



FAFEN PARLIAMENT MONITOR

FOURTH SESSION

August 13-30, 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 fourth session was marked by the introduction of two treasury-backed bills and the formation of 34 Standing Committees while the House left 79% of the agenda on the orders of the day unaddressed. Low attendance and participation of lawmakers was observed during the session.

The government introduced the Constitution (23rd Amendment) Bill seeking 20-year extension for provincial quota in the federal government services. This is the third extension by amending the article 27 of the constitution to provide "safeguards against discrimination in services". Additionally, apart from the Service Tribunals (Amendment) Bill 2013, the Civil Servants (Amendment) Ordinance 2013 and the Electoral Laws (Amendment) Ordinance 2013 were introduced during the session.

The House did not take up 79 of 101 agenda items on the orders of the day. As the agenda for the private members' day is set ambitiously, most of the items are left unaddressed. In the fourth session, 76% of the agenda on the three private days was left unaddressed. Overall, fourteen resolutions, four private member bills, two calling attention notices, five matters of public importance and a motion for amending rule 169 of the rules and procedures of National Assembly were left unaddressed. Setting aside the regular agenda, the House adopted three supplementary resolutions.

Members' participation was observed low as more than half (58% lawmakers) did not contribute to the assembly business – debates and submission of agenda. Of the participating members, more took part in debates than tabling agenda on the orders of the day. Eight percent (27 MNAs) submitted agenda, 22% (73 MNAs) debated it while 13% (43 MNAs) did both.

Low attendance persisted throughout the sitting: 21% (67 MNAs) were present on average at the beginning, 22% (72) at the end and a maximum 44% (142) on average at any one point. The minority members' attendance was more promising as on average seven out of total 10 MNAs attended the sitting. The lack of quorum was pointed out two times in the seventh and 12th sittings. A headcount found the quorum complete on both occasions.

The 13-sitting session from August 13 to August 30 lasted 34 hours and 47 minutes. The sittings were delayed on average by 31 minutes and lasted two hours and 41 minutes. The assembly took three breaks for a total of 105 minute - or 5% of the session time.

The Prime Minister did not attend the session while the Leader of the Opposition was present in eleven sittings. The Speaker presided over 52% of the session (18 hours and eight minutes), the Deputy Speaker 35% (12 hours), while the remaining proceedings were chaired by members of the Panel of Chairpersons.

The House adopted four out of eighteen resolutions on the agenda. Two resolutions were adopted to condemn the Line of Control (LoC) violations. Another expressed dismay over the military coup and violence in Egypt and the fourth called for ending beggary in Islamabad. The adopted resolutions were moved either singly or jointly by legislators of JI, PML-N, PTI, MQM, PkMAP, PPPP and AMLP.

Lawmakers belonging to PPPP, JUI-F, PkMAP, MQM, PTI, PML-N, AMLP and an independent member from FATA took part in debate on the presidential address to the joint session of the parliament on June 10, 2013. In the first sitting, the agenda on the orders of the day was suspended under Rule 288 of the NA's Rules of Procedure to debate the LoC violations by India.

Out of 256 starred questions on the agenda, 62 were taken up and answered. Additionally, the legislators asked 138 supplementary questions.

During the sixth sitting, the assembly approved a motion for forming 34 Standing Committees. The Standing Committee on Finance, Revenue, Economic Affairs and Statistics presented two reports in the House during the session.

Ten Calling Attention Notices were taken up. They were on increase in electricity and gas tariffs, floods, negligence of WAPDA in Buner, delay in construction of Khanewal-Lodhran Expressway, terrorist attacks in Islamabad and on trains, environmental degradation, education, labeling of mosques as terrorist organizations by the New York Police Department, and a possible American attack on Syria and the threat of a Russian attack on Saudi Arabia.

A female PML-N MNA tabled a motion under rule 259 to discuss the extravagant spending of Pakistani embassies abroad. Additionally, a matter of public importance was submitted by a PTI male legislator on the failure of the Federal Board of Revenue to achieve the targets set for the collection of taxes for 2012-13.

The lawmakers spoke on 292 points of order consuming 15 hours and 12 minutes of the proceedings. Additionally a PML-N MNA submitted a question of privilege about police's attitude, which was referred to the relevant committee.

The House did not take up an MQM sponsored motion to amend rule 169 of the Rules of Procedure and Conduct of Business in the National Assembly 2007.

Five walkouts consuming 65 minutes of the proceedings were witnessed during the session.

1.0 Session Duration and Attendance

This section documents the session's duration, delays 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 the MNAs representing minorities in the House.

1.1 Session Time

The house met for thirteen sittings between August 13 and 30 for 34 hours and 47 minutes in all. Each sitting, on average, lasted two hours and 40 minutes, with an average delay of 31 minutes. The ninth sitting was delayed the most - 49 minutes.

The Fourth sitting of the session was the longest, consuming nearly five hours (of which 50% was consumed on MNAs speeches on points of order). The eighth sitting was the shortest, lasting an hour and a half.

The house also took three breaks in all consuming an hour and 45 minutes – 5% of the session time.

Table 1.1: Session Time

Sr. No.	Day and Date	Sitting No.	Late Starts	Hours	Minutes
1	Tuesday, August 13	1 st	23	2	19
2	Thursday, August 15	2 nd	33	2	31
3	Friday, August 16	3 rd	30	1	35
4	Monday, August 19	4 th	40	4	50
5	Tuesday, August 20	5 th	22	3	23
6	Wednesday, August 21	6 th	25	2	20
7	Thursday, August 22	7 th	20	2	10
8	Friday, August 23	8 th	45	1	30
9	Monday, August 26	9 th	49	3	38
10	Tuesday, August 27	10 th	40	1	50
11	Wednesday, August 28	11 th	35	3	6
12	Thursday, August 29	12 th	30	3	30
13	Friday, August 30	13 th	10	2	5
Total			Average 31 minutes	34 hours and 47 minutes	

1.2 Members' Attendance

The National Assembly does not make its members' attendance record public. The FAFEN observer conducts a head count at the beginning, the end and the time when maximum MNAs are present in the session. The legislators' attendance was generally low. There were 67 MNAs (21%) on average at the start, 72 MNAs (22%) at the end and 142 MNAs (44%) at the time of maximum attendance in a sitting.

