

# FAFEN Parliament Monitor

## 45th Session

National Assembly of Pakistan  
(September 3 - 13, 2012)



Free and Fair Election Network



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

## Executive Summary

The 45th session of the National Assembly witnessed a unanimous response to the factory fires in Lahore and Karachi by ordering judicial probes and condemnation of the recent satirical video about Islam. The session was otherwise marked by protests by opposition and government allies against rising petroleum prices, law and order, and the issuance of the Local Governance Ordinance in Sindh, whereas 79% of the regular agenda was left unaddressed.

Most of the agenda on the orders of the day, especially on the private members' days (Tuesdays in the National Assembly) were left unaddressed during the session. Only four out of the 70 agenda during two private members' days (the second and seventh sittings) were taken up. Similarly none of the regular agenda on the seventh and eighth sittings was taken up by the House. Twelve motions under rule 259, 10 resolutions, five bills - three private and one treasury - three calling attention notices, 120 starred questions and a matter of public importance on energy crises in the country were not taken up.

The House passed the Airports Security Force (Amendment) Bill 2011 and sent three bills - the Maritime Security Agency (Amendment) Bill 2012, Pakistan Institute of Development Economics (Amendment) Bill 2012 and the National Tariff Commission (Amendment) Bill 2012 - to relevant Standing Committees.

A PML legislator introduced the only private member legislation: the Political Parties Order (Amendment) Bill 2012 which aims to provide financial support to weaker political parties to facilitate them in overcoming their logistic and organizational shortfalls.

The House unanimously passed a resolutions commemorating 6 September as Defence Day, and three others about better integration of physically disabled persons, condemning the video satirizing Islam, and the industrial fires in Lahore and Karachi. Six male and as many female MNAs sponsored the resolutions - five members of MQM, followed by PMLN (four) and three of PPPP.

The Standing Committee on Finance & Revenue and Planning & Development presented a report on the Pakistan Coinage (Amendment) Bill 2010. Seven other reports by Standing Committees were not taken up by the House.

The House took up 10 out of the 13 calling attention notices (CANs). Sixty-nine percent notices were jointly sponsored by male and female legislators. Only the notices regarding smuggling of narcotics, delay in HEC scholarships and forced retirement and transfer of PTCL employees remained unaddressed. Five CANs were addressed to the Cabinet Secretariat and a single each to the Ministries of Defense, Capital Administration and Development, Climate Change, Water and Power, Communications, Housing and Information Technology.

Members raise points of order on an observed breach of the rules of procedures and conduct of business while the session is in progress. As many as 138 points of order were raised consuming five hours and 58 minutes (28% of session's time).

The session from 3-13 September 2012 was spread over 20 hours and 57 minutes - an average sitting lasting two hours and 37 minutes. Each sitting, on average, remained 67 minutes behind schedule; the longest delay of an hour and 42 minutes was observed in the second sitting. Three prayer breaks, taken periodically during the session, consumed an hour and 45 minutes of the proceedings.

## Parliament Watch

An essential component of democracy is publicly accessible information about the political decision-making processes, such as parliamentary deliberations among elected representatives. Citizens must have information about whether, and how their representatives are performing in the Parliament in order to hold those elected leaders accountable.

The Parliament Watch (PW), an initiative of the Free and Fair Election Network (FAFEN), aims to collect and publish information about the job performance of members of the National Assembly (MNAs) by observation of these directly elected representatives' actions. FAFEN intends to foster informed engagement between constituents and elected representatives in Pakistan by providing objective and statistically-sound information on parliamentary processes and decisions.

The methodology of the PW is to deploy trained observers to the National Assembly in order to monitor their performance using a detailed, standardized checklist and reporting forms covering all types of parliamentary business. The information gathered is measured against the neutral and objective framework of the rules of parliamentary procedure.

FAFEN's PW focuses on directly-observed parliamentary procedure in addition to parliamentary output. In other words, FAFEN's criterion for assessing parliamentary effectiveness are primarily process-oriented and secondarily results-oriented.

Members' attendance - although low - displayed an overall improvement from the previous session. In the 341-member House, 20% (69 members) were sighted at the beginning and 22% (74) at the end of a sitting. On average, maximum 135 members were present on the floor during the 45th session indicating that the quorum did meet at any one time during each sitting.

The Prime Minister attended three sittings remaining present for an hour and 16 minutes (6 % of session time), while the Leader of the Opposition participated in two sittings for 36 minutes (3%) of the session. Three sittings were chaired by the Speaker for four hours and 57 minutes, as the Deputy Speaker presided over seven sittings for 11 hours and 10 minutes and the Panel of Chairpersons –present in all sittings - chaired the rest of the session for four hours and 50 minutes.

