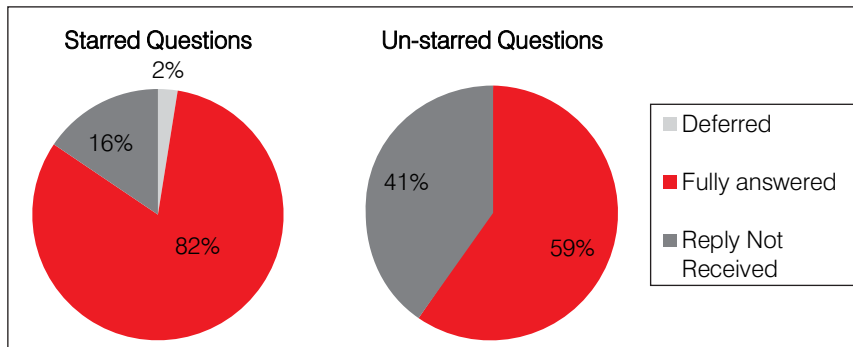
Out of the total 552 questions – 238 starred and 314 unstarred – submitted during the session, 381 or 69% were responded by the government. Though the ministers provided answers to 53 starred questions on the floor of the House, they provided written answers to the rest of them. Additionally the legislators asked 135 questions during the session.

According to the rule 69 of the Rules of Procedures and Conduct of Business of the National Assembly, the question hour is not held on Tuesdays which is a private members' day.

Table 4.1 A: Starred and Un-Starred Questions

Sitting No.	Starred Questions on the Agenda	Un-starred Questions	Starred Questions Taken Up	Starred Questions Not Taken Up	Supplementary Questions
1	36	40	6	30	11
2	Private Members' Day				
3	21	21	5	16	17
4	22	44	8	14	25
5	35	50	9	26	21
6	32	54	0	32	0
7	Debate on a motion regarding Peshawar Church blasts				
8	41	35	7	34	17
9	30	20	9	21	25
10	21	50	9	12	19
Total	238	314	53	185	135

Graph 4.1: Status of Starred and Unstarred Questions



As PML-N enjoys simple majority in the National Assembly, its members - 31 - submitted 170 questions. Of them, ten female PML-N legislators submitted 76 questions.

Among the three opposition parties on the opposition benches, 14 PPPP, 13 MQM and ten PTI legislators submitted 114, 103, and 80 questions respectively. Similarly among smaller parties four members each of JI and JUI-F and one member each of AMLP, PkMAP, and AJIP submitted 50, 16, 12, six and one questions respectively.

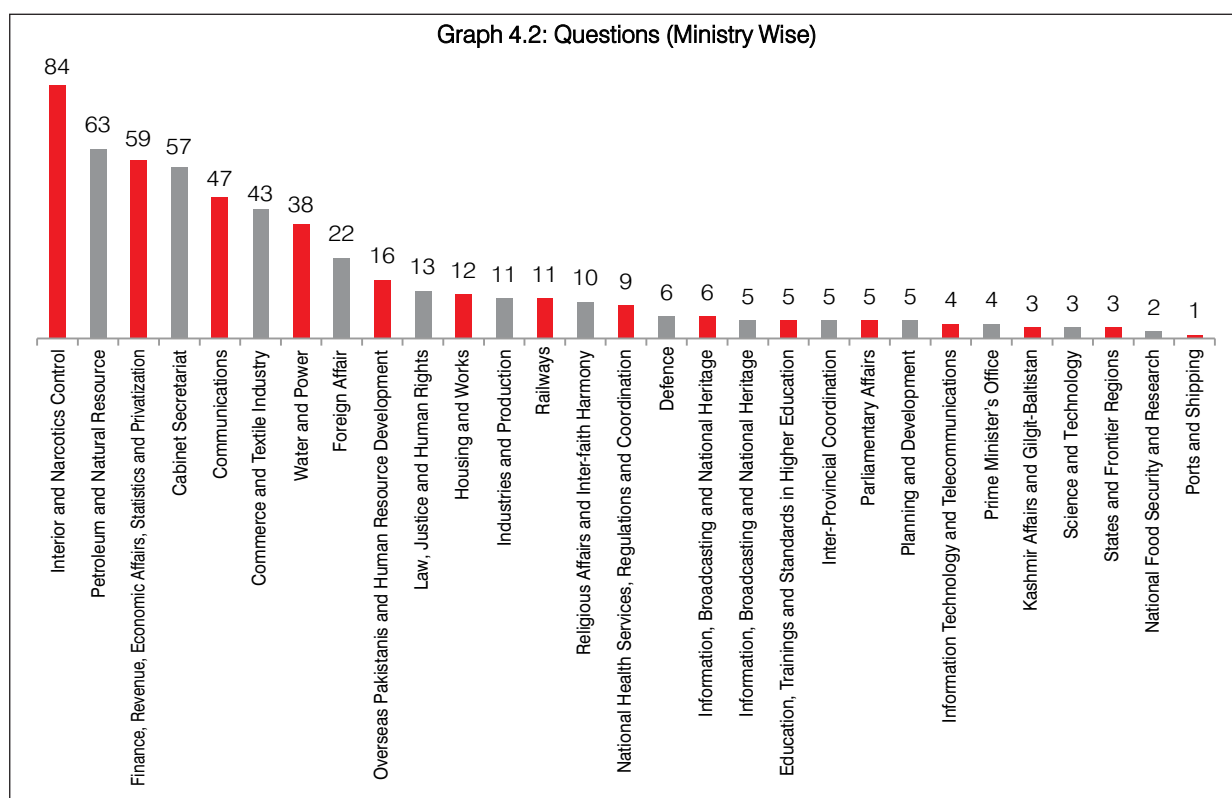
Table 4.1 B: Questions (By Gender and Party)