The quorum – 85 MNAs - was incomplete on several occasions, but was pointed out on just two occasions. Members belonging to PTI and PPPP pointed out the missing quorum in the 7th and 12th sitting, respectively. On both occasions the quorum was found complete after the Speaker ordered a members' count.

Seven of the 10 lawmakers representing minorities in the lower house attended the sittings on average.

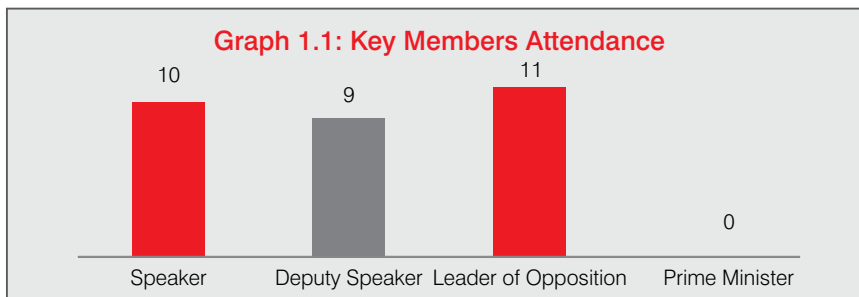
Table 1.2: Members Attendance

Sitting No.	Members at the Outset	Members at the End	Maximum Members
1 st	62	91	118
2 nd	84	75	168
3 rd	74	94	128
4 th	91	17	172
5 th	36	31	102
6 th	47	77	126
7 th	46	80	124

Sitting No.	Members at the Outset	Members at the End	Maximum Members
8th	90	92	120
9th	75	51	130
10th	74	84	148
11th	91	67	175
12th	61	75	185
13th	35	98	156
Average	67	72	142

The Prime Minister commands the confidence of the majority of the House members and thus has a leadership role to play during the proceedings. The Leader of the Opposition has a similar role to play for the opposition. The Prime Minister did not attend a single sitting while the Leader of the Opposition attended eleven sittings for a total of 12 hours and 55 minutes.

The Speaker attended 10 sittings and Chaired the proceedings for 52% (18 hours and eight minutes) of the session time, the Deputy Speaker chaired 35% (12 hours), while the remaining session was chaired by the members of the Panel of Chairpersons.



2.0 Members' Participation

The participation of members has been divided into three categories; MNAs who only submit agenda, those who take part in the on-floor debates and the members who both debate as well as table agenda.

Members' participation was low in the session with 42% lawmakers (143 MNAs of total strength 338) participating in one way or the other. Twenty-seven (8%) MNAs tabled agenda, 73 (22%) debated it while 43 (13%) did both.

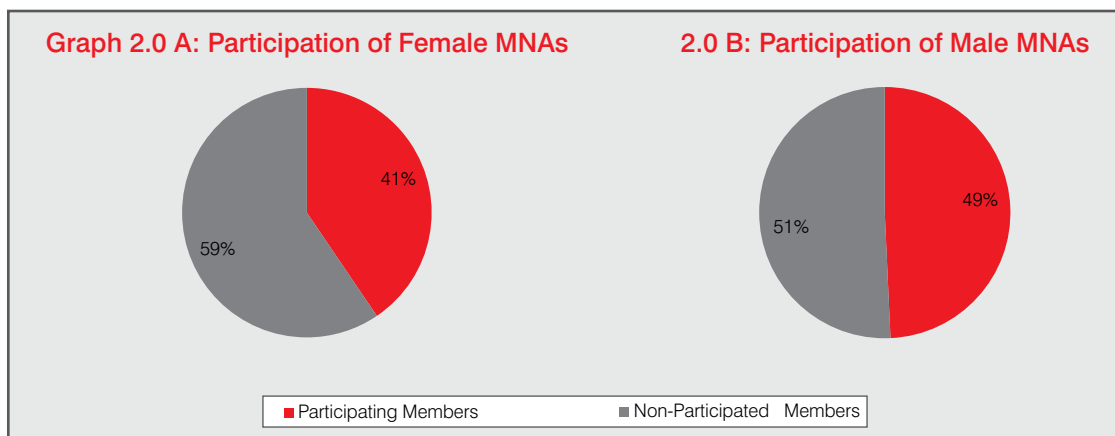
The party-wise trends of participation were nearly the same as the last session. Of the larger parties in the house MQM lawmakers (96% of 24 MNAs) were the most active, followed by PTI (69% of 32), JUI-F (54% of 13), PPPP (47% of 45) and PML-N (29% of 189). Two out of eight independent members took part in the discussions. MNAs belonging to NP, PML-Z, PML and APML did not take part in the assembly business.

Table 2.0: Members' Participation

Sr. #	Political Party	Members Who Submitted Agenda Items	Members Who Took Part in Debates	Members Who Participated in Debates as well as Submitted Agenda Items	Percentage of Members Who Submitted Agenda Items	Percentage of Members Who Participated in Debates	Percentage of Members Who Submitted Agenda Items And Participated in Debates	Members in National Assembly by Party
1	AJIP	0	1	0	0%	100%	0%	1
2	AMLP	0	0	1	0%	0%	100%	1
3	ANP	0	1	0	0%	50%	0%	2
4	APML	0	0	0	0%	0%	0%	1
5	BNP	0	1	0	0%	100%	0%	1
6	IND	0	2	0	0%	25%	0%	8
7	JI	0	0	4	0%	0%	100%	4
7	JUI-F	1	3	3	8%	23%	23%	13
8	MQM	2	5	16	8%	21%	67%	24
9	NP	0	0	0	0%	0%	0%	1

