



# FAFEN PARLIAMENT MONITOR

EIGHTH SESSION

(January 27 – February 7, 2014)

National Assembly of Pakistan



Free and Fair Election Network  
[www.fafen.org](http://www.fafen.org)



## ABBREVIATIONS

AJIP	Awami Jamhoori Ittehad Pakistan
ANP	Awami National Party
APML	All Pakistan Muslim League
AMLP	Awami Muslim League Pakistan
BNP	Balochistan National Party
CDA	Capital Development Authority
FATA	The Federally Administered Tribal Areas
FATF	Financial Action Task Force
FBR	Federal Board of Revenue
ICT	Islamabad Capital Territory
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 Peoples Party Parliamentarians
PTI	Pakistan Tehreek-e-Insaf
QWP-S	Qaumi Watan Party (Sherpao)
SBP	State Bank of Pakistan



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

## 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:**

This publication has been produced with the assistance of the European Union. The contents of this publication are the sole responsibility of FAFEN and can in no way be taken to reflect the views of the European Union. This Session Report is based on direct observation of the National Assembly proceedings conducted by Centre for Peace and Development Initiatives (CPDI); a member organization of FAFEN. Errors and omissions excepted. Please contact House 145, St 37, F-10/1, Islamabad - 051-8466232

## Executive Summary

The National Assembly's eighth session was marked by the contentious passage of two government-backed anti-terrorism bills and the extension of terms of anti-terrorism ordinances amidst protests by the opposition benches. The long-awaited arrival of the Prime Minister and low interest of lawmakers in terms of attendance and participation was also witnessed, says Free and Fair Election Network in its report based on direct observation.

The House passed two treasury-backed bills while six private member bills were introduced and sent to the relevant committees. Bills passed by the House - the Anti-Terrorism (Amendment) Bill, 2014 and the Anti-Terrorism (Amendment) Bill, 2013 - were based on two of three anti-terrorism ordinances issued by the government in October last year which were laid before the National Assembly on November 7, 2013 to be passed as bills before the expiry of their constitutional term of 120 days. The passage took place despite the opposition's criticism of inherent violation of human rights in the bills. The earlier bill was debated by 36 MNAs before its passage whereby the opposition benches demanded that the legislation be sent back to the standing committee till reservations of all parties were satisfied.

However, the PML-N backed bills were passed despite opposition parties, including the JI, MQM and PPPP, tabling five resolutions expressing disapproval of the legislation, none of which were taken up. The entire opposition aired their grievance over the passage of the bills by staging a token walkout as well.

Both legislations address shortfalls in the Anti-Terrorism Act, 1997. The Anti-terrorism (Amendment) Bill, 2014 strengthens the provisions in the parent Act related to terrorism financing and also puts a fine up to ten million rupees on any person (legal or otherwise) who violates the provisions of the proposed law.

In light of the lack of consensus between government and opposition parties regarding counter-terrorism legislation, the House adopted three resolutions seeking the extension of the term of the Anti-Terrorism (Amendment) Ordinance, 2013 (VII of 2013), the Anti-Terrorism (Amendment) Ordinance, 2013 (VIII of 2013) and the much criticized Protection of Pakistan Ordinance, 2013 (IX of 2013) for a further period of one hundred and twenty days.

To show solidarity with the people of the occupied Kashmir on Kashmir Day observed yearly on February 5, the House adopted a JUI-F sponsored resolution reiterating Pakistan's stance on Kashmir dispute based on principles acknowledged by the International community as well as United Nations in its resolutions. The resolution strongly condemned human rights violations in occupied Kashmir and demanded the Indian government to respect Kashmiris' right to self-determination. On another resolution tabled by a PPPP female the House stressed upon the government to take immediate steps in resolving the issue of construction of dams by India on the waters of Pakistan. The resolution was debated by the House whereof lawmakers asked for a re-examination of the 1960 Indus Waters Treaty between India and Pakistan and demanded the construction of uncontentious and small dams.

Additionally eight standing committee reports were laid before the House - seven on scrutiny of legislations, including anti-terrorism bills, and an annual report of the State Bank of Pakistan on the State of Pakistan's Economy for the year 2012-2013.

In response to the gas and electricity load shedding in the country, a female MNA of PPPP moved a motion for debate on the matter. Five MNAs took part in the initial discussion before the motion was re-laid on the request of PML-N lawmakers as a Motion under Rule 259 to be discussed later; however it remained unaddressed till the end of the session.

All but one calling attention notice (CAN) on the agenda, submitted to primarily bring governance related matters in the notice of the government, were taken up. Some issues highlighted through CANs include unguarded railway crossings, delayed process of applications for National Identity Card Overseas Pakistanis (NICOP) in Pakistan's consulates in United Kingdom, delay in polio vaccination programs in Federally Administered Tribal Areas (FATA), illegal occupation of valuable land of Karachi Port Trust and increase in the prices of drugs by the pharmaceutical companies.

Lawmakers performed government oversight during Question Hour by submitting 580 questions – 244 starred and 336 un-starred – on the agenda, most of which were addressed to the Ministries of Cabinet Secretariat (93 questions), Interior and Narcotics Control (87 questions), Finance, Revenue, Economic Affairs, Statistics and Privatization (73 questions) and Water and Power (43 questions).

While raising points of order lawmakers erroneously spoke on other issues such as good governance and economic development instead of the main purpose of the intervention – to highlight violations of rules in the transaction of the assembly business. Public issues can be raised on matters raised under Rule 18<sup>1</sup> of the assembly rules of procedures.

A PPPP lawmaker moved a question of privilege over alleged misbehavior of Airport Security Force's official with him at Mohenjo-Daro Airport. The Chair referred the matter to the privilege committee.

The House met in nine sittings starting from January 27 till February 7, 2014 consuming 29 hours and 26 minutes. All sittings were delayed, remaining 28 minutes behind schedule on average. Eight percent of the session time (two hours and 17 minutes) was consumed by breaks taken in five sittings of the session.

As the National Assembly does not share its members' attendance record the FAFEN observer gauges MNAs' presence by conducting a head count at the start, the adjournment and the time of maximum attendance during a sitting. On average low attendance of members was observed as, 24% members were present at the start and 25% at the end while a maximum 54% were observed during a sitting. Although the quorum was visibly lacking on some occasions, in nearly all sittings, it was only pointed out thrice.

The Prime Minister, who is also the Leader of the House, appeared in the National Assembly's 3rd sitting months after his last visit, following a prolonged criticism by the opposition benches who also staged a walkout during the 1st sitting of the session against the Prime Minister's absence. The few sittings attended by the Prime Minister include his oath taking ceremony, the presidential election, election of

## Recommendations

FAFEN hopes this report will be a valuable contribution to creating both a more informed citizenry and an increasingly responsible Parliament. On the basis of its ongoing observation FAFEN recommends:

1. National Assembly sittings should be open to citizen observers who apply for accreditation through a standardized process. FAFEN takes this opportunity to reiterate its request for permanent accreditation to observe all assembly's proceedings.
2. The Secretariat should publicly share the records of actual time spent by members in the assembly chamber. FAFEN has made repeated attempts to get the attendance document of the members but no to no avail. Based on FAFEN's observation low members' attendance was observed during the session with 80 MNAs (24%), on average, present at the start, 85 MNAs (25 %) at the adjournment and 182 maximum members (54%) at a time during a sitting.
3. No vote should be allowed, especially on legislation, without a quorum. The issue of lack of quorum has persisted for a long time. As observed during this session, members' attendance varies during a sitting, low at the beginning and the adjournment, leading to a lack of quorum. The Chair should ensure that quorum is maintained throughout the proceedings.
4. All Ministers (or a designated representative of each ministry and the cabinet) must be required to be present during question hour at each relevant sitting. All questions must be responded to within a stipulated time frame. Transcripts of all questions – including the ones that the secretariat finds inadmissible – and responses should be made available to members and to the public.
5. The exercise of using points of orders – a tool primarily used to highlight a breach in assembly rules – to bring national, regional and local issues in the plenary should be curbed. Such issues should be spoken on a motion to raise a “not point of order” as provided by the Rule 18 of the National Assembly's Rules of Procedures. On a positive note the said motion was on the agenda of five out of nine sittings of the 8th session.
6. Since several parliamentarians have been elected for the first time in the 14th National Assembly and they should be given proper orientation and training regarding their fundamental responsibilities, especially to their constituents as well as basic parliamentary procedures.
7. Although it is appreciated that women and minorities have a quota in the house, nevertheless, to make their appointment more representative and transparent they should be elected by the public. Currently a political party has the discretion to nominate members on proportionately allocated reserved seats.

<sup>1</sup> Motion Under Rule 18 of the National Assembly Rules of Procedures and Conduct of Business: [http://www.na.gov.pk/uploads/publications/rules\\_procedure.pdf](http://www.na.gov.pk/uploads/publications/rules_procedure.pdf)



Speaker and Deputy Speaker and the address of former president Asif Ali Zardari. The Leader of the Opposition attended all but two sittings.

The Speaker chaired 69% of the session during seven sittings (20 hours and 15 minutes) while the Deputy Speaker presided over 21% of the session (six hours and 15 minutes). The Panel of Chairpersons presided over 2% of the session.

The parliamentary leaders of PML-F, JI and PkMAP were more regular while the party heads of the remaining parties variably attended less than half of the session. Of the single member parties seven sittings each were attended by the sole members of QWP-S and PML-Z, followed by AMLP MNA (three sittings), and two sittings by APML member. The parliamentary leader of NPP and the sole members of NP, BNP and AJIP remained away from the session.

Less than half of the House strength (159 MNAs, 47%) participated in the session by submitting and/or debating agenda. More members (19%, 65 MNAs) were interested in only submitting agenda on the Orders of the Day, 13% (43 MNAs) participated in the House discussions while 15% (51 MNAs) both tabled as well as debated agenda. A larger proportion of female lawmakers (60%, 41 MNAs) participated with respect to their total membership in the House (68 MNAs) while 43% of their male counterparts (118 of total 272) did the same.

## 1.0 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 and the quantity and quality of such output is indicative of the House's efficiency.

### 1.1 Legislation

The session witnessed the passage of two treasury-backed bills months after the mandatory Finance Bill was approved by the Lower House, while six private member bills were introduced and sent to the relevant standing committees. Two bills; the Civil Servants (Amendment) Bill, 2014 (Insertion of new section 5A) and the Protection of Pakistan Bill, 2013 – were deferred to be considered in another meeting of the House.

Additionally, the government presented two ordinances before the House. The Criminal Law (Amendment) Ordinance, 2013, presented in the 1st sitting, listed offences related to electricity theft, e.g. tampering with electrical meters or damaging or destroying electric transmission lines, with fines of at least a million rupees in each case, as well as prison terms of more than a year for each of the cognizable offences. In addition, offenders are liable under the bill to compensate the government or distribution companies for any financial losses caused by them.