Party	Members who Raised Questions			Number of Questions Raised by Members		
	Female	Male	Total Members	Male MNAs	Female MNAs	Total Questions
AJIP	0	1	1	1	0	1
AMLP	0	1	1	12	0	12
JI	1	3	4	48	2	50
JUI-F	1	3	4	8	8	16

Party	Members who Raised Questions			Number of Questions Raised by Members		
	Female	Male	Total Members	Male MNAs	Female MNAs	Total Questions
MQM	3	10	13	91	12	103
PkMAP	0	1	1	6	0	6
PML-N	10	21	31	94	76	170
PPPP	7	7	14	48	66	114
PTI	3	7	10	51	29	80
Total	25	54	79	359	193	552

4.1.1 Ministerial Responses to Questions

This section reviews some of the answers provided by the government during the Question Hour in the House. Three fourth of the questions (413 out of total 552) submitted during the session were addressed to the Ministries of Interior and Narcotics Control (84), Petroleum and Natural Resource (63), Finance, Revenue and Economic Affairs (59), Cabinet Secretariat (57), Communications (47), Commerce and Textile Industry(43), Water and Power (38) and Foreign Affairs (22).



The Ministry of Interior and Narcotics Control

In response to a question by a female PTI MNA, the Ministry of Interior and Narcotics, quoting the Provincial Police Officer (PPO) Khyber Pakhtunkhwa, told the House that more than 50% of the suicide bombers were “young boys”. The reply also detailed efforts to stem this trend through programs of de-radicalization, sensitization and building the police capacity to counter terrorism.

The ministry did not provide answer to the question of number of prisoners in the country's jails on account of blasphemy charges and the percentage of Hindus, Christians, Muslims and Ahmedis among them. The question was submitted by a PPPP female parliamentarian.

In the first sitting of the session when a PTI female MNA asked about the criteria for foreign security companies to operate in Pakistan and also asked for their names, the Minister for Interior informed the House that no foreign security company is allowed to operate in the country.

The ministry also informed the House that no permit for wine shop has been granted in Islamabad during last two years by the Excise and Taxation Department.

The Ministry of Petroleum and Natural Resources

Though the ministry told the House during the third sitting that no plan has been finalized to increase the prices of gas, it hinted at the government contemplating to “rationalize gas sale prices and various proposals are being evaluated keeping in view the prices of alternate fuels as well as socio economic considerations”. The question was submitted by a PPPP legislator. In response to another question, the House was told that at present the country has 5,014,214 defaulters of gas bills, with most of them, 4,128,589, living in Punjab and Azad Kashmir.

The Ministry informed the House that after May 11, 2013 the prices of petrol and high speed diesel have been increased five and four times respectively. However the prices of petrol and high speed diesel have been decreased only once and twice respectively after May 11.

The Minister clarified that the government does not increase the prices of petroleum products, adding that the Oil and Gas Regulatory Authority (OGRA), oil marketing companies and refineries have been authorized to determine and notify the prices according to the pricing formula approved by the government. However, the government and the ministry notify the petroleum levy rates in consultation with the Finance Division.