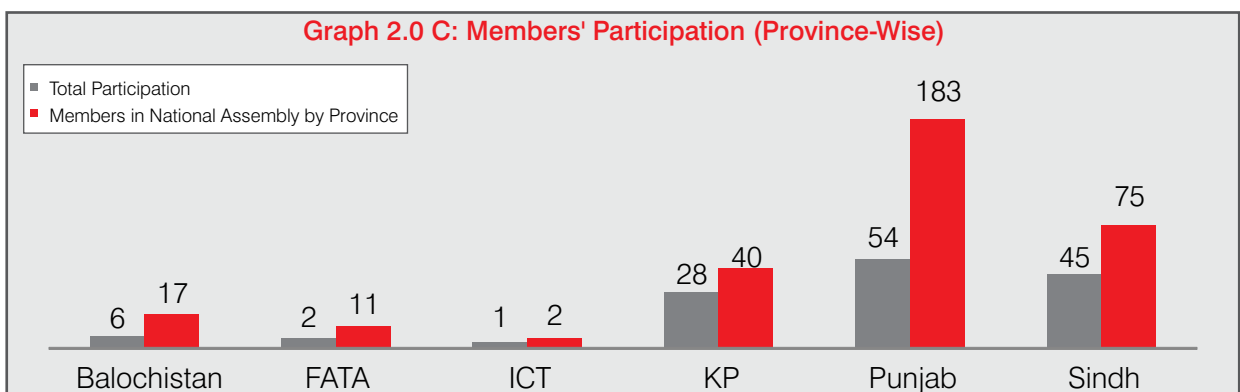
Sr. #	Political Party	Members Who Submitted Agenda Items	Members Who Took Part in Debates	Members Who Participated in Debates as well as Submitted Agenda Items	Percentage of Members Who Submitted Agenda Items	Percentage of Members Who Participated in Debates	Percentage of Members Who Submitted Agenda Items And Participated in Debates	Members in National Assembly by Party
10	NPP	0	1	0	0%	33%	0%	3
11	PkMAP	0	2	0	0%	50%	0%	4
12	PML	0	0	0	0%	0%	0%	2
13	PML-N	12	38	5	6%	20%	3%	189
14	PML-F	0	1	0	0%	20%	0%	5
15	PML-Z	0	0	0	0%	0%	0%	1
16	PPPP	4	11	6	9%	24%	13%	45
17	PTI	8	6	8	25%	19%	25%	32
18	QWPS	0	1	0	0%	100%	0%	1
Total		27	73	43	8%	22%	13%	338

A larger ratio of female MNAs (49%, or 34 of 69) participated in the assembly business than the male MNAs (41%, or 109 of 269). Female MNAs actively submitted agenda items and spoke during the house debates. Their male counterparts were more interested in the debates than submitting agenda items.

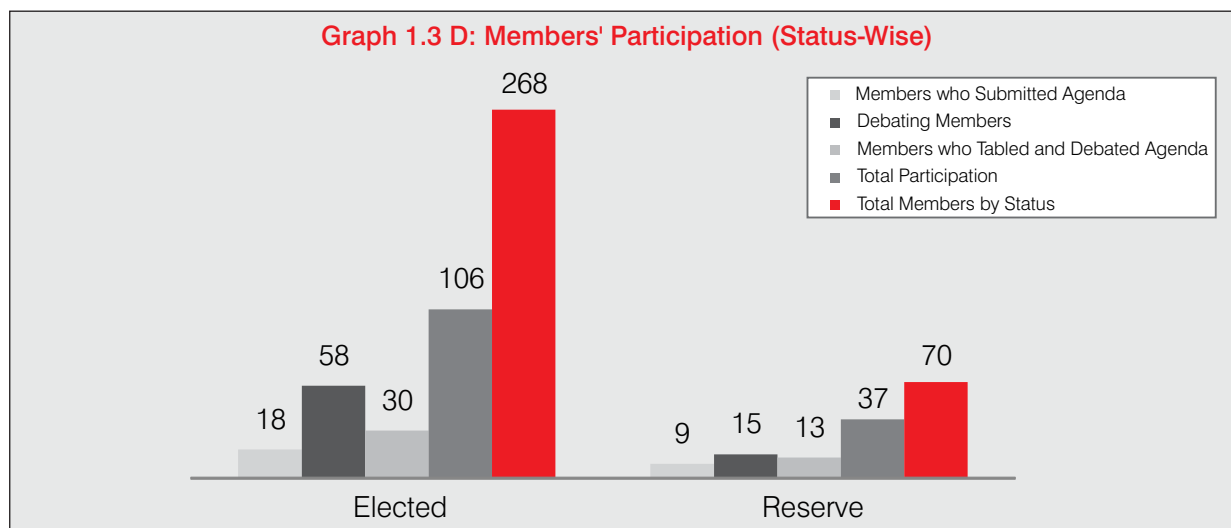


Parliamentarians from all provinces actively debated agenda. The MNAs from Sindh were also actively involved in submitting agenda items. Seventy percent of Khyber Pakhtunkhwa lawmakers (total strength 40) participated in the session, followed by 60% of the MNAs from Sindh (total strength 75), 35% from Balochistan (total strength 17), and 30% from Punjab (total strength 183). One MNA from the Islamabad Capital Territory and two from the Federally Administered Tribal Areas (FATA) took part in the debates.

There are ten minority members in the National Assembly, of whom one submitted agenda, four took part in the debates while two both tabled as well as debated agenda items.



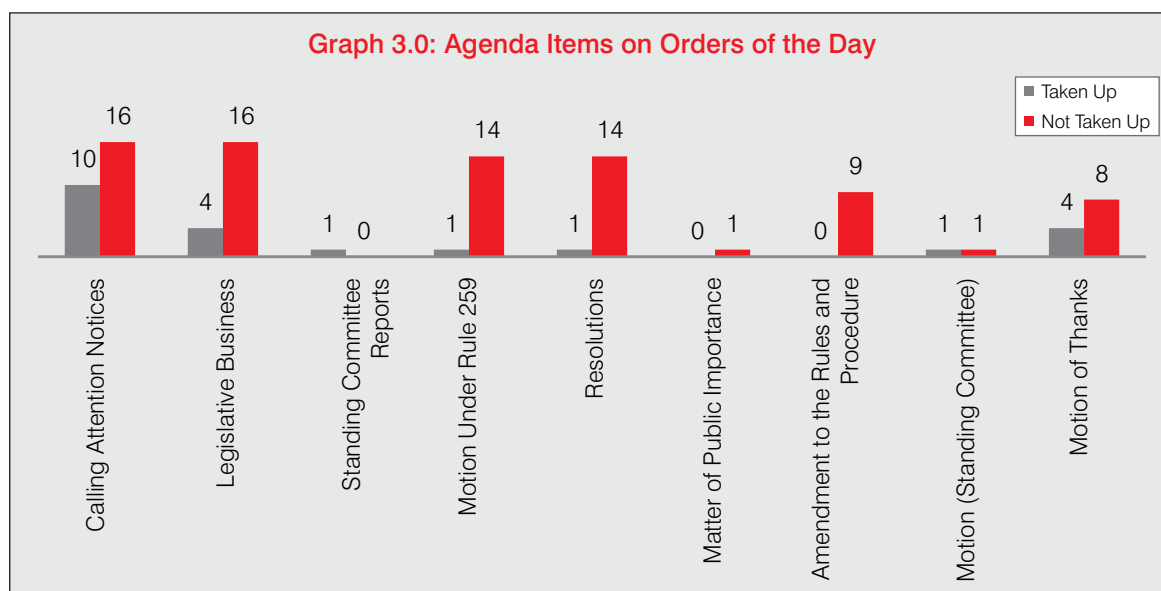
The National Assembly has 268 MNAs (79%) on general and 70 MNAs (21%) on reserved seats – women and minorities. A larger ratio of reserved members (53%) participated as compared to the generally elected members (40%).