The lowest parliamentary leaders' attendance for the fifth parliamentary year, so far, was observed during this session. PPPS party leader attended three sittings, followed by PMLF head (two) and a single sitting by MMAP leader. The leaders of ANP, MQM and PML remained away from the session.

A government ally, ANP, walked out of the fifth sitting on the issuance of local government ordinance in Sindh and boycotted the remaining session. The price hike in petroleum products was protested by ANP, MQM and PMLN legislators through walkouts consuming 59 minutes collectively. PMLN legislators also raised their voice over the deteriorating law and order in the country.

## 1.0 Session Time and Members' Participation

This section deals with the duration the National Assembly met during the session; the attendance of members, their participation and maintenance of quorum – at least 1/4th (86) of the total membership. The participation of members is recorded when they take part in the proceedings of the House, or submit an agenda item. It also reviews the presence of the Speaker, Deputy Speaker, Prime Minister, the Leader of the Opposition and parliamentary leaders.

### 1.1 Session Time

Spanning 11 days from 3-13 September 2012, the session lasted 20 hours and 57 minutes – on average each of the eight sittings was spread over two hours and 37 minutes. The 45th session met almost eight hours more than the 44th session, which met for 13 hours.

At an hour and 31 minutes, the fifth sitting was the shortest and the seventh sitting spanning three hours and fifteen minutes was the longest.

On average each sitting was 67 minutes behind schedule, the longest delay of an hour and 42 minutes taking place during the second sitting. Prayer breaks taken during the third, fourth and sixth sittings consumed an hour and 45 minutes of the session.

Table 1.1: Session Time and Delay

Sr. No.	Day and Date	Sitting No.	Late Starts	Hours	Minutes
1	Monday, September 03	1st	74	2	40
2	Tuesday, September 04	2nd	102	2	11
3	Wednesday, September 05	3rd	60	2	31
4	Thursday, September 06	4th	76	2	39
5	Friday, September 07	5th	63	1	31
6	Monday, September 10	6th	55	3	0
7	Wednesday, September 12	7th	45	3	15
8	Thursday, September 13	8th	60	3	10
	<b>Total</b>		<b>Average Delay 67 Minutes</b>	<b>20 Hours and 57 Minutes</b>	

### 1.2 Members' Participation

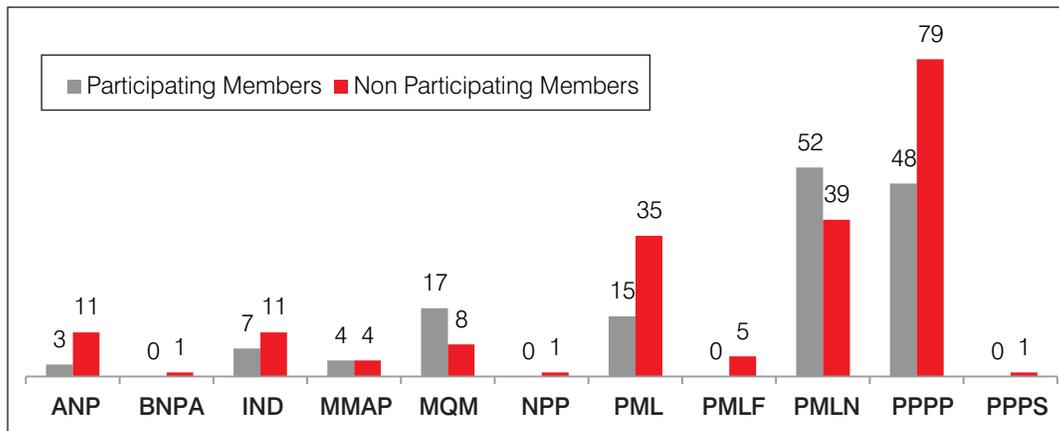
Participation has been classified into three categories – parliamentarians who only submitted agenda item(s) on the orders of day; legislators who did not submit any agenda item but took part in discussions and deliberations in the House, and members who submitted agenda items and also participated in debates.

Members' participation during the 45th session was more promising compared to the preceding session. Overall, over two fifths of the total members (146 out of 341) participated in the business of the house; 6% tabled agenda, compared to 5% in the 44th session, 27% took part in the on-floor debates, more than the 18% who did so in the previous session,

while 11% did both, whereas 9% members had done so in the 44th session. Whereas members belonging to the MMAP were the most active in debates relative to total party strength in the house (50%), followed by Independents (39%) and the MQM (36%), agenda was only submitted by members of the ruling PPPP and the opposition PMLN as well as the PML. Hence, along with the MQM, these were the only parties whose members submitted agenda and also took part in debates. At least a fifth of the total members of the ANP, PML, PPPP and PMLN took part in the debates.