In reply to another question, the Ministry said over the last three financial years, the import bill for Pakistan's crude oil imports has been on the rise. In 2010-11, Pakistan imported 6,737 million tons of crude oil costing 4,700 million dollars, in 2011-12, 6104 million tons of crude oil was imported for 5,058 million dollars and the country spent 5849 million dollars to import 7,286 million tons crude oil in 2012-13.

The Ministry of Finance

The ministry provided a long list of steps to check corruption in various departments under its control except the Federal Board of Revenue. The question on eliminating corruption in the Economic Affairs, Privatization and Finance division, Pakistan Mint Lahore, Auditor General of Pakistan etc. was submitted by a PPPP legislator.

The ministry also told the House that during the last five years, 2008-13 only one government entity – Hazara Phosphate Fertilizers - was privatized. Its 100% shares were sold at a gross sale proceeds of Rs1,340 million and the net proceeds of Rs1,290 million were transferred to Federal Government Account (State Bank of Pakistan) Islamabad for debt retirement and poverty alleviation. The remaining amount of Rs 50 million was utilized on account of Golden Handshake, Voluntary Separation Scheme (VSS), valuation and other transaction related costs.

However in the first sitting of the session, the ministry did not provide answer to a question about the increase in ratio of poverty in the last five years. The question was submitted by an MQM legislator. However the Ministry of Planning and Development provided the answer to the questions stating that there was no empirical evidence that the ratio of poverty had increased in the said period.

The ministry told the House during the session's first sitting that the Pak rupee depreciated in the interbank market against euro, pound, Japanese yen and US dollar by 6.9%, 4.7% and 5.5% respectively during July 1 to September 10 in the current financial year.

The Cabinet Secretariat

On a question by a PML-N legislator, the Cabinet Secretariat representative told the fourth sitting that at present only one project on climate change - Reducing Risks and Vulnerabilities from Glacier Lake Outburst Floods in Northern Pakistan – was being implemented in the country. The project was started by the previous government. However in the same sitting the Cabinet Secretariat did not answer a question about the steps taken to protect the country from environmental pollution, specifically from open sewerage water being used for agricultural purpose, a health hazard for the citizens and the animals. Also there was no answer to the question on measures to stop the use of polythene bags. The question was submitted by a PPPP legislator.

The Minister in charge of Cabinet Secretariat also informed the House that Pakistan International Airlines (PIA) discontinued numerous flights due to “fleet constraints” in the summer of 2013. The answer also provided the list of flights discontinued inside and outside the country. The question was submitted by a PML-N parliamentarian. Similarly in response to a question by a PPPP legislator the House was also informed that the government had no plans to buy new aircraft. However the Minister in charge of the Cabinet Secretariat did not

provide answer to a question by a PTI legislator about the ratio of staff actually working/required to sustain the PIA's operations along with the excess/redundant contractual and permanent staff. Similarly there was no reply to the question by an MQM legislator about security measures to control untoward incidents in PIA.

Miscellaneous

In response to a question submitted by an MQM legislator, the House was told that a total of 329 advertisements regarding the election campaign of political parties were published in eight major dailies (The News, Dawn, The Nation, Pakistan Observer, Express Tribune, Jang, Nawa-e-Waqt and Express) from April 1 to May 10, 2013. Most of the advertisements - 163 - were given by then ruling party – PPPP, followed by PML-N 51 and PTI 49. Similarly a total of 62,622 advertisements on election campaign of political parties were telecast by 69 TV channels from 17th March to 11th May 2013. Again the PPPP sponsored the most 26,237 ads on 51 TV channels. PTI's 16,363 ads about its election campaign were telecast on 56 TV channels, followed by PML-N's 12,521 ads on 50 channels.

The Minister for Law, Justice and Human Rights told the House that there was no proposal under consideration to increase the number of seats reserved for minorities in the National Assembly and the provincial assemblies. It may be pointed out that a bill – the 23rd constitutional amendment – was introduced in the 13th National Assembly to increase in the number of reserved seats for minorities in the National and provincial assemblies.

4.2 Calling Attention Notices

According to the National Assembly's Rules of Procedure and Conduct of Business, "a member may with the previous permission of the Chair call the attention of a minister to any matter of urgent public importance and the minister may make a brief statement or ask for time to make a statement during the same or next sitting, provided that no member shall give more than two such notices for any one sitting."

Legislators brought to the House's notice important issues through 13 calling attention notices. Out of them, nine were taken up and responded. Forty-three legislators - PTI (13), MQM (12), PPPP (eight), PML-N, JI and JUI-F (three each) and ANP (one) - submitted the notices either singly or jointly.