3.0 Orders of the Day

This section provides details of the agenda on the Orders of the Day. During the session 101 agenda items appeared on the Orders of the Day – 63 on three private members' day and 38 on ten government business days. The House left 79% of the agenda unaddressed including 24% government days' and 76% private member days' business. The agenda for the three private members days – first, fifth and tenth sittings - was ambitiously set compared to a more achievable agenda for the days set for government business.

In the first sitting, a private members' day, all the agenda on the orders of the day was suspended under Rule 288 of the National Assembly's Rules of Procedure to debate the Line of Control violations by Indian military forces.



4.0 Representation, Responsiveness and Government Oversight

It is a member's representative mandate to bring the constituent, national and public level issues to the House through the mechanisms provided in the regulatory framework such as questions, calling attention notices, adjournment motions, motions under rule 259, etc.

4.1 Question Hour

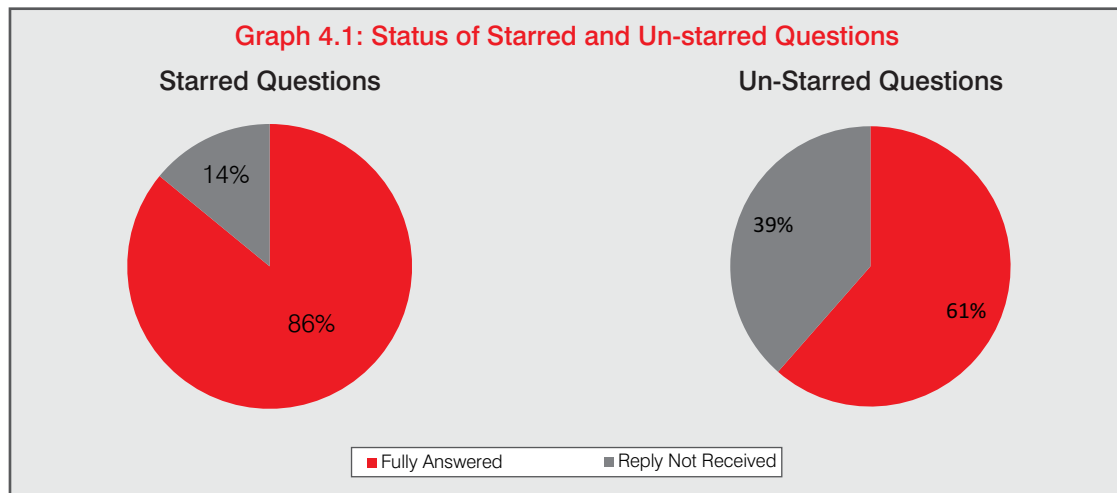
As many as 558 questions – 256 starred and 302 un-starred - were on the agenda during the session. The relevant ministries/departments provided answers to 73% (405 questions). Of the starred questions one-fourth (62 questions) were provided answers on the floor while written answers were considered satisfactory for the remaining questions. Additionally, MNAs asked 138 supplementary questions.

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

Table 4.1 A: Starred and Un-starred Questions

Sitting No.	Starred Quest on Agenda	Un-starred Questions	Starred Questions Taken Up	Starred Questions Not Taken Up	Supplementary Questions
1st	Private Members' Day				
2nd	31	28	9	22	11
3rd	17	16	9	8	19
4th	27	31	10	17	19
5th	Private Members' Day				
6th	26	30	6	24	18
7th	19	28	2	26	9
8th	20	28	7	21	8
9th	13	17	5	12	18
10th	Private Members' Day				
11th	22	32	8	24	20
12th	32	33	0	33	0
13th	49	59	6	53	16
Total	256	302	62	194	138

A total of 54 members submitted questions on the agenda. Seventeen female legislators submitted 37 questions while their 37 male counterparts submitted 397 questions. The female PPPP parliamentarians asked more questions (58) than their male counterparts (21) from the party.



Generally more questions are submitted by the legislators on the opposition benches, however, in this session a third (175) of the questions were submitted by the ruling party's lawmakers - PML-N, followed by MQM (130), JI (80), PPPP (79), JUI-F (33), AMLP (28), PTI (27) and six questions by the AJIP legislator.

Table 4.1 B: Questions (by Gender and Party)

Party	Questions Raised by Females	Female Members raising Questions	Questions Raised by Male Members	Male Members raising Questions	Total Questions Raised	Total Members raising Questions
AJIP	0	0	6	1	6	1
AMLP	0	0	28	1	28	1
JI	11	1	69	3	80	4
JUI-F	14	1	19	2	33	3
MQM	17	4	113	13	130	17
PML-N	58	4	117	9	175	13
PPPP	58	5	21	4	79	9
PTI	3	2	24	4	27	6
Total	161	17	397	37	558	54

Two-third of the questions (371) were addressed to six ministries/departments. The lawmakers addressed maximum questions to the Cabinet Secretariat (97), followed by Petroleum and Natural Resources (70), Water and Power (67), Interior and Narcotics Control (49), Finance, Revenue, Economic Affairs, Statistics and Privatization (47) and Railways (41).

The PPPP, PML-N, MQM, JI MNAs put up more questions to the Cabinet Secretariat; JUI-F and AMLP legislators to the Ministry for Petroleum and Natural Resources, AJIP to the Water and Power Ministry while PTI MNAs addressed equal questions to all of the afore-mentioned ministries.