The other presidential order – the Protection of Pakistan (Amendment) Ordinance, 2014 - removes shortfalls in the previously promulgated ordinance in order to curb terrorism and the protection of law abiding citizens. The amended ordinance allows the government to order a detention for a period not more than 90 days of a person involved in anti-state activities with or without disclosing the grounds for the detention; while also authorizing the government, joint investigation teams and civil and armed forces to withhold the detainees location.

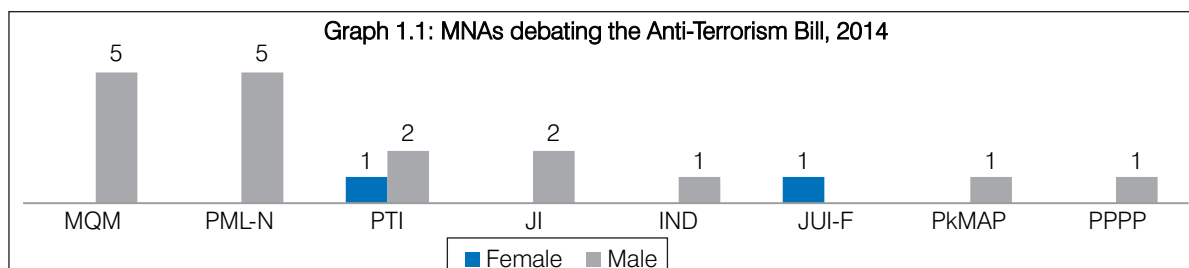
The Anti-Terrorism (Amendment) Bill, 2013 and the Anti-Terrorism (Amendment) Bill, 2014 were passed during the 8th sitting. The said bills were issued as two ordinances during October last year and appeared before the National Assembly on November 7, 2013 for their passage before the expiry of their constitutional term of 120 days. The Anti-Terrorism (Amendment) Bill, 2013 was recommended for passage by the relevant committee in a notice issued on December 31, 2013.

The House debated the latter bill during the 6th sitting before its passage two sittings later. Nineteen lawmakers – two women belonging to PTI and JUI-F, and 17 men – expressed their views on the legislation. Male lawmakers of MQM and PML-N (five members each) dominated the debate, followed by two MNAs of both PTI and JI, and a single member each of PkMAP, PPPP and an Independent lawmaker.

The opposition was critical of the Anti-Terrorism (Amendment) Bill, 2014. The opposition also shared their concerns about the scrutiny of the bill by the relevant standing committee. They asked for reconsideration of the bill and the formation of a special committee for the purpose thereof. An MQM lawmaker criticized the cold shoulder being given to resolutions rejecting the said bills as none of the same were taken up during the session. The Federal Minister for Science and Technology, who was among the PML-N members speaking in favor of the bill, said that the bill had been drafted after consultations and included amendments suggested by the opposition, and that it was only an amended version of a bill already passed by the previous government.

The above mentioned bill seeks to amend the Anti –Terrorism Act, 1997 to address shortcomings in it related to freezing, seizing and forfeiture of property involved in terrorism financing offence to ensure that funding of the terrorism financing is detected and seized after due process of law. As per a new section substituted in the bill (Section 110) a penalty of a fine not exceeding ten million rupees will be implemented on a person (legal or otherwise) who violates the provisions of the said bill. The said shortfalls were highlighted by Financial Action Task Force (FATF) an international body comprising many countries and international organizations that set and monitor international standards on anti-money laundering and counter financing of terrorism.

The Anti-Terrorism (Amendment) Bill, 2014 draws from the earlier ordinance as mentioned above, and relates to the preventive detention of persons suspected of offence related to the security and defence of Pakistan, such as target killings, kidnappings for ransom, extortion etc.



Two bills seeking amendments in Articles 51 and 106<sup>2</sup> were introduced to provide for increased representation of minorities in all national legislatures, increasing the minority seats in National Assembly to 15 (previously ten), as well as in the provincial assemblies - four in Balochistan and Khyber Pakhtunkhwa (previously three each), 10 in Punjab (previously eight) and 14 in Sindh (previously nine). Also introduced during the session was the Criminal Law (Amendment) Bill, 2014 which mandates investigation police to use modern techniques for investigation while giving due care to physical and mental health of a person. It also puts penalties on police/public officers in case of registration of a false or dishonest First Investigation Report (FIR) and investigation into cases with imprisonment and a fine - not less than rupee ten million.

Another new Bill, the Education of the Holy *Quran* Bill<sup>3</sup>, introduced during the second sitting, seeks to promote the teaching and propagation of the *Quran* and *Sunnah* as well as an Islamic way of living. The Civil Servants (Amendment) Bill, 2014 amends the Civil Servants Act, 1973 to provide for streamlining and settlement of pension cases at the earliest by holding relevant authorities responsible for not finalizing civil servants' pension cases within a month liable to a disciplinary action and a major penalty.

**Table 1.1: Legislation**

Sr. No.	Legislation	Status		
		Passed	Introduced	Deferred
1	The Anti-terrorism (Amendment) Bill, 2013 (Ordinance NO. VIII of 2013)	✓		
2	The Anti-terrorism (Amendment) Bill, 2014	✓		
3	The Constitution (Amendment) Bill, 2014 (Amendment in Articles 51 and 106)		✓	
4	The Criminal Law (Amendment) Bill, 2014].(Insertion of new sections 166-A, 166-B, 176-A,177-B, 176-C, 176-D, 176-E, 176-F, 176-G, 176-H and Amendment in Schedule II)		✓	
5	The Education of the Holy Quran according to recitation by sighting and with translation, learning by heart and with correct pronunciation Bill, 2014		✓	
6	The Constitution (Amendment) Bill, 201(Amendment in Articles 51 and 106)		✓	
7	The Code of Criminal Procedure (Amendment) Bill, 2014.(Amendment in section 22-A)		✓	
8	The Civil Servants (Amendment) Bill, 2014 (Amendment in section 19)		✓	
9	The Civil Servants (Amendment) Bill, 2014 (Insertion of new section 5A)			✓
10	The Protection of Pakistan Bill, 2013			✓

<sup>1</sup> The Constitution (Amendment) Bill, 2014(Amendment in Articles 51 and 106) and the Constitution (Amendment) Bill, 2014 (Amendment in Articles 51 and 106)  
The Education of the Holy Quran according to recitation by sighting and with translation, learning by heart and with correct pronunciation Bill, 2014



## 1.2 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 five out of 21 resolutions appearing on the Orders of the Day. Two of the adopted resolutions were on developing better foreign relations and three on the anti-terrorism ordinances. A female PPPP lawmaker moved a resolution calling upon the government to resolve the issue of India's construction of dams in violation of Pakistan's water rights. The resolution was discussed by 25 lawmakers (eight female and 17 male MNAs) in the second and seventh sittings before its passage.

While discussing the above resolution lawmakers criticized India for constructing dams on Pakistani waters which have had serious implications on its industrial and agriculture sectors. They deemed such undertaking on India's part as violation of the Indus Waters Treaty signed between India and Pakistan in 1960.

A female PPPP MNA demanded the government to form a parliamentary or other commission to re-examine the 1960 Indus Waters Treaty between India and Pakistan, its violations and then find a way forward more suitable to both countries. A PML-N lawmaker emphasized the need to conserve water, construct small dams after forming national consensus, develop a proper mechanism to utilize water for agriculture and provide desalinated ocean water for drinking to people living in Karachi. A PkMAP lawmaker shared similar views while taking part in the discussion.

A PPPP MNA raised his concerns over the adverse effects of Indian dams on Pakistan accusing the government for not taking the issue seriously. Two JUI-F females participating in the debate asked for water conservation, building of small dams and hydropower projects in KP and cleaning of rivers and canals. A JI MNA asked for the completion of Munda dam on Swat river and other such projects in Khyber Pakhtunkhwa. He also complained about the delay in providing compensation to affectees of Diamer-Bhasha dam while recommending maximum utilization of river Kabul's water before it makes its way into Afghanistan.

An Independent lawmaker asked for the construction of Kalabagh dam arguing it would not reduce water for Sindh province and those who were opposing construction of dams were not favoring the country.

The QWP-S leader and ANP party leader spoke against the construction of the Kalabagh dam warning that the water problem facing the country could adversely affect national unity. The former vowed to block the construction of Kalabagh dam and said that three smaller provinces also disapprove the construction of the mentioned dam. He suggested remedial measures to tackle water issue such as enhancing the life of Tarbela dam, canal lining and crop control, construction of Bhasha, Munda and Kurrum-Tungi dams and non-controversial projects like Diamer-Bhasha dam.

While the Federal Minister for States and Frontier Regions (SAFRON) dismissed the concern that dams in Indian held Kashmir over rivers coming to Pakistan's share under the 1960 treaty would turn Pakistani lands barren, he stated that water was a matter of 'life and death' for agricultural development and electricity generation, and water interests would be safeguarded. He mentioned that Pakistan has exclusive rights on rivers Indus, Jhelum and Chenab which originate from Kashmir and India's construction of dams on these rivers will affect the flow of water to Pakistan. The construction of Kishan-Ganga dam by India will affect the electricity production of Neelum-Jhelum hydel project by 10% and the government will continue its efforts to protect the water interest of the country. He, however, said that this issue should not be linked with the internal matter of construction of dams and that no water related project will be undertaken without developing national consensus.

The House unanimously adopted another resolution, sponsored by the Chairman of the assembly's Special Committee on Kashmir, in connection to Kashmir Solidarity Day on February 5. Through the resolution the House acknowledged the right of the Kashmiris to self-determination also acknowledged by the international community and United Nations' resolutions. The resolution strongly condemned human rights' violations in occupied Kashmir and demanded the Indian government to respect the human rights of Kashmiris.

It noted that the resolution of Kashmir dispute is also imperative for promotion of bilateral relations between Pakistan and India and it could bring peace in the region. It also called upon India to withdraw its troops from the disputed territory besides conducting investigation into unmarked graves. India was asked to release all the political detainees in occupied Kashmir and abolish black laws against the same. The resolution also called upon India to initiate result-oriented, meaningful and time bound dialogue process with Pakistan.

Additionally, the Federal Minister for Interior tabled three resolutions on extending the term of three Anti-Terrorism ordinances - the Anti-terrorism (Amendment) Ordinance, 2013 (VII of 2013); the Anti-Terrorism (Amendment) Ordinance, 2013; the Anti-Terrorism (Amendment) Ordinance, 2013 (VIII of 2013). All three of these resolutions were adopted. The original ordinances were promulgated by the president in October last year and presented for consideration before the National Assembly during its 6th session on 7th November 2013. As per the constitution the treasury was required to get the said ordinances passed in the form of bills from parliament within 120 days. However since all of the above ordinances, particularly the Protection of Pakistan Ordinance, were strongly criticized by the opposition parties they did not receive complete approval from both Houses of the Parliament.