Table: 1.2 Members' Participation

Sr. No.	Political Party	Number of Members Who Only Submitted Agenda Items	Number of Members Who Only Took Part in Debates	Number of Members Who Participated in Debates as well as Brought Agenda Items	Percentage of Members Who Only Submitted Agenda Items	Percentage of Members Who Only Participated in Debates	Percentage of Members Who Brought Agenda Items And Participated in Debates	Total Number of Members in Assembly by Party
1	ANP	0	3	0	0%	21%	0%	14
2	BNPA	0	0	0	0%	0%	0%	1
3	IND	0	7	0	0%	39%	0%	18
4	MMAP	0	4	0	0%	50%	0%	8
5	MQM	0	9	8	0%	36%	32%	25
6	NPP	0	0	0	0%	0%	0%	1
7	PML	2	12	1	4%	24%	2%	50
8	PMLF	0	0	0	0%	0%	0%	5
9	PMLN	7	23	22	8%	25%	24%	91
10	PPPP	10	33	5	8%	26%	4%	127
11	PPPS	0	0	0	0%	0%	0%	1
<b>Total</b>		<b>19</b>	<b>91</b>	<b>36</b>	<b>6%</b>	<b>27%</b>	<b>11%</b>	<b>341</b>

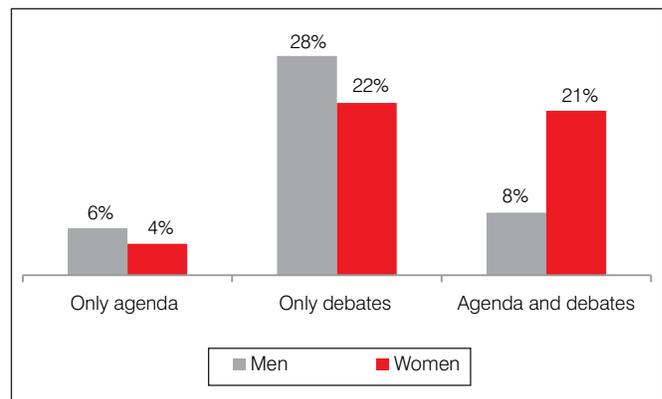


1.2.1 Gender-Wise Participation

There are 78 women and 263 men in the National Assembly at present, and the data shows that relative to their respective strength in the house, men submitted more agenda and were more active in debates by a small margin. However, a larger number of women parliamentarians did both activities than their male counterparts relative to total strength in the house .

Table 1.2.1: Men's and Women's Participation

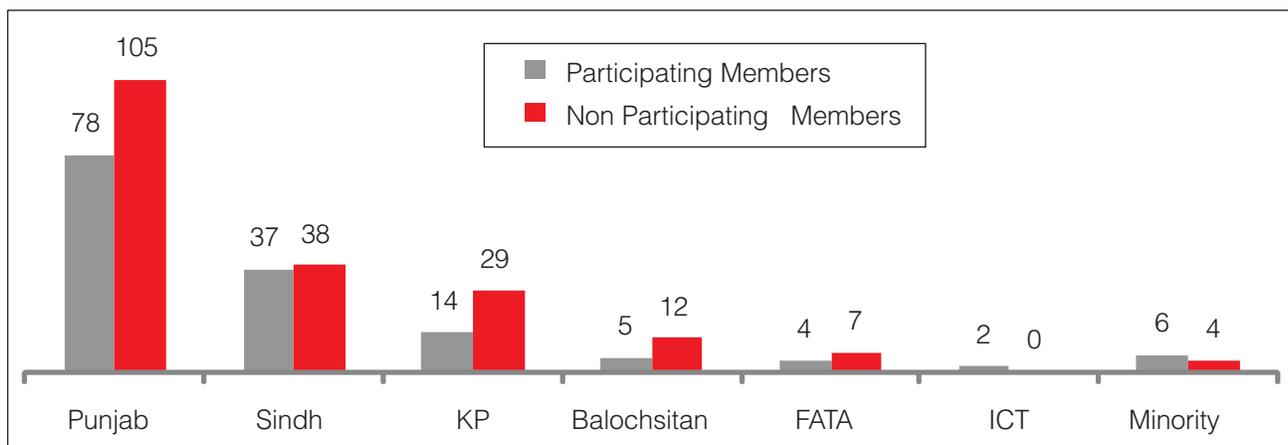
Participation	Male	Female
Only submitted agenda	16	3
Only participated in debates	74	17
Agenda and debates	20	16



### 1.2.2 Province-Wise Participation

Parliamentarians from Punjab- both males and females – dominated the session; 78 members from Punjab participated, followed by 37 from Sindh, KP (14), Balochistan (five), FATA (four) and both members of Islamabad Capital Territory (ICT).

Only members of Punjab, Sindh and ICT tabled and debated the agenda. Both members from ICT participated showing 100% participation, followed by members from Sindh (49%), Punjab (43%), FATA (36%) and 29% MNAs from Balochistan.