The notices were mostly about the issues of power outages, economy, and law and order situation. The House took up calling attention notices on delay in the construction of Golen Gol hydropower project, plan to privatize 26% of PIA shares, financial irregularities in ERRAs, increase in prices of petroleum products, sale of Afghan registered SIMs, overloaded grid stations in Malakand division and Mardan leading to power outages, the new Islamabad city project and the arrest of a drunk PIA pilot in London.

Four of the notices related to the issues of health, communications, electricity and employment were not taken up.

Table 4.2: Calling Attention Notices (Taken Up)

Sr. No.	CANs	Party	Status	Brief Statement by Government
1.	Delay in the commencement of work on Golen Gol Hydropower Project in violation of PPRA (Public Procurement Regulatory Authority) rules, resulting in loss of millions of rupees to the national exchequer.	PTI	Taken Up	The minister told the House that though Public Procurement Regularity Authority (PPRA) rules were being followed, the project's bidding process was challenged in the court. The Islamabad High Court had recently given a judgment in the case. In 2002 when this project was announced its cost was 7.2 billion rupees. Now, it stands at 88.2 billion rupees.
2.	Steps being taken by the government to sell shares of PIA.	PPPP PML-N	Taken Up	The minister said a meeting chaired by the Prime Minister was held to discuss the PIA's financial and operational matters. Various suggestions were discussed. The first suggestion was to privatize PIA totally; the second was to run it in public sector; and the third suggestion was to sell few shares and make changes in its administration and to make it a successful department. No approval was given on the first two suggestions because the Prime Minister is concerned about the 1940 employees' future. The Prime Minister does not want to sack them. The employees share will remain intact with PIA. No decision has been made yet regarding shares - whether they are being given to one party or floated in the market. A 26% shares transfer is also under discussion.

Sr. No.	CANs	Party	Status	Brief Statement by Government
3.	Financial irregularities of millions of rupees in Earthquake Reconstruction and Rehabilitation Authority (ERRA).	PTI	Taken Up	The primary responsibility of ERRA is rehabilitation. ERRA played vital role after the earthquake and gave Rs 25,000 to victims to build their homes but they took money and did not construct their homes. Due to non-construction, the investment for rehabilitation was stopped. No unlawful investment, irregularities and unjustified payments were done as the NGOs and foreign countries keep record of the money invested.
4.	Overloaded power transformers of 220KV in Grid Station at Mardan resulting in load shedding.	Jl PTI ANP	Taken Up	The minister said the transformers were overloaded because of power theft. To address this situation, installation of smart meters has been planned. Sub-standard transformers would be blacklisted.
5.	Sale of cellphone SIMs of Afghanistan in open market in Khyber Pakhtunkhwa giving rise to kidnapping for ransom, extortion and other crimes.	JUI-F	Taken Up	The minister stated that because of close proximity between Khyber Pakhtunkhwa and Afghanistan, people are using SIMs of Afghanistan which is increasing the rate of crimes. The terrorists in Pakistan and Afghanistan are using the SIMs and there is no mechanism to block the SIMs.
6.	Increase in the prices of petroleum products.	MQM	Taken Up	The minister said due to high prices in the international crude oil prices and depreciation in the value of rupee compared to dollar is one reason for increase in prices of petroleum products. The second factor is related to the Import. Mostly private companies import crude oil products. Then it is refined over here and OGRA fixes prices on monthly basis.
7.	Non-existence of 220 KV Grid Station in Malakand division resulting in load-shedding.	Jl PTI	Taken Up	The minister said Rs540 millions have been allocated for the Malakand division grid station, adding that the amount has been transferred in Khyber Pakhtunkhwa account.
8.	Proposal of Twin Islamabad City Project including construction of Margalla Tunnel.	PPPP	Taken Up	The minister said at present no such suggestion was under consideration.
9.	Arrest of the alcohol drunk pilot by the UK police from the cockpit of PIA plane which was about to take-off from Bradford Airport.	PTI	Taken Up	The minister told that the drunken pilot has been suspended and an inquiry will be held in this regard.