Table 4.1 C: Questions (Ministry-Wise)

Ministry	AJIP	AMLP	JI	JUI-F	MQM	PML-N	PPPP	PTI	Total
Cabinet Secretariat		3	18	4	22	29	17	4	97
Petroleum and Natural Resources	1	4	1	6	15	26	13	4	70
Water and Power	2	2	10	4	12	24	9	4	67
Interior and Narcotics Control	1	3	6	4	12	15	8		49
Finance, Revenue, Economic Affairs, Statistics and Privatization	1	1	5	3	17	15	4	1	47
Railways		1	1	3	17	8	8	3	41
Commerce and Textile Industry		2	7		5	9	1		24
Communications			10	2	3	1	2	1	19
Foreign Affairs		2	1		4	7	3	2	19
Housing and Works			4	1	3	3	1	2	14
Industries and Production			5	1	2	4	1		13
National Health Service, Regulations and Coordination		2	2		1	2	4		11
Information, Broadcasting and National Heritage		1	1		4	3	1		10
Law, Justice and Human Rights		1	2		2	1	1	1	8
Overseas Pakistanis and Human Resource Development			1	2	1	2	1	1	8
Education, Training and Standards in Higher Education		1	1	1	1	1		2	7
Incharge of the Prime Minister's Office		2				2	1	2	7
Information Technology and Telecommunications						4	3		7
Parliamentary Affairs				1	2	4			7

Ministry	AJIP	AMLP	JI	JUI-F	MQM	PML-N	PPPP	PTI	Total
Religious Affairs and Inter-Faith Harmony		1	1	1	3	1			7
States and Frontier Regions			1			3	1		5
Defence	1				1	2			4
Inter-Provincial Coordination					1	3			4
Planning and Development			2			2			4
Science and Technology					1	3			4
Kashmir Affairs and Gilgit-Baltistan		1			1	1			3
Ports and Shipping		1	1						2
Total	6	28	80	33	130	175	79	27	558

4.2 Calling Attention Notices

According to the Rules of Procedure and Conduct of Business of the National Assembly “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.”

Out of 15 calling attention notices on the agenda, 10 received replies from the ministries. The notices addressed during the session were on increase in electricity tariff in August, floods, WAPDA's negligence in Buner, delay in the construction of Khanewal-Lodhran expressway, terrorist attack in Islamabad, maltreatment with minorities, environmental degradation, proposed increase in the rates of security for supply of gas, reduction in grants to the Karachi and NED University, the New York Police's declaration of all mosques as terrorist organizations and attacks on trains.

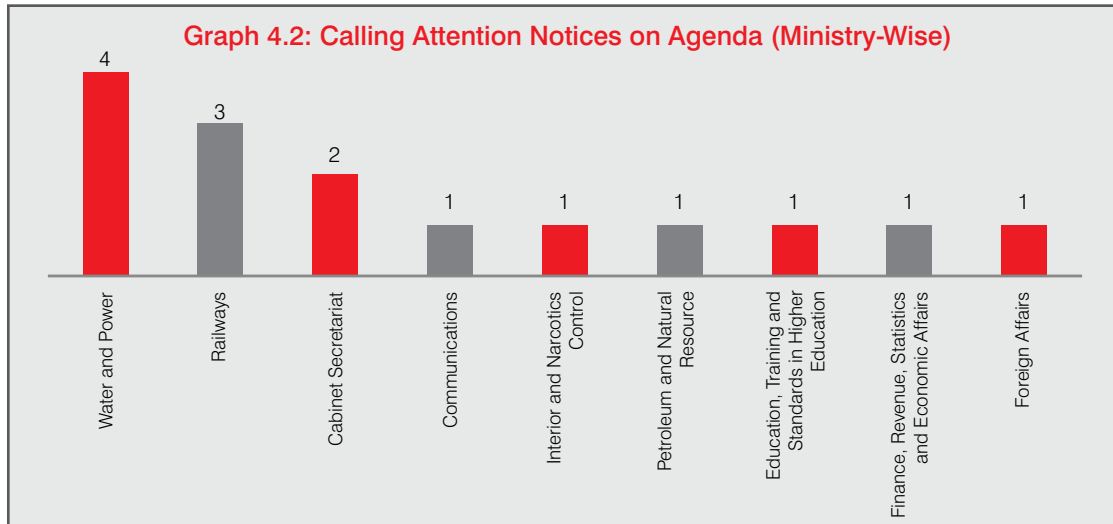
PTI legislators remained more active in submitting CANs as they either singly or jointly - with AMLP and JI MNAs- tabled nine notices, followed by PPPP and MQM (two each) and a single CAN by PML-N and JI legislators. Five notices not taken up by the House were moved by PTI and JI parliamentarians.

Table 4.2: Calling Attention Notices

Sr. No.	CANs	Party	Ministry	Status	Ministerial Response
1	Alarming situation of floods in the country particularly due to dangerous level of water in the River Indus and its tributaries and lack of co-ordination to control it	PPPP	Cabinet Secretariat	Taken Up	There is a moderate flood level at Guddu and Taunsa Barrage. Increase in water level at Guddu barrage is expected but the situation is not alarming.
2	Inoperative electric transformers in most of the villages of district Buner due to WAPDA's negligence	JI	Water and Power	Taken Up	The issue will be discussed with the Secretary of Ministry of Water and Power.
3	Delay in the construction of Khanewal-Lodhran expressway approved by ECNEC in 2008	PML-N	Communications	Taken Up	Approved by ECNEC in 2008, the 289 million dollars project was dropped after the World Bank refused to fund it. Out of 289 million dollars, the World Bank was to give 263 million dollars. The government is trying to revive this project on the basis of build-operate-transfer (BOT).
4	Terrorist attack in Bhara Kahu, Islamabad and targeting of minorities in the country	PTI	Interior and Narcotics Control	Taken Up	Eight culprits were involved in Bhara Kahu terrorist attack, and of them five have already been caught.
5	Environmental degradation of Pakistan's mountain peaks and glaciers by trekkers	PPPP	Cabinet Secretariat	Taken Up	Each mountaineer pays 200 to 8000 dollars and 80% of it is spent on the maintenance of the mountains by the Gilgit-Baltistan government
6	Likely increase in the rates of security deposit from Rs1500 to Rs4500 for supply of gas to the consumers by SNGPL and SSGCL	PTI	Petroleum and Natural Resource	Taken Up	The decision was made in 1996 that the rate of security deposit on 10 marla house will be 1500 rupees and the security of more than 10 marla houses will be 2000 rupees. A consumer's charged security is directly proportional to the bills.