### 1.3 Members' Attendance

As the National Assembly does not make public the attendance records of members, FAFEN conducts a headcount at the start and end of each sitting. Members' attendance reflects upon their interest and presence in the parliamentary proceedings.

A marked improvement in members' attendance was observed during this session. On average, 20% MNAs (69 members) were observed present at the beginning, and 22% (74 members) by the end of a sitting. On average, 40% legislators (135 members) - as opposed to 124 members in the previous session - were observed present at any one time per sitting. The lowest attendance was observed during the eighth sitting as 38 MNAs were noted at the beginning and 55 at the end.

Out of the ten minority legislators, on average nine took part in each sitting.

**Table 1.3: Members' Attendance**

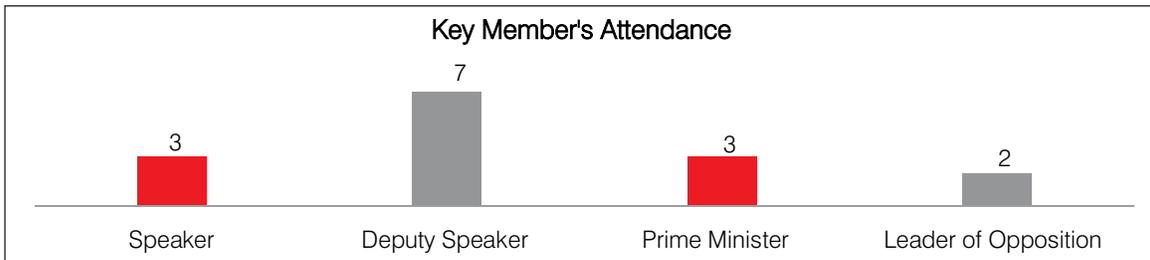
Sitting No.	Members at the Outset	Members at the end	Minorities
1st	105	48	8
2nd	106	90	10
3rd	78	112	10
4th	104	66	9
5th	41	84	6
6th	51	50	8
7th	31	84	10
8th	38	55	8
<b>Average</b>	<b>69</b>	<b>74</b>	<b>9</b>

### 1.4 Key Members' Attendance

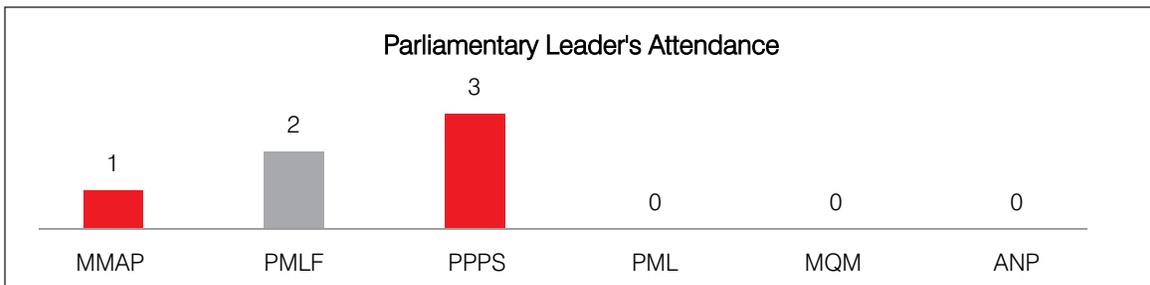
Attendance of legislators is crucial during a session, especially those holding important positions (Speaker, Deputy Speaker, Prime Minister and Leader of the Opposition), to perform their legislative and representative roles.

The Prime Minister attended three sittings, remaining present for an hour and 16 minutes. In the previous session also, he had attended three sittings. The Leader of the Opposition attended two sittings but only for 3% (36 minutes) of the session's proceedings.

The Speaker attended three sittings presiding over 24% (four hours and 57 minutes) of the session time. The Deputy Speaker chaired the session for 11 hours and 10 minutes (53% of the session) and attended seven sittings. The rest of the session (23%; four hours and 50 minutes) was chaired by the Panel of Chairpersons who attended all eight sittings.

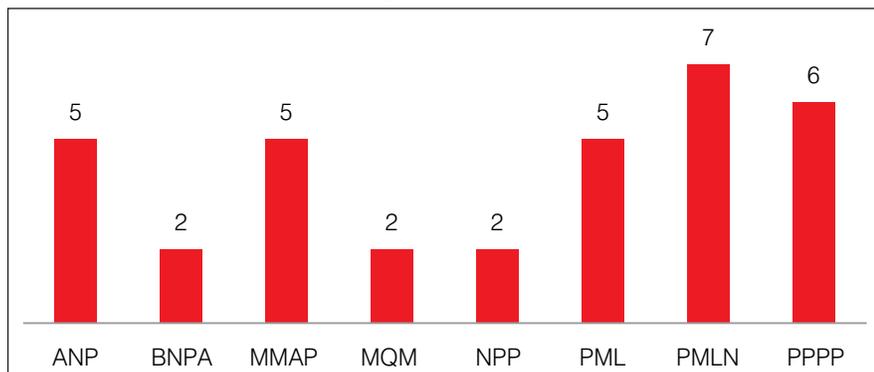


The head of PPPS attended three sittings, followed by PMLF leader (two sittings) and a single sitting by MMAP leader. Party heads of PML, MQM and ANP in the National Assembly remained away from the session.