The parties strongly opposing the ordinances (with or without amendments) include MQM, JI, JUI-F, PPPP and PTI. The former four parties tabled resolutions to express their disapproval of the ordinances, their amendments and the Criminal Law (Amendment) Ordinance, 2013; however none of the said resolutions were taken up during the session.

Sixteen resolutions, most of which were related to governance related issues were left unaddressed by the House. These called upon the government to take immediate steps to abolish contract system in Capital Development Authority (CDA), promote sports activities in the country, conduct a fresh population census, introduce e-filing system in Federal Board of Revenue (FBR), stop broadcast of inappropriate Indian or Pakistani programs on private and government T.V. channels, abolishing additional surcharges on the supply of gas and supplying gas to areas in Balochistan, developing new residential projects in the federal capital and abolish duties and taxes on medicines.

**Table 1.2: Resolutions**

Sr. No.	Resolutions	Party	Status
1	This House is of the opinion that the government should take immediate steps to resolve the issue of construction of dams by India on the waters of Pakistan	PPPP	Adopted
2	Pakistan's stance on Kashmir dispute is based on principles which have been acknowledged by the international community as well as United Nations in its resolutions. The Kashmiri brothers and sisters have sacrificed their lives for the right of self-determination. The final settlement of Jammu and Kashmir should be in accordance with the aspirations of Kashmiri people through an independent and fair vote	JUI-F	Adopted
3	That the National Assembly resolves to extend the Anti-Terrorism (Amendment) Ordinance, 2013 (VII of 2013) for a further period of one hundred and twenty days w.e.f. 7th February, 2014 under proviso to sub-paragraph (ii) of paragraph (a) of clause (2) of Article 89 of the Constitution of the Islamic Republic of Pakistan	PML-N	Adopted
4	That the National Assembly resolves to extend the Anti-Terrorism (Amendment) Ordinance, 2013 (VIII of 2013) for a further period of one hundred and twenty days w.e.f. 9th February, 2014 under proviso to sub-paragraph (ii) of paragraph (a) of clause (2) of Article 89 of the Constitution of the Islamic Republic of Pakistan	PML-N	Adopted
5	That the National Assembly resolves to extend the Protection of Pakistan Ordinance, 2013 (IX of 2013) for a further period of one hundred and twenty days w.e.f. 6th February, 2014 under proviso to sub-paragraph (ii) of paragraph (a) of clause (2) of Article 89 of the Constitution of the Islamic Republic of Pakistan	PML-N	Adopted
6	This House is of the opinion that the government should take immediate steps to abolish contract system in CDA	PML-N	Not Taken Up
7	This House is of the opinion that the government should take steps to promote the sports activities in the country	PPPP	Not Taken Up
8	This House is of the opinion that the government should take immediate steps to conduct 6th Population and Housing Census in the Country	MQM	Not Taken Up
9	This House is of the opinion that the government should take steps to launch e-filing to promote corruption free culture in FBR	PTI	Not Taken Up
10	This House is of the opinion that the government should take steps to immediately ban showing of immoral Indian films and dramas by Pakistani private channels and cinemas	JI	Not Taken Up
11	This House disapproves the Protection of Pakistan Ordinance, 2013 (No. IX of 2013)	MQM	Not Taken Up
12	This House is of the opinion that the government should take steps to impose immediate ban on the telecast of immoral programs on private and government T.V. channels in the country	JI	Not Taken Up
13	This House is of the opinion that the government should take steps to immediately abolish the additional security surcharge from the bills of domestic consumers of Sui gas	MQM	Not Taken Up
14	This House is of the opinion that the government should take steps to develop new residential projects in the federal capital	PML-N	Not Taken Up
15	This House is of the opinion that the government should take steps to abolish all duties and taxes on medicines	PTI	Not Taken Up

Sr. No.	Resolutions	Party	Status
16	This House is of the opinion that the government should take immediate steps to provide Sui gas in district Loralai	JUI-F	Not Taken Up
17	This House disapproves the following Ordinances: (i) The Anti-Terrorism (Amendment) Ordinance, 2013 (No. VII of 2013) (ii) The Anti-Terrorism (Amendment) Ordinance, 2013 (No. VIII of 2013) (iii) The Protection of Pakistan Ordinance, 2013(No. IX of 2013) (iv) The Criminal Law (Amendment) Ordinance, 2013(No. X of 2013)	JI	Not Taken Up
18	This House disapproves the following Ordinances: (i) The Anti-Terrorism (Amendment) Ordinance, 2013 (No. VII of 2013) (ii) The Anti-Terrorism (Amendment) Ordinance, 2013 (No. VIII of 2013)	MQM	Not Taken Up
19	This House disapproves the Protection of Pakistan Ordinance, 2013 (No. IX of 2013)	PPPP	Not Taken Up
20	This House disapproves the Protection of Pakistan (Amendment) Ordinance, 2014 (No. I of 2014)	JI	Not Taken Up
21	This House disapproves the following Ordinances: (i) The Anti-Terrorism (Amendment) Ordinance, 2013 (No. VII of 2013) (ii) The Anti-Terrorism (Amendment) Ordinance, 2013 (No. VIII of 2013) (iii) The Protection of Pakistan Ordinance, 2013 (No. IX of 2013) (iv) The Criminal Law (Amendment) Ordinance, 2013 (No. X of 2013) (v) The Protection of Pakistan (Amendment) Ordinance, 2014 (No. I of 2014)	JUI-F	Not Taken Up

### 1.3 Reports presented

Eight standing committee reports were presented before the House, seven on scrutiny of various bills, and one yearly State Bank report on the State of Pakistan's Economy for the year 2012-2013. Four reports were presented by the Standing Committees of Law, Justice and Human Rights, three on Interior and Narcotics Control; while one report by Finance, Revenue, Economic Affairs, Statistics and Privatization Committee.

Table 1.3: Reports presented

Sr. No.	Sitting	Report	Committee	Status
1	5th	The Anti-Terrorism (Amendment) Bill, 2013] (Ordinance No. VII of 2013)	Interior and Narcotics Control	Presented
2		The Anti-Terrorism (Amendment) Bill, 2013] (Ordinance No. VIII of 2013)		
3		The Protection of Pakistan Bill, 2013] (Ordinance No. IX of 2013)		
4	8th	The Legal Practitioners and Bar Councils (Amendment) Bill, 2013	Law, Justice and Human Rights	Presented
5		The Constitution (Twenty-third Amendment) Bill, 2013		
6		The Federal Court (Repeal) Bill, 2013		
7		The National Judicial (Policy Making) Committee(Amendment) Bill, 2013		
8	9th	The Annual report of the State Bank of Pakistan on the State of Pakistan's Economy for the year 2012-2013	Finance, Revenue, Economic Affairs, Statistics and Privatization	Presented

## 2.0 Representation and Responsiveness

This section reviews legislators' efforts to represent the interests of their constituents through various motions and matters of public importance on the Orders of the Day. However, the representative role of parliamentarians, which is characterized by their debates to address local, national and international issues, materializes only when their views are translated into government policies.

### 2.1 Motions under Rule 259 and 244

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."

The House debated the prevailing law and order situation in the country during the 3rd and 4th sittings on a

Motion under Rule 259 moved by a male PML-N lawmaker. Ten similar motions appearing on the agenda, highlighting governance, economic development and law and order issues, were left unaddressed.

The undebated motions were regarding inadequate security arrangements for polio workers, and increasing use of narcotics by youth in Islamabad; non-existence of uniform education system, environmental changes and shortage of gas in the country; loan scheme under the Prime Minister's Youth Program; government policy on freedom of print and electronic media; poor conditions of the Federal Dental and Medical College Islamabad; effects of transfer of wealth from Pakistan on its economy and reduction in funds of Bait-ul-Mal.

A single Motion under Rule 244, moved by a PTI lawmaker, was also not debated by the House. It requested the Chair to form a special committee consisting of not more than 10 members belonging to major political parties to investigate and report on the allegation of non-payment of taxes by a number of parliamentarians.

**Table 2.1: Motions under Rule 259**

Sr. No.	Motion	Party	Gender	Status
1	This House may discuss the prevailing law and order situation in the country	PML-N	Single Male	Debated by the House
2	This House may discuss the situation arising out of inadequate arrangements for the security of polio workers in Islamabad	PPPP	Single Female	Not Taken Up
3	This House may discuss the situation arising out of non-existence of uniform education system in the country	MQM	Single Male	Not Taken Up
4	This House may discuss loan scheme under the Prime Minister's Youth Program	JUI-F	Single Female	Not Taken Up
5	This House may discuss the policy of the government for the freedom of print and electronic media in the country	MQM	Single Male	Not Taken Up
6	This House may discuss the poor conditions of the Federal Dental and Medical College Islamabad	PML-N	Single Female	Not Taken Up
7	This House may discuss the effects of transfer of wealth from Pakistan on its economy	PTI	Single Male	Not Taken Up
8	This House may discuss the situation arising out of reduction in the funds of Bait-ul-Mal	PML-N	Single Female	Not Taken Up
9	This House may discuss the situation arising out of acute shortage of gas in the country	PTI	Single Female	Not Taken Up
10	This House may discuss the situation arising out of use of narcotics by the youth in the Islamabad Capital Territory	PML-N	Single Female	Not Taken Up
11	This House may discuss the situation arising out of environmental changes in the country	PPPP	Single Female	Not Taken Up

## 2.2 Matters Raised Under Rule 18

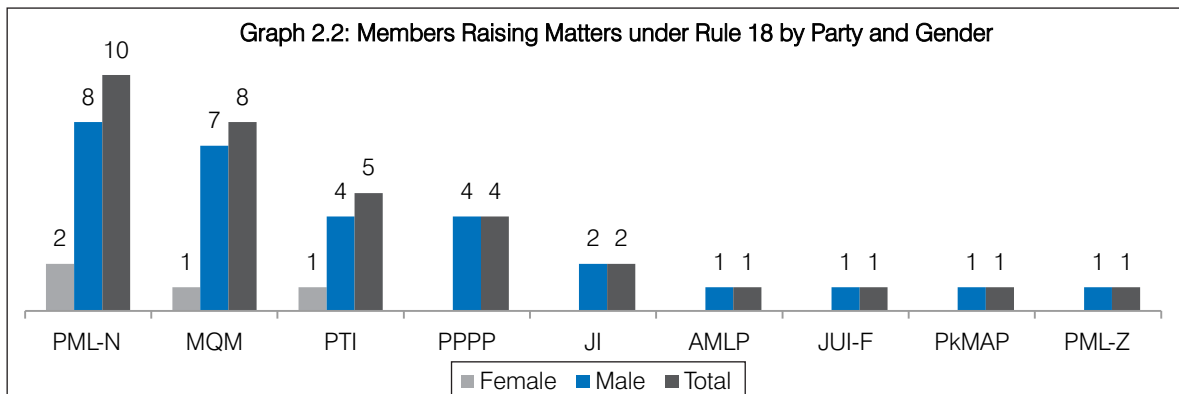
Under Rule 18 the Speaker may allot last half an hour of every sitting except on Fridays for raising a matter which is not a point of order i.e. an issue which is primarily the concern of the government. A member is permitted to raise not more than one issue and that too only after the Speaker has given his consent.