Sr. No.	CANs	Party	Ministry	Status	Ministerial Response
7	Reduction in grants to Karachi and NED University	MQM	Education, Training and Standards in Higher Education	Taken Up	The recurring grant of NED University has been increased from Rs817 million to Rs845 million and the development grant of Karachi University has been increased from Rs79 million to Rs324 million. Similarly the development grant of NED University has been increased from Rs240 million to Rs350 million.
8	Recent terrorist attacks and insufficient security arrangements for the passengers on Pakistan Railways' trains	MQM	Railways	Taken Up	Private operators managing the Shalimar Express were receiving threat calls before the attack. The threatening calls have been linked to Afghanistan. The relevant security agencies are investigating the matter. However security has been increased on all trains.
9	Declaration of all mosques as terrorist organizations by New York Police, expected US attack on Syria and threat given by Russian Prime Minister to invade Saudi Arabia in the event of US attack on Syria	AMLP, PTI	Foreign Affairs	Taken Up	Both statements have been refuted by the concerned authorities. A written notification has been sent to both embassies to investigate the matter and get information regarding the issue. Suitable action will be taken after the verification of the news.
10	Increase in electricity tariff with effect from 5th Aug, 2013/	PTI	Water and Power	Taken Up	The government has asked NEPRA to come up with a formula under which the people should get electricity on minimum rates. The government subsidy on electricity has reached Rs390 billion. Moreover the government has decided that the electricity rates for the domestic and agriculture consumers would not be increased. However there will be some increase in the electricity rates for industrial consumers.
11	Dismantling of Kohat-Hangu railway track from Tal in Khyber Pakhtunkhwa and sale thereof to steel and furniture factories	PTI	Railways	Not Taken Up	
12	Dismantling of Railway track from Kohat to Hangu and Tal in Khyber Pakhtunkhwa and sale thereof to steel and furniture factories	PTI	Railways	Not Taken Up	
13	Imposition of 5% income tax on the fee in the educational institutions	PTI	Finance, Revenue, Statistics and Economic Affairs	Not Taken Up	
14	Twenty hours load shedding and low voltage in Swat	PTI	Water and Power	Not Taken Up	
15	Twenty hours load shedding and low voltage in Swat and non-up-gradation of 66000 KV grid stations throughout the country resulting in load shedding	PTI JI	Water and Power	Not Taken Up	

Four calling attention notices were addressed to the Ministry of Water and Power, three to Pakistan Railways and two to the Cabinet Secretariat and one each to the remaining ministries. Five CANs not taken up by the House were for the Ministries of Railways and Water and Power - two each - and one Finance, Revenue, Statistics and Economic Affairs. The absence of mover, relevant minister and lack of time are some the reasons some CANs remained unaddressed.



4.3 Motions under rule 259

Under rule 259 of the Rules of Procedure and Conduct of Business in 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.” Only one motion under rule 259 on the agenda to debate the extravagant spending of Pakistani embassies was taken up. The motion was submitted by a female PML-N legislator.

Similar motions on government borrowing from International Monetary Fund (IMF) and its energy policy, performance of National Telecommunication Corporation (NTC), Pakistan International Airlines (PIA) and Federal Board of Revenue (F.B.R.) etcetera were left unaddressed.

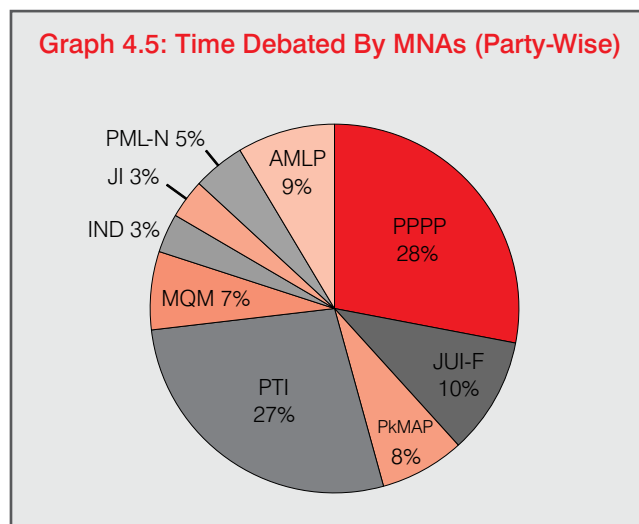
4.4 Question of Privilege

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. A male PML-N lawmaker submitted a question of privilege on a police raid at his house on June 18, 2013. The MNA complained that the police misbehaved with him and his relatives. The matter was referred to the Standing Committee on Privileges.

4.5 Debate on Presidential Address

The President, on June 10, 2013, made history as the first democratically elected head of the country to address the joint session of the parliament for the sixth consecutive time. The Minister for Parliamentary Affairs tabled a motion to “expresses gratitude to the President of Pakistan for his address to both the Houses”.

Although the Motion of Thanks came on the agenda during the second sitting, it was kept pending as the House gave precedence to other agenda. Eleven MNAs – two female and nine male – took part in the two hours and 55 minutes debate on the presidential address during the ninth, 11th and 12th sittings. Two PPPP MNAs expressed their views on the address for 49 minutes, followed by as many PTI lawmakers (48 minutes), JUI-F (18), AMLP (15), PkMAP (13), MQM (12), PML-N (eight) and a JI and independent FATA MNA spoke for six minutes each.



4.6 Amendments to the Rules

The House did not take up an MQM sponsored motion to amend the Rule 169 – procedure for considering a resolution - of the Rules and Procedure and Conduct of Business of the National Assembly.

The amendment sought to reduce the time period given to a division to brief the assembly on action taken on an adopted resolution from two to six months. It further proposed that a violation of the new rule would be “deemed to be a breach of privilege of the motion moved by the Minister concerned or by any member”. In such a case the matter would be referred to the Standing Committee on Rules of Procedure and Privileges.

4.7 Matter of Public Importance

The National Assembly allows members wishing to raise a matter of immediate public importance. According to rules, no discussion is allowed on such a motion. The mover states the matter and the relevant minister gives a reply.

A PTI sponsored matter of public importance on the failure of the Federal Board of Revenue to achieve the tax collection target for 2012-13 was not taken up.

5.0 Parliamentary Output

Parliamentary output is primarily the legislation passed and the resolutions adopted by the House. The quantity and quality of such output is indicative of the House's efficiency.

5.1 Legislation

There were six bills – two government and four private members' bills - on the agenda. The government bills on the agenda were introduced and sent to the relevant Standing Committees. The House did not take up the private member bills during the session. Two constitutional amendment bills one each by the government and the private members were tabled during the session.