Every party appoints an elected member as a Chief Whip, responsible for the maintenance of party discipline and behavior of party members during a session. Sometimes, with the consent of the party members, a parliamentary leader may also perform the duty of a Chief Whip.

The PMLN Chief Whip attended seven sittings, followed by PPPP (six), and ANP, MMAP and PML (five each). The Chief Whips of MQM, BNPA and NPP attended two sittings each.



## 2.0 Orders of the Day

This section deals with the number of agenda items on the orders of the day and their admission in the assembly business. Though 111 agenda items appeared on the orders of the day, 88 (79%) remained unaddressed. This may be because too many agenda items were included on the orders of the day for the private members' day (Tuesdays in the National Assembly).

There were 70 agenda items on the two private members' days falling on the second and the seventh sittings collectively, of which only four (5%) received the House's attention. During the second sitting the introduction of the Political Parties Order (Amendment) Bill, two calling attention notices regarding the inaccurate predictions of the Disaster Management Authority and non-repair of the CDA graveyard service vehicles were the only agenda taken up by the House.

None of the regular agenda items of the seventh and eighth sittings was taken up. Instead the House adopted three resolutions on disabled persons, the anti-Islam video and the industrial fires in Karachi and Lahore.

Overall the assembly did not take up 12 motions under rule 259, 10 resolutions, five bills - three private and one treasury - three calling attention notices, 120 starred questions and a matter of public importance on energy crises in the country.

**Table 2.0: Orders of the Day**

Sitting No.	Total Agenda Items	Agenda Items Taken Up	Agenda Items Not Taken Up
1st	6	5	1
2nd	34	4	30
3rd	7	5	2
4th	7	3	4
5th	5	2	3
6th	9	4	5
7th	36	0	36
8th	7	0	7
<b>Total</b>	<b>111</b>	<b>23</b>	<b>88</b>

### 3.0 Representation, Responsiveness and Government Oversight

This section is concerned with legislators' efforts to represent the interests of their constituents through calling attention notices and to monitor government accountability, especially through questions submitted during the Question Hour, and the ministers' responsiveness to those questions.

#### 3.1 Questions and Responses

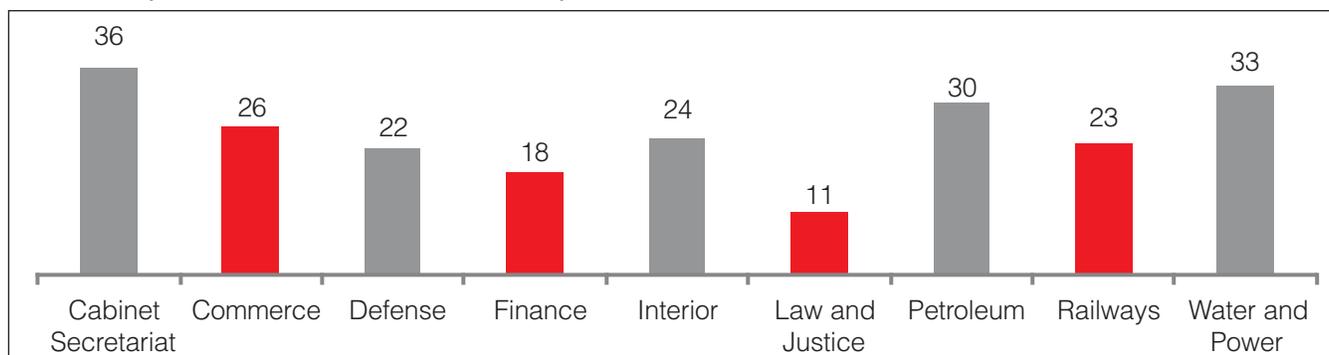
Question Hour gives the legislators opportunity to monitor the government's performance. Answers to questions may be demanded in written or oral form, referred to as un-starred or starred questions respectively.

As many as 165 starred questions - on average 24 - were raised during the session; of them 45 (27%) were taken up. An additional 73 supplementary questions were also asked. According to the rules and procedures of the National Assembly, Question Hour is not held on a private members' day.