Lawmakers spoke on 46 matters under rule 18 consuming two hours and 52 minutes of the session – 10% of the proceedings. Terrorism remained lawmakers' primary concern as 13 matters raised were regarding the same, followed by economic development and rules of business (10 each), governance (six), and law and order (five).

However, lawmakers showed less interest in issues related to foreign relations; democracy and political development; education; employment and media as they were less spoken of in the plenary.

Thirty-three lawmakers, including four female and 29 male members, raised matters under rule 18 in five sittings. The female lawmakers bringing public issues on the floor belonged to PML-N (two), MQM and PTI (one each).

In terms of party wise participation the PML-N members actively raised diverse matters of public importance (10 MNAs), followed by MQM (eight), PTI (five), PPPP (four), JI (two) and one member each of AMLP, JUI-F, PkMAP and PML-Z.



While speaking about terrorism related issues MNAs shared their concerns and recommendations on the government-*Taliban* peace talks. They emphasized the need to establish a political consensus regarding dialogue or military operation against militants. Some lawmaker criticized the United States for derailing the peace dialogue by killing the former *Taliban* leader Hakimullah Mehsud in a drone attack while an MQM MNA opposed talks with *Taliban* terming it as trading the blood of martyrs and criticized the government for not taking his party into consultation on the terrorism issue. He also blamed political parties of patronizing criminal gangs.

A PPP lawmaker asked of the government to find the actors involved in attacks not claimed by *Taliban*. A PTI lawmaker demanded a certain timeline for culmination of the negotiation process. The JUI-F leader extended his support to the opposition benches against the 'Protection of Pakistan Bill, 2013' rejecting the legislation as a violation of fundamental rights.

Additionally other matters taken up by lawmakers include asking the treasury to make budget allocation after prior approval from standing committees, criticizing the prolonged absence of the Prime Minister from the parliament, concerns over the context of the agenda taken up by the House, and violation of rules in the conduct of House business.

### 2.3 Adjournment Motion

Rule 109 of the National Assembly Rules of Procedures describes an adjournment motion as a motion for an adjournment of the business of the House for the purpose of discussion on a definite matter of an urgent public importance with the consent of the Speaker.

In the wake of gas and electricity load shedding in the country a female MNA of PPPP moved a motion for debate. Five lawmakers including the mover of the motion and four PML-N members took part in the discussion during the seventh sitting. The PPPP lawmaker pointed at the energy issue saying that the purpose of the debate was not to criticize the government over load shedding of gas and electricity in the entire country rather she wanted to facilitate the government in this regard. Responding to the motion, a PML-N lawmaker told National Assembly that the country endures a gas shortage of two billion cubic feet in winter season however measures have been taken to overcome the mentioned shortage. He said that government is trying to find out a solution for the domestic users to overcome the overall shortage of energy.

Later a PML-N member suggested that the adjournment motion under discussion be changed into Motion under Rule 259, while another member of the same party reintroduced the said motion under Rule 259.

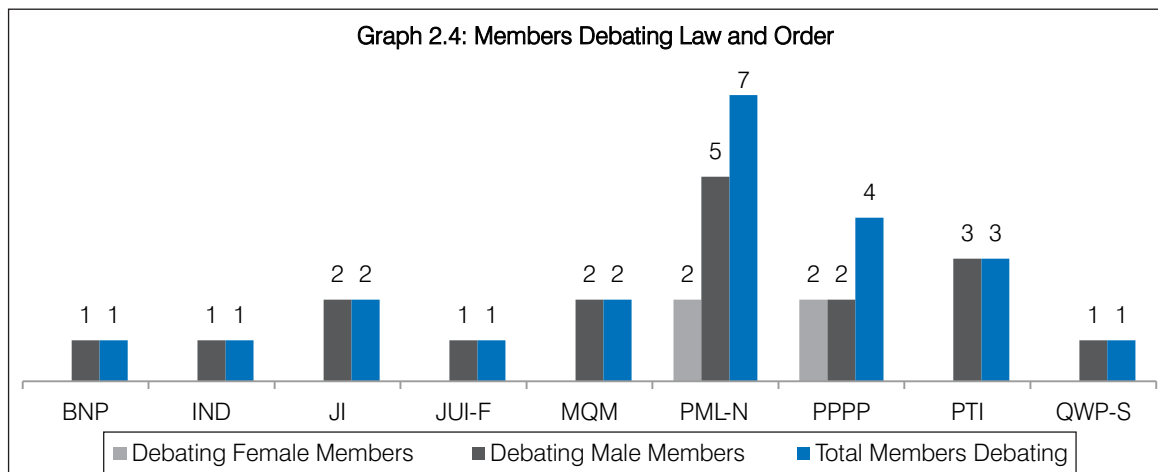
### 2.4 Debate on Law and Order in the Country

The House debated the law and order situation in the country during two sittings consuming four hours and 51 minutes of the session. Twenty-two lawmakers, including two female MNAs each of PML-N and PPPP as well as 18 male lawmakers belonging to various government and opposition parties shared their views in the debate. Lawmakers extended support to the government on the peace talks with *Taliban* while some parties stressed the need to formulate a multi-dimensional policy in handling the law and order issue in the country.

A PML-N lawmaker, while opening the debate, said that various elements are fighting proxy wars in the country giving rise to the deteriorating law and order which has taken a major toll on our industry of tourism. He said that neither institutions nor citizens are safe in the country today and there is need for a comprehensive strategy to deal with the situation. He assured the House of the government's resolve to root out terrorism, stressing the requirement of support from all political segments in the country deeming it a collective responsibility.



Another lawmaker alluded to the presence of criminals in settled areas roaming scot free to kidnap, rob and kill people. Lawmakers called for overhauling and strengthening the police department and investigation agencies, while emphasizing the need to frame laws according to the principles of the Holy *Quran*, removing shortfalls in existing laws and making them stricter for criminals and terrorists. They, however, supported dialogue with any group of *Taliban* if the latter were ready for negotiations.



The Prime Minister while participating in the discussion said that the government has reached a clear stand and strategy to eradicate the menace of terrorism. He added that on the matter of terrorism his party had consulted and obtained the opinions of all political parties in the All Parties Conference (APC) last year as well as considered the views of the state agencies, intellectuals and scholars. He argued that Islam does not promote terrorism and that all religious scholars were in agreement on the issue and that it is the constitutional duty of the government to protect the lives and property of the citizens. He blamed the policies of the former dictatorial regime for inflicting 14 years of terrorism on the nation.

A female PML-N lawmaker pointed at the lack of employment opportunities leading the youth into terrorist activities. Her other party colleague suggested that *Shia/Sunni* leaders should be brought to the table so that they can talk out their differences and reconcile while also stressing that if sectarian issues still persist, efforts should be made to identify external forces stoking sectarian violence in the country.

The State Minister of Interior informed the House that the government has formed a neutral committee to initiate peace talks with *Taliban* and that a draft National Internal Security Policy (NISP) has been prepared which will be placed before the National Security Committee and announced after getting approval from the federal cabinet. Additionally, he recounted various government measures to curb violence in the country leading to a fall in crime rate in the past six months including; the Pakistan Protection Ordinance, a committee formed by PM to address the issue of missing persons; government cooperating with the Supreme Court on the missing persons case; cancellation of blue (official) passports issued to unauthorized persons, blockage of about 4.3 million illegal SIMs and cooperation with provinces especially in provision of security to polio workers.

The PPPP lawmakers, while acknowledging the damaging effects of terrorism on the state, stressed upon the government to evolve a definitive and comprehensive strategy to bring peace to the country, taking all parties and the Parliament into confidence on such undertakings. They also demanded that the negotiations with the *Taliban* should be conducted within a preset time frame. The Leader of the Opposition reiterated the unity of his side of the House-benches with the government for the security and stability of the country promising that no politics will be done on sensitive issues.

A female lawmaker belonging to PPPP shared her concerns over the hasty formation and the difference of opinion maintained by the peace committee members which can sabotage the peace dialogue. Lawmakers also suggested that a multi-pronged strategy should be designed instead of completely relying on dialogue with terrorist elements.

PTI lawmakers contended the rumors of operation against Pashtuns and tribal people saying that the same have equal constitutional rights in the country. While supporting the government's initiative for dialogue, the PTI leader suggested that the talks should be held openly and the media should be privy to them. He said that the peace talks should be given a chance and politicians should stop giving conflicting statements as it is the need



of the hour to unite as a nation. The government was asked to take action against a PML-N lawmaker for stating that 170 Pashtun groups are spreading terrorism in Punjab.

Another PTI lawmaker called upon the government to control non-*Taliban* groups who are responsible for extortion and kidnapping for ransom in Sindh - particularly Karachi and also criticized Sindhi people for marginalizing minorities.

MQM lawmakers asked the government to seriously make efforts for bringing peace to the country. They, along with JI and QWP-S lawmakers, strongly opposed the Protection of Pakistan Ordinance calling it a violation of the fundamental rights of the people. The BNP and MQM lawmakers called upon the government to investigate the discovery of mass graves in Balochistan – the former asked for a committee to address law and order issues in Balochistan. They said that although they pray for a meaningful dialogue between government and the *Taliban* yet they believe an action oriented strategy would be more fruitful.

The JI and JUI-F lawmakers also appreciated the openness of the committee formed by the government to hold peace talks, expressing complete confidence in its members. The members of the former also emphasized the need to legislate to provide for better law and order. They blamed the government for inaction against terrorism due to a lack of political will and increasing socio-economic issues such as poverty, corruption, inflation, unemployment etc. An Independent member from FATA asked the government to take parliamentarians from FATA into confidence about matters related to law and order situation in the country, criticizing their lack of representation in the negotiation committee conducting dialogue with the *Taliban*.

### 3.0 Government Oversight

The parliamentary oversight function is crucial to democracy and good governance as it places checks and balances on the government's policy and performance. Besides the parliament's legislative function, it is through oversight that the parliament can ensure a balance of power and assert its role as the defender of people's interests. This section gives details of government oversight through the instruments of questions and calling attention notices.

#### 3.1 Question Hour

Question Hour is a parliamentary tool whereby lawmakers conduct government oversight by submitting questions on the agenda addressed to various government ministries/departments to monitor their performance and policies. Questions are categorized as starred or un-starred based on the requirement of oral and written, or just written answers, respectively.