Taken up by the House, the government's 23rd constitutional amendment bill called for amending the article 27 of the constitution, seeking 20-year extension for provincial quota in the federal government services. Additionally the Service Tribunals (Amendment) Bill 2013 was also introduced.

5.1 Details of Bills

Sr. #	Legislation	Type of Bill	Status
1	The Constitution (Twenty-third Amendment) Bill 2013	Government	Introduced
2	The Service Tribunals (Amendment) Bill 2013	Government	Introduced
3	The National Database and Registration Authority (Amendment) Bill 2013	Private	Not Taken Up
4	The Islamabad Capital Territory Local Government Bill 2013	Private	Not Taken Up
5	The Political Parties Order (Amendment) Bill 2013	Private	Not Taken Up
6	The Constitution (Amendment) Bill 2013	Private	Not Taken Up

5.2 Ordinances

The President may, except when the National Assembly is in session, if satisfied that circumstances exist which render it necessary to take immediate action, make and promulgate an ordinance as the circumstances may require. An ordinance stands repealed if not approved by the assembly within 120 days.

Promulgated in May 2013, two ordinances were laid before the House. The Civil Servants (Amendment) Ordinance 2013 aims for making the employees of the devolved ministries permanent civil servants in the organizations to which they were transferred. While the Electoral Laws (Amendment) Ordinance, 2013 explains the procedure to facilitate overseas Pakistanis to exercise their right to vote from abroad.

5.3 Formation of Standing Committees

Under rule 200 of the National Assembly's rules of procedure, Standing Committees are formed “within thirty days after the ascertainment of the Leader of the House.” Though the Prime Minister was elected on June 5, the motion to form the Standing Committees was approved during the sixth sitting of the session (August 21).

The assembly approved the motion calling for forming 34 Standing Committees, including the committees on

Public Accounts, Rules of Procedure and Privileges, House and Library, Government Assurances, Finance Committee. These also included the Standing Committees for various ministries and the Special Committee on Kashmir. The motion also carried the names of the members for the Standing Committees and also authorized the Speaker “to include any member and make such changes in the composition of these Committees, as and when he may deem fit.”

Earlier during the third sitting, the motion on formation of the Standing Committees was deferred as the opposition parties' protested in the House on not being given the promised membership in the committees.

5.4 Standing Committee Reports

During the sixth sitting the Finance, Revenue, Economic Affairs and Statistics committee presented two reports on the Federal Accounts for the financial year 2011-2012 and the Auditor General thereon for the Audit year 2012-2013.

5.5 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.

The House adopted four resolutions during the session. Two of the adopted resolutions were supplementary (not listed on the orders of the day). PML-N, JI, PPPP, MQM, and PTI lawmakers tabled resolutions either singly or jointly while PkMAP and AMLP MNAs sponsored a single joint resolution each.

Two supplementary resolutions were adopted on the clashes along the LoC. The first resolution, tabled by a PML-N MNA, condemned the “unprovoked aggression by Indian military forces across the Line of Control”, attacks on Pakistani facilities in India and the prevention of the friendship bus from proceeding to Pakistan. The House not only endorsed the Prime Minister’s statement urging effective steps to ensure LoC ceasefire but also resolved to continue to extend diplomatic, political and moral support for the struggle of the Kashmiri people.

The House adopted a second resolution during the seventh sitting, paying tribute to a Pakistan Army captain who was martyred due to unprovoked shelling by the Indian troops along the LoC on August 20, 2013. The resolution, jointly tabled by male and female legislators of PML-N, PkMAP and PPPP, also demanded a constructive, sustained and result-oriented process of engagement with India and assured the civil and military leadership of public support on matters concerning the country’s defense.

During the second sitting, the House passed a resolution, jointly moved by JI, PML-N, PPPP, PTI and MQM legislators, to show concern over the public killings resulting from the use of force by Egyptian security forces against protesters opposing the removal of a democratically elected government. The resolution called upon the federal government to convey to the Egyptian government to resolve the constitutional, legal and political issues through dialogue to restore democracy as soon as possible.

Through another resolution tabled by a female PML-N lawmaker, the House called upon the government to eliminate beggary in Islamabad Capital Territory.

The resolutions not taken up by the House were on power outages, communications, Abbottabad commission report, construction of new water reservoirs, Pakistan Railways, justice, price-hike, education, NGOs in Islamabad Capital Territory and audit of the Federal Board of Revenue (FBR).

Table 5.5: Details of Resolutions

Sr. No	Resolutions	Party	Gender	Status
1	This House unanimously condemns the unprovoked aggression by Indian military forces across the Line of Control in recent days	PML-N	Male	Unanimously Adopted
2	This House unanimously expresses its great dismay and concern over the use of force by Egyptian security forces against protesters opposing the removal of a democratically elected government, resulting in a large number of deaths throughout the country.	JI PML-N PPPP PTI MQM	All Male	Adopted
3	The government should take effective steps to end beggary in Islamabad Capital Territory	PML-N	Female	Adopted

Sr. No	Resolutions	Party	Gender	Status
4	This House pays rich tribute to Capt. Sarfraz of the Pakistan armed forces who was martyred due to unprovoked shelling by the Indian troops. The people of Pakistan fully stand behind their civil and military leadership to defend the territory of Pakistan	PML-N PkMAP PPPP AML	Joint Male and Female	Adopted
5	The government should take steps to do away with load shedding of electricity in the country	Jl	Single Male	Not Taken Up
6	The government should take steps to complete the Lawari Tunnel project at a fast pace	Jl	Single Male	Not Taken Up
7	The government should take steps to place the report of the Abbottabad Commission before the parliament	PTI	Single Female	Not Taken Up
8	The government should take immediate steps to construct new water reservoirs to control the shortage of water in the country	PPPP	Single Female	Not Taken Up
9	The government should take immediate steps to restore all trains discontinued earlier in the country	MQM	All Male	Not Taken Up
10	The government should take steps to control the price hike in the country	MQM	Single Male	Not Taken Up
11	Government should take immediate steps to restore all trains discontinued earlier in the country	PML-N	Single Male	Not Taken Up
12	The government should ensure implementation of the resolutions passed by the parliament	Jl	Joint Male and Female	Not Taken Up
13	The government should take steps to provide inexpensive and expeditious justice to the citizens	MQM	Single Male	Not Taken Up
14	The government should take steps for finding alternative energy sources to meet energy crisis in the country	MQM	Single Male	Not Taken Up
15	The government should take steps to control the price-hike in the country	Jl	Joint Male and Female	Not Taken Up
16	The government should take immediate steps to establish Agricultural University at Sahiwal	PTI	Single Male	Not Taken Up
17	The government should take steps to regulate and control the NGOs working in the federal capital area	MQM	Single Male	Not Taken Up
18	The government should take immediate steps to carry out a forensic audit of FBR	PML-N	Single Male	Not Taken Up

6.0 Order and Institutionalization

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

6.1 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 erroneously discuss national, regional and local issues on the floor.