**Table 3.1: Questions**

Sitting No.	Starred Questions on the Agenda	Starred Questions taken up	Supplementary Questions
1st	23	6	7
2nd	Private Members' Day		
3rd	25	10	12
4th	21	6	8
5th	25	5	8
6th	28	7	9
7th	19	8	23
8th	24	3	6
<b>Total</b>	<b>165</b>	<b>45</b>	<b>73</b>

Most of the questions (74%) were directed to the Cabinet Secretariat, followed by the Ministries of Water and Power, Parliamentary Affairs, Commerce, Interior, Railways, Defense, Finance and Law and Justice.



The Cabinet Secretariat provided complete answers to all but one question. Most of the questions were regarding drainage and sewerage in Islamabad, allotments for refreshment centers and tea stalls in various sectors, availability of water and allotment of plots to CDA employees etc. Legislators also wanted to know about the funding and advertisement of the Benazir Income Support Program (BISP). Questions regarding the up-gradation of Secretariat Training Institute for civil servants, funds and project proposals of ERRA, adaptation of solar energy for electricity generation, restructuring of Pakistan Railways, tariffs and utilization of mobile phones etc. were also replied to by the Cabinet Secretariat.

### 3.2 Calling Attention Notices

A calling attention notice is raised by a member to bring to the House's notice a matter of urgent public importance, especially issues regarding law and order. Under rule 88 (chapter XI) of the Rules of Procedure and Conduct of Business a member may call the attention of a minister to such a matter and the minister may make a brief statement or ask for time to make a statement at a later hour or date, provided that no more than one notice shall be allowed a member per sitting.

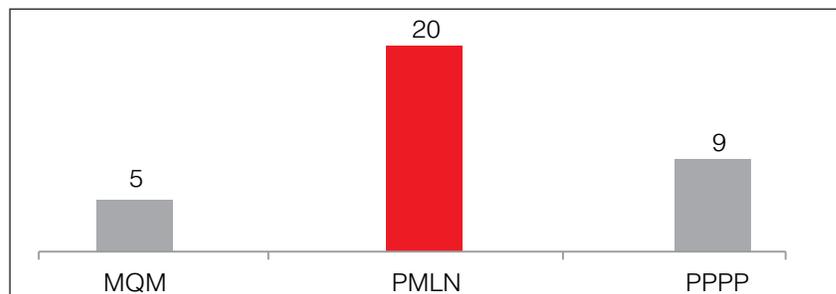
The House considered 10 of the 13 calling attention notices on the orders of the day. Smuggling of narcotics through Pakistan's territory, HEC's delay in payment of scholarship to foreign students and the forced retirement of 15,000 PTCL employees were matters that were left unheeded.

Thirty eight percent notices were addressed to the Cabinet Secretariat and a single each to the Ministries of Defense, Capital Administration and Development, Climate Change, Water and Power, Communications, Housing and Information Technology.

**Table 3.2: Calling Attention Notices**

Sitting No.	Calling Attention Notices	Status
1st	Non-existence of fee structure, extra-curricular activities and sports facilities in private schools in Islamabad in spite of charging heavy fee	Taken Up
	Grounding of several PIA aircraft due to non-availability of their spare parts thereby having effect on the Hajj flights	Taken Up
2nd	Inaccurate and wrong predictions of Disaster Management Authority	Taken Up
	Non-repair of the CDA graveyard service vehicles	Taken Up
3rd	Governments approach to curb load-shedding in different parts of the country	Taken Up
4th	Irregularities in auction of toll plazas on the national highways	Taken Up
	Smuggling of narcotics to other countries through Pakistan's territory	Not taken up
5th	Non-regularization of children, appointed on contract basis, of the federal government employees who died during service	Taken Up
	Non-allotment of plot numbers to the owners in different sectors in Islamabad to whom provisional letters of Catt-II houses were issued by the Federal Government Housing Foundation(FGHF)	Taken Up
6th	Non-payment of funds to ERRA due to which work on development schemes stopped	Taken Up
	Allotment of commercial plots by CDA to its favorites without inviting tenders	Taken Up
8th	Delay in the payment of scholarships by HEC to students studying abroad	Not taken up
	Forced retirement and transfer of 15000 PTCL employees to far flung areas in the country	Not taken up

A total of 34 members sponsored CANs - 12 females and 22 males. More than two-thirds of the CANs were jointly tabled by male and female parliamentarians, while a single was submitted by a group of women parliamentarians, and three by groups of male legislators. The leading opposition party PMLN was the most active in the treasury's oversight; 20 of its members sponsored eight CANs, followed by nine PPPP MNAs who submitted four. Five MQM members submitted a single CAN.



## 4.0 Parliamentary Output

This section is concerned with legislation and resolutions debated and decided during the legislative session.