There were 580 questions - 244 starred and 336 un-starred - on the session's agenda. Eighty four (34%) of starred questions were given answers on the floor while 160 (66%) were not taken up in the plenary. Amongst the un-starred questions, 255 (76%) got a response while the remaining 81 (24%) did not get a response. Members asked 90 supplementary questions additionally in the Question Hour to get further clarity.

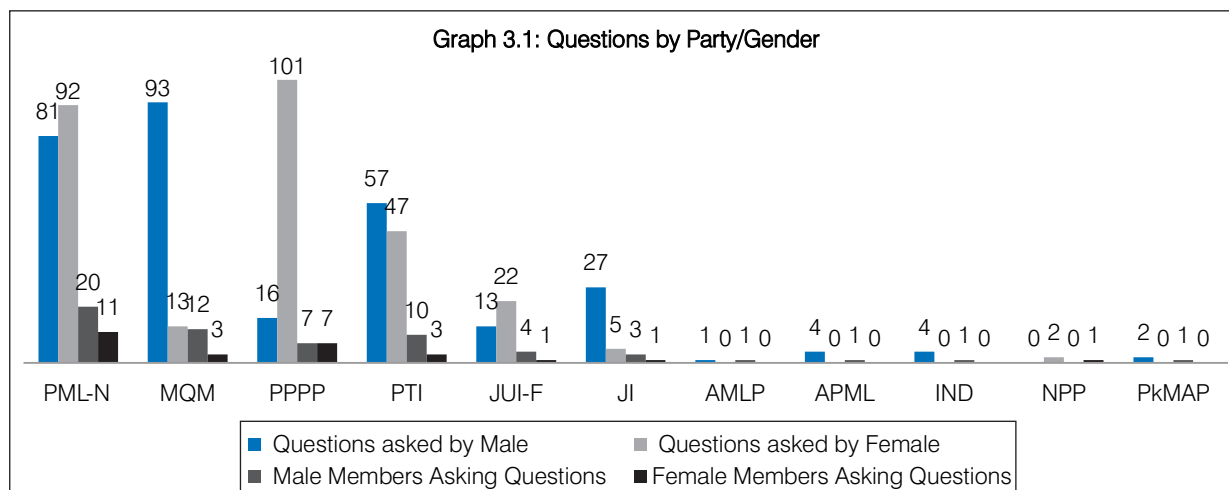
Question Hour was not held in 2nd and 7th sittings as they fell on the private members' day – Monday in National Assembly.

Table 3.1 A: Question Hour

Sitting No	Starred Questions on the Agenda	Un-starred Questions	Taken Up	Not Taken Up	Supplementary Questions
1st	36	57	10	26	11
2nd	Private Members' Day				
3rd	29	36	10	19	10
4th	35	56	17	18	15
5th	38	49	7	31	9
6th	45	73	17	28	18
7th	Private Members' Day				
8th	34	41	12	22	13
9th	27	24	11	16	14
<b>Total</b>	<b>244</b>	<b>336</b>	<b>84</b>	<b>160</b>	<b>90</b>

In terms of party wise submission of questions PML-N lawmakers dominated the Question Hour. Thirty percent questions (173) were submitted by MNAs belonging to PML-N, followed by PPPP (117), MQM (106), PTI (104), JUI-F (35), JI (32); APLM and an independent member (four each); NPP, PkMAP (two each) and a single question by AMLP.

Over all about one-fourth of the House strength (87 members) tabled questions on the agenda. Although less female lawmakers submitting questions (27 members) than their male counterparts (60 members) both tabled nearly an equal amount of questions, 282 and 298, respectively. Female lawmakers belonging to PPPP, PML-N, PTI and JUI-F (in the same order) were more active in conducting government oversight as they submitted more questions while male members of MQM, PML-N, PTI and JI addressed more questions to the government.



Lawmakers were more interested in matters related to government's internal policies and performance, financial and economic affairs, and energy and power issues as more than half of the questions (58%) were addressed to five ministries/departments answerable on such matters. The Cabinet Secretariat received 93 questions, followed by Interior and Narcotics Control (87 questions), Finance, Revenue, Economic Affairs, Statistics and Privatization (73 questions), Water and Power (43 questions) and Petroleum and Natural Resources (41 questions).

Region wise the lawmakers from Sindh and Punjab were more active submitting more questions, 242 and 208 respectively; most put to the Ministries of Interior and Narcotics Control and Cabinet Secretariat. The Ministries of Finance, Revenue, Economic Affairs, Statistics and Privatization; and Cabinet Secretariat received more questions from members belonging to KP who over all submitted 113 question, lawmakers from FATA submitted nine questions addressed to the Ministry of States and Frontier Regions, while Balochistan lawmakers submitted three questions to the Interior Ministry.

## Top Ministries receiving questions

### Cabinet Secretariat

The Cabinet secretariat received more questions about statistics, administration and government policy on civil aviation, and Islamabad Capital Territory (ICT) related matters.

Lawmakers submitted several questions regarding location, construction, costs and delays in setting up new airports in the country. The itinerary, frequency and charges of flights were also questioned during the session. Many questions about Pakistan International Airlines (PIA) asked about government policy to revive the state-owned entity, job-related details of its employees, the charges of nepotism against PIA in allotting/allocating seats; the current requirement and procurement of new aircrafts etc.

In terms of ICT related matters, lawmakers submitted several questions on water, power, infrastructure, health and education related issues etc. The performance, revenue and other matters related to Capital Development Authority (CDA) were also inquired about. MNAs sought details of land allotted for agriculture, commercial and residential purposes and housing schemes/commercial projects launched by CDA. Responding to other questions the Cabinet Secretariat also supplied details about employment and allocation of plots to CDA

employees, source of income and assets of the authority. Lawmakers also asked questions about government policy on kiosks, tea stalls and hotels setup in Islamabad and the sanitation service provided by CDA in the city.

In addition to the above, MNAs tabled questions about expenditures incurred and funding received by the government; health care facilities and vaccines; irregularities in telecommunications; industrial waste and treatment plants and government welfare programs etc.

### Ministry for Interior and Narcotics Control

The Ministry of Interior received several questions regarding the functioning, expenditures, employees' foreign trips and other details about staff of National Database and Registration Authority (NADRA). Lawmakers were interested in finding out about reported irregularities; charges and prescribed criteria in getting/receiving Family Registration Certificates (FRC) from NADRA and government measures to control corruption in the said organization.

Lawmakers also inquired about details of security forces deployed in Khyber Pakhtunkhwa and the law and order situation in the province; the progress on the Asghar Khan case; efforts to control narcotics and punishments awarded to drug traffickers in the country.

In addition the ministry appraised the House on mercy petitions issued in the country, prisoners charged of blasphemy in jails, district-wise total number of legal and illegal immigrants residing in the country and the facilities/medicines being provided to centers for addicts in the country.

Lawmakers also asked many questions about the federal capital (ICT) including those on increasing incidents of kidnappings for ransom; registered/non-registered religious institutions; sale and use of paan, gutka and chaalia; ICT Police etc.

### Ministry for Finance, Revenue, Economic Affairs, Statistics and Privatization

Taxation, foreign remittances, and government borrowing are some matters raised through questions addressed to the Finance Ministry. MNAs asked about steps taken and achievements of the government to enlarge the tax base; the Statutory Regulatory Orders (SROs) issued by the government and its financial impacts on tax receipts. The ministry was asked about the actions taken by the government against the large number of non-tax payers and also sought particulars of tax evaders/defaulters against whom action has been taken by the new government. Questions were also asked about taxes/duties levied on export of cotton, cotton yarn and value added textile products.

The ministry received many questioned about the country's foreign exchange reserves including queries about their magnitude and reported decline during the last six months. Some questions reflected on MNAs concerns about the outflow of dollars from Pakistan; increased smuggling with bordering countries; printing of currency notes by the government.

In the face of re-emergence of the circular debt months after the government cleared it, lawmakers asked the government about its plans to pay the new burden, while also asking about government borrowing from IMF and the World Bank during last five years till date. MNAs asked about government plans on fixing maximum prices of essential commodities under the Price Control and Prevention of Profiteering and Hoarding Act, 1977.

The ministry's internal matters such as information regarding employees, lack of quota for FATA in the ministry and regularization of the services of disabled employees presently working on contract and daily wages basis in the ministry were also probed through questions. The total amount of revenue receipts payable and received by the government of the Khyber Pakhtunkhwa according to the present NFC Award were also questioned.

### Ministry of Water and Power

The ministry received questions about various relevant issues such as re-surging and magnitude of circular debt and the government steps to combat the said problem; delay in audit of payments made to National Electric Power Regulatory Authority (NEPRA), the progress made to control/reduce the difference between cost of the generation of electricity and determination of tariff, and subsidy given to industrial and commercial consumers on energy.

Lawmakers were also interested in taxes charged from electricity consumers with justifications thereof, estimated loss caused due to over/under billing and parking of units in distribution companies, financial audits of all the distribution companies, the failure of the government in eliminating load shedding in the country.

Many questions on water reservoirs inquired about costs incurred current status and capacity of the same (either under construction or planned projects) in various areas of the country. In addition, the ministry provided details of agreements with rental power plants and government measures to do away with power theft in the country.

Questions regarding renewable energy demanded details on coal fired plants commissioned by the present government; generation of solar and wind energy and policy on allowing private sector to generate solar electricity for domestic use. MNAs questioned about the year-wise estimates/projections for water consumption during next ten years in Pakistan and the steps being taken by the ministry to ensure the availability of water to meet the consumptive requirements.

More than a few questions were on acquiring details about ministry's administrative expenditures, irregular appointments in facilities being run by the ministry, accountability of funds received by the ministry.