Table 4.2A: Calling Attention Notices (Not Taken Up)

Sr. No.	CANs	Party	Status
1.	Deaths of 35% children under the age of five, underweight birth of 25% of all infants and suffering of 50% of all children, due to mal-nutrition.	PPPP	Not Taken Up
2.	Irregularities in re-construction of 215 villages in Naseer-sub-Division, Khairpur-Gumbo and Sukkur Barrage, Sindh.	PTI MQM PML-N	Not Taken Up
3.	Non-commencement of construction of bridge on River Sutluj between Burewala, district Vehari and Chishtian Mandi, district Bahawalnagar.	PML-N	Not Taken Up
4.	Non-regularization of contractual employees who have completed more than one year service in the Federal Government Departments against the quota of the deceased employees, children under Prime Minister's package.	MQM	Not Taken Up

More than half (seven) of the notices were directed to the Cabinet Secretariat while the Ministry of Water and Power received four and the Ministries of National Health Services, Regulations and Coordination and Petroleum and Natural Resources receiving one CAN each.

4.3 Motions under Rule 259

Under rule 259 of the Rules of Procedure and Conduct of Business of the National Assembly, “any minister or member may give notice of a motion that any policy, situation, statement of any other matter may be taken into consideration.”

Legislators submitted 11 motions under rule 259 in the fifth session. Of them, three were taken up and debated in the House. A single legislator each of PML-N, PTI and PPPP submitted the motions. Sixty-seven legislators spoke on these motions for eight hours and 30 minutes consuming 22% of the session's time.

The motions were on the loan agreement with IMF, suicide attack on the church in Peshawar, and increase in prices of agricultural inputs. However eight other motions under rule 259 were not taken up.

Table 4.3: Motion under Rule 259

Sr. No.	Motion	Party	Status
1.	This House may discuss the situation arising out of the agreement made with International Monetary Fund (IMF) to get loan worth 5.3 billion dollar	PTI	Debated by the House
2.	This House may discuss the incident of the suicide terrorist attack on a Church in Peshawar killing more than 81 precious lives, including children and women, have been lost and more than 137 persons have been injured	PML-N	Debated by the House
3.	This House may discuss the rising cost of agricultural inputs	PPPP	Debated by the House
4.	This House may discuss the performance of Benazir Income Support Program (BISP)	MQM	Not Taken Up
5.	This House may discuss the situation arising out of flood in Pakistan due to release of water of Eastern rivers by India	PPPP	Not Taken Up
6.	This House may discuss the trade policy of the Government	Jl	Not Taken Up
7.	This House may discuss the situation arising out of spread of infectious diseases in the country	PPPP	Not Taken Up
8.	This House may discuss the situation arising out of construction of numerous dams by India on the Pakistan's rivers	PML-N	Not Taken Up
9.	This House may discuss the foreign policy of the government	Jl	Not Taken Up
10.	This House may discuss the performance of Pakistan railways	MQM	Not Taken Up
11.	This House may discuss the role of Thar Coal in eliminating the power crisis in the country	PPPP	Not Taken Up

4.4 Question of Privilege

A member may, with the permission of the Speaker, raise a question of privilege involving a breach of the rights or privileges of a member, committee or the assembly.

During the first sitting a male PPPP lawmaker moved a question of privilege against the State Minister for Parliamentary Affairs for allegedly writing a letter leveling allegations against the Leader of the Opposition as reported in an English daily - The News. The State Minister, responding to the motion, denied writing any such letter and demanded an inquiry to probe the matter. However, on the mover's request, the motion was deferred to be taken up when the Leader of the Opposition was present in the House.

4.5 Matter of Public Importance

The National Assembly allows members to raise matters of immediate public importance. According to the rules, no discussion is allowed on such a motion. The mover states the matter and the relevant minister gives a reply. The Speaker deferred the sole matter of public importance, moved by PTI lawmakers, on the failure of the Federal Board of Revenue to achieve the targets set for the collection of taxes for the year 2012-13.

5.0 Order and Institutionalization

This section deals with order and institutionalization which is important for an efficient and productive legislature. It includes points of order and the time consumed in discussing them. It also narrates the instances of protests, walkouts and boycotts.