### 4.1 Legislation

Considering legislation on matters of national significance through careful debate and discussion is arguably an assembly's chief and most important function. Legislation comes in the form of government bills, private-member bills and ordinances. This section is concerned with procedures regarding legislative deliberation, and examines the stages followed in the drafting and consideration of bills.

#### 4.1.1 Government Bills

The session witnessed the passage of a government bill, The Airports Security Force (Amendment) Bill 2011. The Maritime Security Agency (Amendment) Bill 2012, the Pakistan Institute of Development Economics (Amendment) Bill 2012, and the National Tariff Commission (Amendment) Bill 2012 were introduced and sent to the relevant Standing Committees.

Only a single government bill – the Airports Security Force (Amendment) Bill 2011 – was passed during the session. It seeks to amend section 12 and insert a new section 6A in the Air Force Security Act of 1975 to re-design some posts of the Air Force Security (ASF) staff to bring them at par with the ranking structure of other agencies such as the Federal Investigation Agency (FIA) and Anti Narcotics Force (ANF). The aim is to provide equivalent respect to the ASF staff in comparison to their colleagues from other agencies sharing work space on national airports.

Table 4.1.1: Government Bills

Sr. No.	Government Bills	Bills Debated	Status of Bills		
			Bills Introduced	Bills Passed	Not Taken Up
1	The Airports Security Force (Amendment) Bill 2011	Debated	--	✓	--
2	The Maritime Security Agency (Amendment) Bill 2012	--	✓	--	--
3	The Pakistan Institute of Development Economics (Amendment) Bill 2012	--	✓	--	--
4	The National Tariff Commission (Amendment) Bill 2012	--	✓	--	--
5	The Provincial Motor Vehicles (Amendment) Bill 2011	--	--	--	✓
6	The Intellectual Property Organization of Pakistan Bill 2012	--	--	--	✓
7	The Gwadar Port Authority Bill 2012	--	--	--	✓

#### 4.1.2 Private Members' Bills

Of the five bills tabled during the session, the Political Parties Order (Amendment) Bill 2012 was the only private bill which was introduced and referred to the Standing Committee. It calls for providing financial backing to weaker political parties so they can contest elections, and proposes this will strengthen the federation as well as democracy.

Table 4.1.2: Private Bills

Sr. No.	Private Bills	Bills Debated	Status of Bills		
			Bills Introduced	Bills Passed	Not Taken Up
1	The Political Parties Order (Amendment) Bill, 2012	--	✓	--	--
2	The Charter of Child Rights Bill, 2009	--	--	--	✓
3	The Registration of Hajj / Umrah Bill, 2008	--	--	--	✓
4	The Abolition of Discretionary Quotas in Housing Schemes Bill, 2011	--	--	--	✓
5	The Federal Pension Bill, 2012	--	--	--	✓

### 4.2 Resolutions

Through resolutions, the House expresses its opinion, makes recommendations, or conveys a message on a definite and important issue. The House can also commend, urge, or request action upon a situation under consideration by the government. Resolutions may be moved by ministers or private members.

This section contains information on the types and amount of resolutions considered or adopted by the assembly during the session.

The House considered four resolutions of the 14 appearing on the agenda. The debates on the three resolutions consumed 15% of the session's time (three hours and five minutes). All four adopted resolutions were moved by PPPP legislators.

Table 4.2: Resolutions

Sitting No.	Resolutions	Party	Gender	Status
2nd	Government should take steps to immediately make increase in the basic salaries of the Federal Government employees according to the ratio of the price hike	MQM	Single Male	Not Taken Up
	Government should take steps to abolish all surcharges, duties and taxes being charged on electricity from the consumers in the country.	PMLN	Single Female	Not Taken Up
	Government should take steps to stabilize the value of Pak Rupee against US Dollar in the country	MQM	Single Male	Not Taken Up
	Government should take steps to ensure prompt issuance of new CNICs to the people	PMLN	Single Female	Not Taken Up
	Government should take steps to do away with load shedding of Gas in the country	PMLN	Single Female	Not Taken Up
4th	This House acknowledges 6th September as the Defence Day of the Islamic Republic of Pakistan, salutes the valor and unparalleled sacrifice of the courageous individuals martyred in the line of duty; and pays tribute to the patriots who valiantly protected and continue to protect Pakistan and its borders against unprovoked aggression	PPPP	Single Male	Adopted by the House
7th	Government should take steps to meet the shortage of government houses in Karachi and Islamabad	PMLN	Single Male	Not Taken Up
	Government should take steps to immediately make increase in the basic salaries of the Federal Government employees according to the ratio of the price hike	PMLN	Single Female	Not Taken Up
	Government should take steps to do away with load shedding of electricity in the country	MQM	Single Female	Not Taken Up
	Government should take steps to fix pension of all the Federal Government servants equal to their basic pay on retirement	PMLN	Single Female	Not Taken Up
	Government should take immediate steps to control the price-hike in the country	MQM	Single Female	Not Taken Up
	Given that a considerable percentage of Pakistan's population comprises of people with some form of physical disability may it be a result of polio, old age or any other reason, and as the Constitution of Pakistan guarantees equal opportunities to all its citizens, this House resolves that all public buildings, including the Parliament House Building and Parliament Lodges, must be equipped with ramps, railings and elevators, making them accessible for individuals with physical disabilities	PPPP	Single Female	Adopted by the House
8th	<p>This House regrets and expresses grave concern and sorrow on the tragic incidents happened in Lahore and Karachi resulting in loss of hundreds of innocent lives and injuries to the person of many and declares it as a national disaster.</p> <p>This House calls upon and recommends to the Provincial Governments of Punjab and Sind to immediately form a Judicial Commission to:-</p> <ol style="list-style-type: none"> <li>Probe into the cause of incidents;</li> <li>Fix responsibility on those responsible for the happening of tragic incidents specially owners of factories and buildings for providing insufficient facilities to the employees and not following and implementing relevant rules and laws.</li> <li>Fix responsibility on government servants for not enforcing and implementing relevant rules and laws, in letter and spirit.</li> <li>To carry out necessary legislation if there is need to do so to prevent future tragedies like these.</li> <li>To order and direct registration of necessary FIRs against culprits in order to bring them to justice.</li> <li>To recommend grant of necessary compensation to the heirs of those who lost their lives and those who have been injured in these incidents</li> </ol>	PPPP	Single Male	Adopted by the House