**Table 3.1B : Ministry-wise Questions**

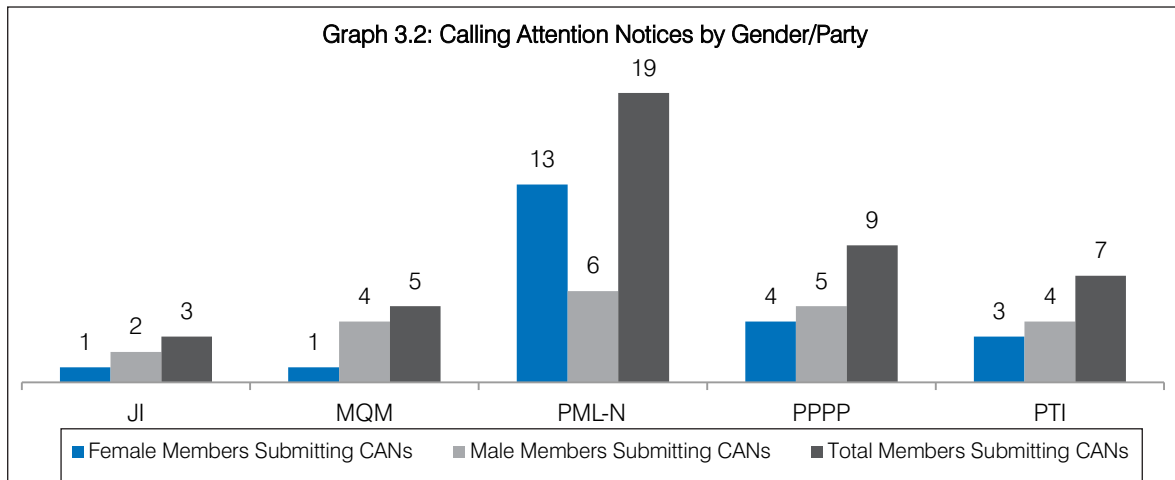
Sr. No.	Ministry	Ministry Concerned
1	Cabinet Secretariat	93
2	Interior and Narcotics Control	87
3	Finance, Revenue, Economic Affairs, Statistics and Privatization	73
4	Water and Power	43
5	Petroleum and Natural Resources	41
6	Foreign Affairs	37
7	Commerce	35
8	Communications	23
9	Overseas Pakistani and Human Resources Development	17
10	Housing and Works	12
11	Law, Justice and Human Rights	12
12	States and Frontier Regions	12
13	Information, Broadcasting and National Heritage	10
14	Industries and Production	9
15	Inter Provincial Coordination	9
16	Science and Technology	9
17	Railways	8
18	Religious Affairs and Inter Faith Harmony	8
19	National Health Services, Regulation and Coordination	7
20	Information Technology and Telecommunications	5
21	National Food Security and Research	5
22	Planning and Development	4
23	Prime Minister's Office	4
24	Defense	3
25	Kashmir Affairs and Gilgit Baltistan	3
26	Parliamentary Affairs	3
27	Ports and Shipping	3
28	Textile Industry	3
29	Educations, Trainings and Standards in Higher Education	2
<b>Total</b>		<b>580</b>

### 3.2 Calling Attention Notices (CANs)

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.”

The House took up 14 out of 15 calling attention notices appearing on the Orders of the Day. Parliamentarians belonging to PML-N tabled nine notices, followed by two CANs each by PTI and PPPP, a single notice by MQM while the only multi-party CAN was moved by JI and PTI lawmakers.

Forty-three lawmakers – 22 female and 21 male - either singly or jointly tabled CANs. Nineteen members of PML-N sponsored notices, followed by PPPP (nine MNAs), PTI (seven MNAs), MQM (five MNAs) and three MNAs belonging to JI tabled CANs.



Lawmakers submitted calling attention notices to government ministries/departments primarily on governance related issues (10 CANs) while also seeking the treasury's response on economy and employment related matters (three and two CANs, respectively).

A notice sponsored by a PTI lawmaker on non-payment of salaries to the employees of Pakistan Steel Mills Corporation, Karachi for the last three months was left unaddressed.

### Calling Attention Notices by Themes

#### Governance

Members belonging to the ruling party – PML-N – seemed more interested in pursuing better governance in the country by bringing six relevant notices in the plenary. The delay in processing of National Identity Card Overseas Pakistanis (NICOP) and their renewal for overseas Pakistanis by NADRA offices in the United Kingdom, was notified to the Interior and Narcotics Control Ministry. The minister refuted the charge saying that a delay in CNIC processing was observed some seven months ago but the government took prompt notice of it and currently all the applications are being processed timely.

The incident of a train collision with a van at a railway crossing without barrier in Vehari resulting in the deaths of two female teachers and leaving many injured was raised by a PML-N lawmaker to which the Railway Ministry responded by blaming the previous governments for negligence. He said that the current government has conducted a survey in this regard and closed 449 unmanned level crossings, while 1,993 such crossings need to be dealt with. The ministerial response also stated that by law it is the responsibility of the provincial governments or local administration to address the issue of unguarded railway crossings, which, evident from the above, has been neglected so far.

The Minister for Ports and Shipping, while responding to a CAN regarding illegal occupation of valuable land of Karachi Port Trust, said that the government has established an anti-encroachment cell and the said land has been vacated. He said that 70 acres land has been vacated from Machar Colony Karachi where the land mafia was building 200 houses and around 50 godowns. He informed that 780 acres of land in different areas of Karachi was under illegal occupation. He praised the government of Sindh on taking interest in vacating land

from the illegal occupants and was also supportive of steps taken by the anti-encroachment cell.

The non-utilization of vaccine and vehicles/motorcycles purchased under the hepatitis program was brought to the notice of the government on a PML-N sponsored notice. The concerned minister responded that the said program was started in 2005 as a five-year project and no new fund was issued after the completion of the project. After the devolution of the Health Ministry to the provinces by the previous government the control over the program's vaccines, vehicles and other matters were also transferred to the concerned provinces and Islamabad.

The discretionary increase in the prices of drugs by pharmaceutical companies was criticized by the relevant ministry in a statement saying that pharmaceutical companies were not authorized to increase the prices of medicines on their own as it is the responsibility of Drug Regulatory Authority of Pakistan (DRAP). It was also said that the provincial governments should fulfill their responsibility to check the prices of medicines at the time when they are marketed. The assembly was notified that the federal government was, however, coordinating with the provinces to check the prices.

The female PML-N MNAs asked about the supply of unhygienic water from Rawal and Simly Dams to Islamabad/Rawalpindi from the Cabinet Secretariat. Their party colleagues submitted a notice about the amount allocated for the Workers Welfare Fund and delay in its release to the provinces. Replying to the notice the ministry provided that funds were released late i.e. on July 1, 2013. The assembly was told that so far Rs. 5.93 billion has been released from the allocated amount for Workers' Welfare Fund and that the matter will be settled in a week's time.

The PPPP lawmakers pointed at the non-implementation of polio vaccination program in FATA. In defense of the government the relevant minister provided that a new strategy is being evolved to ensure implementation of polio vaccination program in FATA which will take locally influential people on board to get the ban on the polio vaccination lifted. She stated that the tribal areas are nurseries for polio cases and have remained inaccessible due to security threats and law and order situation.

On another notice moved by PPPP lawmakers on non-allocation of funds by the government for Expanded Program on Immunization, the government apprised the House that around 95% funds of the program have been released including Rs. 477 million in aid from WHO and UNICEF. The relevant minister added that the federal government will be releasing the entire funds and is aiming to make uninterrupted supply of vaccines of different diseases. He informed the House that although the government seeks to facilitate provinces in this regard, poor law and order situation is a hurdle in the implementation of the programs in some regions.

The MQM lawmakers asked about the misappropriation of billions of rupees of poor people in the garb of Mudarba, an undertaking the Law, Justice and Human Rights Ministry acknowledged while briefing the House on the matter. The ministry provided that approximately 18 companies have looted 31 billion rupees of the public and the government came to know about it in Feb 2013, after which the public was cautioned through print media. The Minister said the mentioned companies belong to a "*Tablighi Jamaat*" (Islamic group). He said a group of religious scholars established companies as well as a parallel banking system and deprived 8,000 people of their savings running into billions of rupees. The House was told that National Accountability Bureau (NAB) claims that there are 8,000 people who got cheated by the scholars but they received the complaints from 800 victims only, as they were threatened that their money would not be returned if they informed NAB.

## Economic Development

The PTI legislators sought the government's stance on the financial assistance offered by the textile industrialists to set up Industrial Waste Water Treatment Plants. The Textile Ministry informed the House that there were plans to set up industrial waste water treatment plants in the country and that land has also been identified in this regard. He added that the government has taken the initiative to build water waste plant in Kharanwala as there are 38 textile plants in that location and the installation of the plants and its running will cost Rs. 1.8 billion (each) in three years. Since the government cannot bear such heavy expenses it was decided to consult a donor agency after seeking an NOC from the area's Association of Textile Industry for the said project, however, so far the government had not responded with any cost sharing plan..

Besides governance two CANS each were moved on employment and economy related matters. The PML-N lawmakers sponsored one notice for each of the former over 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, and delay in the completion of construction of Benazir Shaheed (Nishtar Ghat) bridge over River Sindh between Districts of Rahim Yar Khan and Rajanpur.



The non-development of Sector E-12, Islamabad by the CDA even after twenty six years was highlighted by a CAN jointly moved by JI and PTI lawmakers. Responding to the notice, the Cabinet Secretariat informed the House that CDA has got 744 acres land in E-12 Sector Islamabad. He assured that the said plots would be given to the owners of the land.

## Employment

The PML-N lawmakers sponsored one employment related notice over 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. The Minister in Charge of Cabinet Secretariat said that under the Prime Minister's package two year contract employment is given to the children of deceased government employees however the law does not provide for the regularization of their jobs after the expiry of their contract.

**Table 3.2: Calling Attention Notices by Gender/Party**

Sr. No.	CANs	Party	Ministry	Status
1	Collision of a school van with a train, at railway crossing without a gate at Danewal Town Vehari, killing two women and seriously injuring many others	PML-N	Railways	Taken Up
2	Delay in processing of the applications for National Identity Card Overseas Pakistanis (NICOP) particularly their renewal by NADRA offices in the consulates of Pakistan in the United Kingdom	PML-N	Interior and Narcotics Control	Taken Up
3	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	PML-N	Cabinet Secretariat	Taken Up
4	Non-implementation of polio vaccination program in FATA	PPPP	National Health Services, Regulations and Coordination	Taken Up
5	Getting valuable land of Karachi Port Trust vacated from illegal occupants	PML-N	Ports and Shipping	Taken Up
6	Non-utilization of vaccine and vehicles/motorcycles worth billions of rupees purchased under the hepatitis program	PML-N	National Health Services, Regulations and Coordination	Taken Up
7	Financial assistance offered by the textile industrialists to the government to set up Industrial Waste Water Treatment Plants	PTI	Textile Industry	Taken Up
8	Increase in the prices of drugs by the pharmaceutical companies on their own	PML-N	National Health Services, Regulations and Coordination	Taken Up
9	Non-development of Sector E-12, Islamabad by CDA despite a lapse of 26 years	JI PTI	Cabinet Secretariat	Taken Up
10	Delay in the completion of construction of Benazir Shaheed (Nishtar Ghat) bridge over River Sindh between Districts of Rahim Yar Khan and Rajanpur	PML-N	Communications	Taken Up
11	Misappropriation of billions of rupees of poor people in the garb of Mudarba companies	MQM	Law, Justice and Human Rights	Taken Up
12	Unhygienic water being supplied from Rawal and Simly Dams to Islamabad/Rawalpindi	PML-N	Cabinet Secretariat	Taken Up
13	Amount allocated for the Workers Welfare Fund and its release to provinces	PML-N	Overseas Pakistanis and Human Resource Development	Taken Up
14	Non-allocation of funds by the government for Expended Program on Immunization (vaccines)	PPPP	National Health Services, Regulations and Coordination	Taken Up
15	Non-payment of salaries for the last three months to the employees of Pakistan Steel Mills Corporation, Karachi	PTI	Industries and Production	Not Taken Up

### 3.3 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 PPPP lawmaker moved a question of privilege during the 6th sitting over misbehavior of an Airport Security Force (ASF) official with him at the Mohenjo-Daro Airport. The matter was referred to the privilege committee for further review and recommendations.