5.1 Points of Order

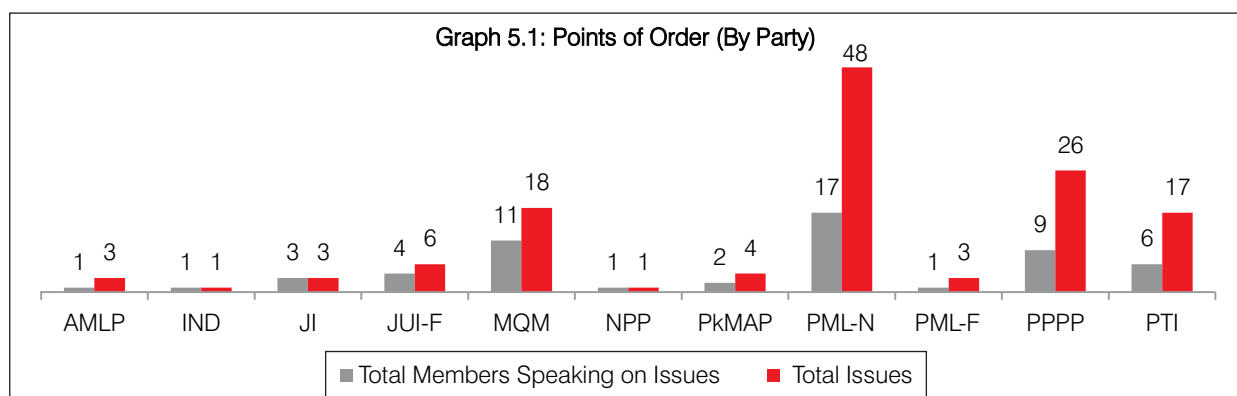
A point of order exclusively relates to the interpretation or enforcement of the rules of procedure. However, parliamentarians while speaking on points of order mostly discuss national, regional and local issues.

Lawmakers spoke on 116 points of order, on average 12 per sitting, taking up three hours and 37 minutes – 9% of the session. However during the session the National Assembly made use of the time reserved for the legislators to speak on issues which are not points of order under rule 18 of its rules of procedure. The purpose was to provide for lawmakers opportunity to highlight issues other than points of order in line with the assembly's rules. The rule 18 was part of the agenda during all sittings except the first, fifth and the last sittings.

Table 5.1: Points of Order

Sitting No.	Points of Order	Time Consumed
1st	4	7
2nd	6	21
3rd	22	0
4th	20	0
5th	3	6
6th	2	2
7th	5	8
8th	25	68
9th	14	63
10th	15	42
Total	116	217

As many as 56 MNAs spoke on points of order to highlight 130 national regional and constituency based issues. Male lawmakers actively raised points of orders than their female counterparts as nine female MNAs spoke on eleven and 47 male MNAs on 119 issues.



Nearly a third of the issues (41) were regarding parliamentary affairs including business of the House, criticism of colleagues, ministerial absence and parliamentary perks and privileges. The legislators chose to express their sympathies and call for action to help the victims of the earthquake on points of order.

Some important national issues such as shortage and rising prices of electricity, children's rights and Karachi law and order operation were less mentioned in points of order.

Table 5.1: Issues Raised on Points of Orders

Issues	Number of issues
Business of the House	41
Natural disaster (earthquake)	16
Corruption	9
Water related Issues	8
Criticism of government	6
Foreign affairs	5
Media	5
Karachi related affairs	4
Terrorism	4
Power and energy	4
Agriculture	3
Child rights	3
Law and order	3
Development scheme	2
ICT related issues.	2
Political victimization	2
Presidential address	2
Economy	1
Minority rights	2
Provincial rights	1
Blasphemy law	1
Criticism on Muslim scholars	1
FATA related affairs	1
Inflation	1
National Integrity	1
Religious affairs	1
Sindh related affairs	1
Total	130

5.2 Protests, Boycotts and Walkouts

The session witnessed two walkouts consuming an hour and 50 minutes - 4% of the session time. The MQM lawmakers walked out of the first sitting for 27 minutes to protest the law and order situation in Karachi. During the eighth sitting the entire opposition staged a one-and-an-half hour walkout over the absence of the relevant minister to brief the House on the government's relief efforts in Balochistan's earthquake-hit districts.

The opposition benches protested against the suicide bombing on a Peshawar church by attending the sixth sitting wearing black armbands.

GLOSSARY

Adjournment Motion

A motion to adjourn the business of the assembly for the purpose of discussing a definite matter of recent and urgent public importance.

Chairperson

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

Calling Attention Notice

A notice by which a special question of public importance involving law and order may be raised.

Chair

The presiding officer at a meeting of the house.

Committee

A parliamentary committee constituted under rules of procedure, comprising various members of parliament.

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.

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.

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.

Minister

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

Opposition

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

'Orders of the Day'

"Orders of the day" means the list of business to be brought before the assembly on any day.

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 chair.

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 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.

Starred Question

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

Sitting

A meeting of the assembly on a day.

Table

The table of the house.

Disclaimer:

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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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