Members raised 290 points of order – 22 on average per sitting- to make speeches lasting 15 hours and 12 minutes (44% of the total session time). Nearly 88% of the fifth sitting and 50% of the fourth sitting's duration was consumed by lawmakers speeches and the treasury's rejoinders on points of orders.

Table 6.1 A: Points of Order

Sitting No.	Points of Order	Time Consumed (Mins)
1st	21	36
2nd	25	67
3rd	9	29
4th	25	144
5th	39	178
6th	21	32
7th	33	72
8th	26	35
9th	20	36
10th	16	95
11th	17	57
12th	24	96
13th	14	35
Total	290	912

A little more than one-fourth of both male (70 of total 269) and female (19 of total 69) MNAs spoke on points of orders. Speaking on points of order, the female and male lawmakers highlighted 11% (39) and 89% issues (319). A total of 31 PML-N lawmakers raised POs, followed by both MQM and PPP (13 MNAs), PTI (12), JUI-F (6), JI (four), IND and PkMAP (two) and a single member each of AMLP, ANP, BNPA, NPP, PML-F and QWP-S.

While sharing their views on points of order, lawmakers highlighted various national and international issues. However a large portion of the points of order was on business of the House (104 issues), followed by foreign affairs (31), Karachi (26), criticism of government (21), natural calamities (16), law and order situation (14), Islamabad (13) and power and energy (12).

Lawmakers expressed views on the violation of ceasefire along the LoC, Egyptian military coup, Foreign Office's role in issuing blue passports, and the briefing on the government's foreign policy.

Members also talked about the law and order situation in Karachi, especially the rise in extortion and terrorism, the attacks on the Agha Khan community, attack on Express news channel, political appointments in law enforcing agencies' employees and the plight of Khichi community in Lyari. Speaking on points of order, some lawmakers expressed support to targeted military operations in Karachi.

Legislators also called upon the government to provide relief and rehabilitate to the flood-affected people, especially in Charsadda, Nowshera, Buner, and Rajanpur. The points of order on power and energy issues were on WAPDA's performance and dispute with Punjab farmers on agri-tubewells, increase in electricity and gas charges, load shedding etc.

Table 6.1B: Issues Highlighted on Points of Order

Sr. No.	Issues	No. of Issues
1	Business of the House	104
2	Foreign affairs	31
3	Karachi related affairs	26
4	Criticism of government	21
5	Natural calamities	16
6	Law and Order	14
7	Islamabad related affairs	13
8	Power and energy	12
9	Media	8
10	By-Elections, 2013	7
11	Parliamentary affairs	6
12	Social Issues	6
13	Terrorism	6
14	Balochistan related Issues	5
15	Election 2013	5
16	FATA related affairs	5
17	KP related affairs	5
18	Minority Issues	5
19	Praise of government	5
20	Communications	4
21	Criticism of colleague	4
22	Interior Ministry	4
23	Security policy	4
24	Ministerial Absence	3
25	Reform of electoral system	3
26	18th Amendment	2
27	Agriculture	2
28	Criticism on President	2
29	Health	2
30	PIA	2
31	Southern Punjab related affairs	2
32	Action against quackery	1
33	BISP	1
34	Capital punishment	1
35	Children rights	1
36	Corruption (Nepotism)	1
37	Criticism of Feudalism	1
38	Criticism of NGOs	1
39	Criticism on Opposition	1
40	Criticism on security agencies	1
41	Dams	1
42	Development schemes	1
43	Drinking water	1
44	Drone attacks	1
45	Economic Crisis	1
46	Judiciary	1
47	National heroes	1
48	Political victimization	1
49	Praise of NGO's	1

Sr. No.	Issues	No. of Issues
50	Rehabilitation (For the areas affected from Terrorism and floods)	1
51	Request for <i>Fateha</i>	1
52	Sindh related affairs	1
53	Sports	1
54	Telecommunications	1
55	Transparency (Employment)	1
Total		358

6.2 Protests, Boycotts and Walkouts

Five walkouts were witnessed during the session consuming 65 minutes – 3% of the session time. JUI-F lawmakers walked out of the sixth sitting for 12 minutes over postponement of by-polls in NA-25 Tank. MQM legislators staged a protest against arrests of party workers in Karachi by wearing black armbands and walked out of the proceedings for 20 minutes.

Two walkouts were staged by the entire opposition; first, a five-minute walk out against the arrest of PTI leaders and workers on August 24 from a sit-in against alleged rigging in the Lahore by-elections and second, an 18-minute walkout over the attitude of the government over LoC violations, non-payment of salaries to employees of Pakistan Steel Mills and the government's delay in briefing the parliamentarians on foreign policy and the development on talks with Taliban in Doha.

The PTI, AMLP, JI and MQM lawmakers observed a 10-minute walkout against the law and order situation in the country and the Balochistan government's registration of a First Information Report (FIR) against ARY channel..

Table 6.2: Details of Walkouts

Sr. No.	Party	Reason	Time (Mins)
1	JUI-F	Against the postponement of the by-elections in NA-25 Tank	12
2	All Opposition	To protest the arrest of PTI leaders and workers on August 24 from a sit-in in Lahore against alleged rigging in the by-elections	5
3	PTI AMLP JI MQM	Against the law and order situation in the country and the registration of a First Information Report (FIR) against ARY News channel for airing footage about the Ziarat Residency incident	10
4	All Opposition	Over non-serious attitude of government regarding situation on the Line of Control, non-payment of salaries to the employees of Pakistan Steel Mills, lack of interest by the government over immediate briefing to the legislators by Advisor to Prime Minister on Foreign and National Security regarding possible attack of America on Syria and development on talks with Taliban in Doha	18
5	MQM	Against arrests of its workers in Karachi by wearing black armbands	20

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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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