## 4.0 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.

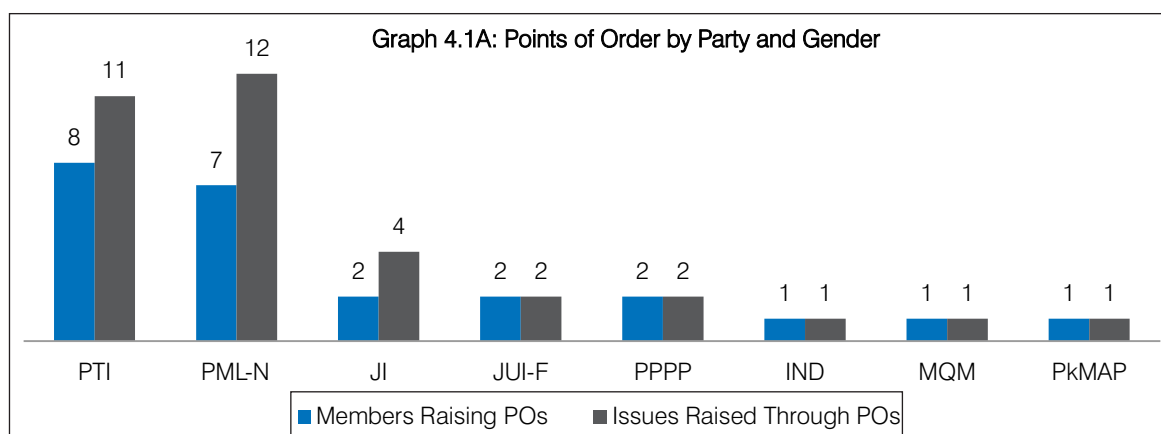
### 4.1 Points of Order (POs)

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.

Lawmakers spoke on 32 points of orders during the session consuming 68 minutes – 4% of the session. Twenty-four MNAs raised points of order, less on breach of parliamentary rules and more on issues of national and public importance. As most points of order did not get the Chair's ruling they do not contribute to the assembly's output for the session.

PTI lawmakers actively spoke on POs (eight); followed by PML-N (seven); JI, JUI-F and PPPP (two each) and a single point of order was raised by MQM, PkMAP and an independent lawmaker (each). From a gender-wise perspective five female MNAs – two belonging to PTI and a single member each of PML-N, JUI-F and PPPP - and 19 male MNAs shared their views on points of order.

The PML-N lawmakers raised 12 issues, followed by PTI MNAs (11 issues); JI (four issues); JUI-F, PPPP (two each); and PkMAP, MQM and an independent member raised a single issue each.



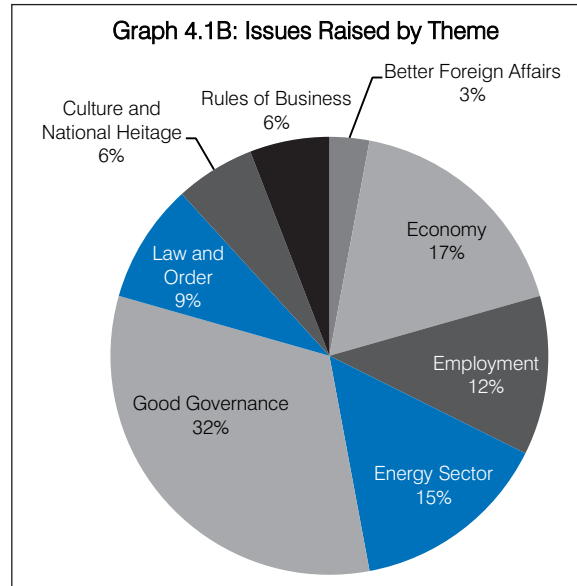
Lawmakers highlighted governance related matters through 11 POs. These were on criticism of the Balochistan government in responding to provincial issues, political victimization of heads of autonomous organizations, citing the example of the resignation of the governor of the State Bank of Pakistan<sup>4</sup>, the conduct of Sindh festival in Mohenjo-Daro, lack of accommodation for parliamentarians, calls to not advertise a book about sayings of Quaid-e-Azam and lack of supplies in areas struck by torrential rains. The only two POs on Rules of Business came from PML-N lawmakers.

Lawmakers' delayed submission of tax returns, government taking loan from banks for Youth Loan Schemes, misquoted GST figures in the State Bank's Annual report, unauthorized increase in domestic loans of government, were some matters highlighted on POs regarding economic issues by various parties.

<sup>4</sup> State bank governor Yaseen Anwar resigns. Retrieved from the website of the Express Tribune: <http://tribune.com.pk/story/665390/state-bank-governor-yaseen-anwar-resigns/>

The JI MNAs more actively pointed out electricity related issues in KP and the sole PO on foreign affairs asking the government to recover Dr. Afia Siddiqui. Three POs about law and order highlighted killings of MQM political workers; a rise in kidnapping for ransom in Umerkot, Sindh; and protest of people from Waziristan in front of press club, Peshawar.

The Sindh Festival 2014 being celebrated in Sindh was appreciated by two MNAs; however they emphasized the need to protect Mohenjo-Daro which was the opening venue of the festival since it is a part of the national heritage.



## 4.2 Protests, Boycotts and Walkouts

The House witnessed two token walkouts during the session staged by the entire opposition. During the 1st sitting the opposition benches walked out of the proceedings for three minutes on the absence of Prime Minister from the House while during the 8th sitting the same staged a five minute walkout against the passage of two anti-terrorism bills - the Anti-Terrorism (Amendment) Bill, 2014 and the Anti-Terrorism (Amendment) Bill, 2013.

## 5.0 Session's 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.

### 5.1 Session Time

The National Assembly met for nine sittings starting from January 27 till February 7, 2014; consuming 29 hours and 26 minutes. The first sitting was the most delayed as it was 42 minutes behind schedule.

Each sitting, on average, lasted three hours and 16 minutes while observing a 28 minute delay. The 8th sitting lasting, four hours and 55 minutes, was the longest while the 5th sitting was the shortest, spanning an hour and 51 minutes.

The House observed breaks in five sittings consuming two hours and 17 minutes – 8% of the session time.

**Table 5.1: Session Time**

Sr. No.	Day and Date	Sitting No.	Late Starts	Hours	Minutes
1	Monday, January 27	1st	42	3	42
2	Tuesday, January 28	2nd	30	2	19
3	Wednesday, January 29	3rd	17	4	9
4	Thursday, January 30	4th	15	4	16
5	Friday, January 31	5th	15	1	51
6	Monday, February 3	6th	40	4	3
7	Tuesday, February 4	7th	30	2	15
8	Thursday, February 6	8th	35	4	55
9	Friday, February 7	9th	24	1	56
<b>Total</b>			<b>Average Delay 28 Minutes</b>	<b>29 Hours and 26 Minutes</b>	

The National Assembly does not share its members' attendance record with the public. In order to gauge MNAs attendance the FAFEN observer conducts a head count at the start, the adjournment and the time of maximum attendance during a sitting.

Low attendance was observed in the 340-member assembly as, on average, 24% members (80 MNAs) were present at the start, 25% (85 MNAs) at the end while a maximum 54% (182 MNAs) were observed during a sitting. On average eight out of ten minority members also took part in the proceedings.

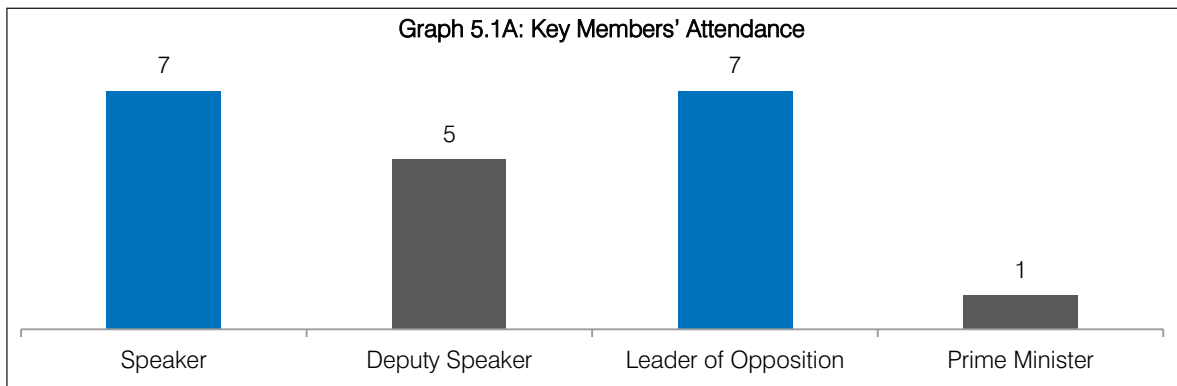
The quorum meets on the presence of one-fourth members – 85 MNAs in the National Assembly. Although, the quorum was visibly lacking on some occasions, in nearly all sittings, it was only pointed out thrice. Male members belonging to PPPP, PTI and an independent MNA pointed the missing quorum. On two such occasions (1st, 4th sittings) the proceedings were adjourned as the quorum was found incomplete after a count of members. While during the 5th sitting the House met again after the quorum was found complete following a 22 minute adjournment of the proceedings.

**Table 5.2: Members' Attendance**

Sitting No.	Members Present at the Outset	Members present at the end	Maximum Members Present	Minority Members Present
1st	129	54	226	7
2nd	61	95	143	8
3rd	115	236	272	8
4th	34	53	128	8
5th	37	67	138	6
6th	89	36	212	8
7th	69	39	156	6
8th	112	134	237	9
9th	71	48	128	8
<b>Average</b>	<b>80</b>	<b>85</b>	<b>182</b>	<b>8</b>

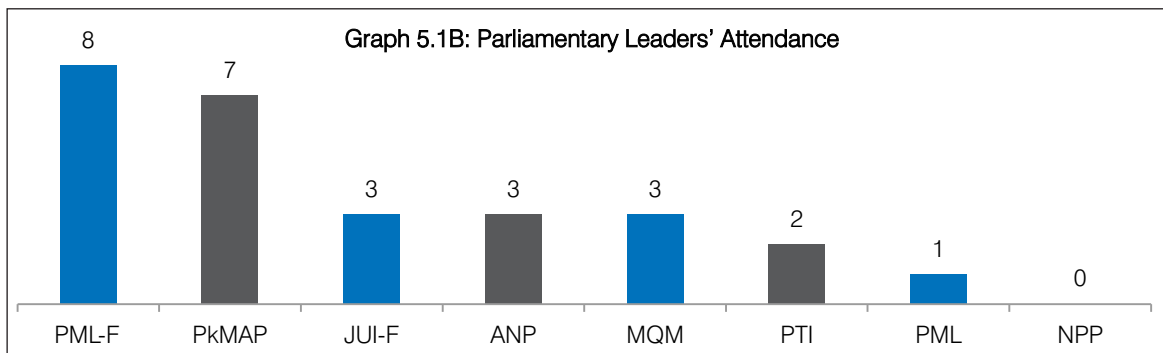
The Prime Minister made an appearance in the 3rd sitting months after his previous visit to the National Assembly. The Prime Minister, who is also the Leader of the House, has attended just a few sittings this year including his oath taking ceremony, the presidential election, election of Speaker and Deputy Speaker and the address of former president Asif Ali Zardari. His counterpart the Leader of the Opposition, however, has been more regular, attending all but two sittings. The former attended 5% (82 minutes) of the 8th session while the latter was present in 30% (eight hours and 47 minutes) of the proceedings.

The Speaker chaired 69% of the session during seven sittings (20 hours and 15 minutes); the Deputy Speaker presided over 21% of the session (six hours and 15 minutes) while the Panel of Chairpersons chaired 2% of the session.



Parliamentary leaders of each party perform their duty by providing leadership and guidance to their fellow party members. Except for the parliamentary leaders of PML-F, JI and PkMAP the party heads of the remaining parties attended less than half of the session. Of the single member parties seven sittings each were attended by QWP-S and PML-Z MNAs, followed by AMLP MNA (three sittings), and two sittings by APML member.

The party head of NPP and the sole members of NP, BNP and AJIP remained away from the session.



## 6.0 Members' Participation

FAFEN observes parliamentarians' participation against three categories; members who only submit agenda on the Orders of the Day, those who only debate it and members who both submit agenda and take part in the on-floor discussion.

More than half of the parliamentarians (181 MNAs, 53%) did not participate in the session in any of the above mentioned categories – a trend observed in most sessions in the current parliamentary year.<sup>5</sup> However, of the 47% MNAs (159 members) that took part in the session, more (19%, 65 MNAs) were interested in only submitting agenda on the Orders of the Day, 13% members (43 MNAs) participated in the House discussions while 15% (51 MNAs) tabled as well as debated agenda.

Members belonging to the larger parties in the House participated in proportion to their respective party's strength. Sixty-five members of PML-N and 24 MNAs belonging to PPPP participated in the session, both by actively tabling agenda; followed by 22 MNAs of PTI and 23 of MQM who were interested in both tabling as well as debating agenda.

Interestingly, in terms of participating ratio of MNAs in each party, more members of MQM (96%, total 24 members) participated, followed by PTI (65%, total 34 members), PPPP (53%, total 45 members) and the smallest ratio of members belonging to the largest party in the House PML-N (34%, total 189 MNAs) contributed to the business of the session.

Additionally, eight JUI-F members also participated in one way or the other, followed by four members each of JI and INDS, PkMAP (three MNAs), and one member each of NPP and single member parties – AMLP, APML, BNP, PML-Z and QWP-S also took part in the session.

The members of NP, AJIP, PML and ANP did not participate during the session.

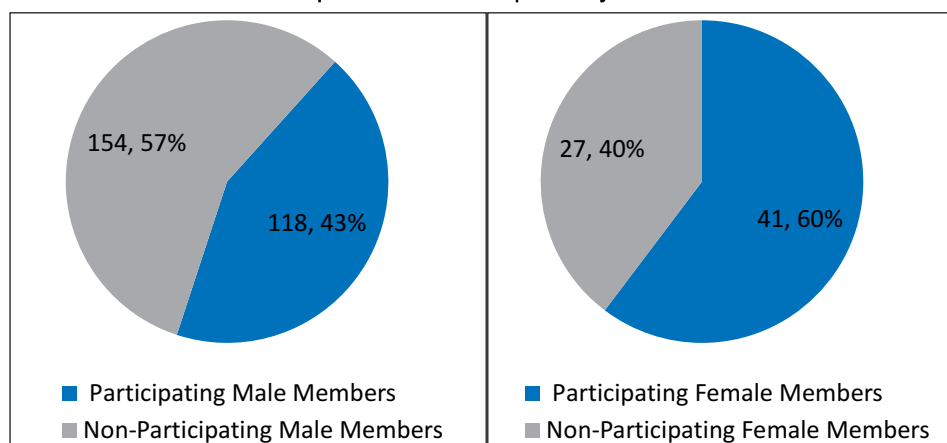
<sup>4</sup> State bank governor Yaseen Anwar resigns. Retrieved from the website of the Express Tribune: <http://tribune.com.pk/story/665390/state-bank-governor-yaseen-anwar-resigns/>

Table 6.0: Members' Participation

Sr. No.	Political Party	Members Who Only Submitted Agenda Items	Members Who Only Took Part in Debates	Members Who Participated in Debates and Submitted Agenda Items
1	PML-N	38	18	9
2	PPPP	10	5	9
3	PTI	5	7	10
4	MQM	7	2	14
5	JUI-F	3	3	2
6	IND	0	3	1
7	PML-F	0	0	0
8	JI	0	0	4
8	PkMAP	0	2	1
9	NPP	1	0	0
10	ANP	0	0	0
11	PML	0	0	0
12	AJIP	0	0	0
13	AMLP	0	0	1
14	APML	1	0	0
15	BNP	0	1	0
16	NP	0	0	0
17	PML-Z	0	1	0
18	QWP-S	0	1	0
<b>Total</b>		<b>65</b>	<b>43</b>	<b>51</b>

There are 272 male and 68 female lawmakers in the National Assembly. Although more male lawmakers took part in the session however a higher proportion of females participated against their total strength in the House. Forty-three percent male lawmakers (118 MNAs) and 60% female lawmakers (41 MNAs) participated by both tabling as well as debating agenda. The female MNAs demonstrated less interest in just speaking in the on-floor debates as only 9% of them did the same while more male lawmakers (14%) spoke solely in the discussions.

Graphs 6.0 A/B: Participation by Gender

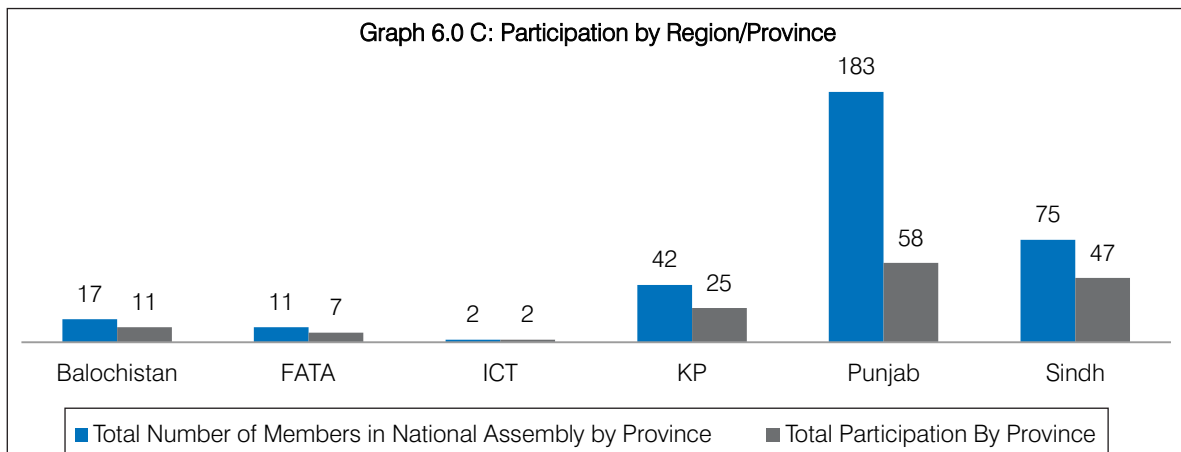




In the Lower House each province elects its representatives in proportion to its respective population size. There are 183 members from Punjab, followed by Sindh (75), KP (42) and 17 members from Balochistan. Members from Punjab seemed less interested in the proceedings as only 32% members from the province participated, more keenly in submitting agenda; followed by 63% member from Sindh and 60% from KP, who were more interested in both tabling as well as debated agenda; 65% members from Balochistan participated more actively in assembly debates.

Moreover seven out of 11 participating members from FATA spoke in the debates while both ICT members also participated in one way or the other.

In terms of participation by status 42% members elected on reserved seats (113 out of total 270) contributed in all categories of participation - 66% of members on reserved seats (46 of 70 MNAs), including female and non-Muslim members, tabled agenda.



# About FAFEN

Free and Fair Election Network (FAFEN) is a nationwide network of 42 Pakistani civil society organizations. It has been working since 2006 to strengthen democratic systems and promote active citizenship and is now governed by Trust for Democratic Education and Accountability (TDEA). With its primary mandate to observe elections and seek reforms to improve the quality of elections, FAFEN managed unprecedented long-term voter education and election observation initiatives that got 20,000 Pakistani citizens from every district of the country directly involved in the general election process in 2007-08.

In 2013, FAFEN deployed more than 40,000 trained, non-partisan long- and short-term observers to monitor all phases of general election. FAFEN election observation has yielded valuable insights into the quality of the electoral process and enabled generation of critical recommendations for reforms in the constitutional, legal and procedural frameworks that govern elections in Pakistan.

In addition to its vibrant Electoral Oversight, Research and Reforms Program, FAFEN has developed innovative techniques to observe the functioning of Parliament and Provincial Assemblies in order to advocate for parliamentary reforms for a more accountable, transparent and responsive legislative governance. Under its Parliament Oversight, Research and Reforms Program, FAFEN directly observes and objectively reports on the proceedings of all elected Houses in Pakistan.

FAFEN mobilizes and facilitates citizens engagements with elected and public institutions across Pakistan as a prerequisite for strengthening democratic accountabilities as part of its Electoral Governance Oversight, Research and Reforms Program. These activities fit in with the core FAFEN's objective of promotion of active citizenry—a critical ingredient of a vibrant democratic system.

## **FAFEN Election Observation Secretariat**

House 145, St 37, F-10/1, Islamabad

(P) 051-84 66 230-32

(F) 051-84 66 233

(E) [secretariat@fafen.org](mailto:secretariat@fafen.org)

(Twitter) [@\\_FAFEN](https://twitter.com/_FAFEN)

**[www.fafen.org](http://www.fafen.org)**