Sitting No.	Resolutions	Party	Gender	Status
8th	The National Assembly strongly condemns the airing of a defamatory video clip in the US, maligning the revered and pious personality of Prophet Muhammad (PBUH), on the eve of September 11, 2012. Such actions, synchronized with commemoration of atrocious events like 9/11, provoke hatred, discord and enmity within societies and between peoples of various faiths. The event has deeply hurt the feelings of the people of Pakistan and the Muslims all over the world. Pakistan is a strong proponent of inter-faith harmony and believes that all manifestations of extremist tendencies must be opposed.	PPPP	Single Male	Adopted by the House

The price hike, duties and taxation of electricity charged from consumers, issuance of CNIC cards, devaluation of the rupee and gas and electricity outages were brought on the agenda through unaddressed resolutions. The House brushed aside issues regarding government employees such as increase in their basic salaries, insufficient accommodation and stipulation of pensions equal to their basic pay on retirement.

The resolutions appearing on the agenda were sponsored by members of the PMLN (six), , four each by MQM and PPPP members. Female legislators tabled eight resolutions while their male counterparts tabled six.

#### 4.2. 1 Issues raised through resolutions

##### Defence Day

During the fourth sitting, the House passed a resolution to commemorate 6 September as the Defence Day, paying tribute to soldiers who embraced martyrdom in the line of duty. Parliamentarians shared their views on the subject through a 51-minute debate.

##### Industrial fires

The House expressed grave concern about the September 11 factory fires in Lahore and Karachi which collectively killed more than 250 people and declared the tragedies a national disaster. The resolution called upon the provincial governments of Punjab and Sindh to conduct judicial probes into the two incidents. Apart from investigating the owners and government officials for not providing sufficient facilities to employees and not enforcing relevant rules, the resolution also demanded "necessary legislation...to prevent future tragedies like these."

##### Defamatory video clip in the US

Adopting a resolution on the airing of a defamatory video on social media by an American citizen on the eve of September 11, the House maintained: "Such actions, synchronized with commemoration of atrocious events like 9/11, provoke hatred, discord and enmity within societies and between peoples of various faiths." The resolution asserted that Islam is a peaceful religion and a strong proponent of inter-faith harmony and believes that all manifestations of extremist tendencies must be opposed.

##### Disabled citizens

Introduced by a PPPP female parliamentarian, the fourth resolution adopted by the House urged the government that all public buildings, including the Parliament House building and Parliament Lodges "must be equipped with ramps, railings and elevators making them accessible for the physically disabled." It maintained that this would eradicate logistic problems impairing the productivity of the physically challenged members of the society.

#### 4.3 Motion under Rule 259

Under Rule 259 any minister or member may give a motion that any policy, situation, statement or any other matter maybe taken into consideration. No question is allowed at the conclusion of the debate unless any minister or a member, with the consent of the Chair, moves a substantive motion immediately after, in appropriate terms, in which case a question can be put.

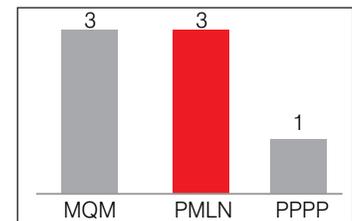
Out of the 13 motions under rule 259, only one on the deteriorating law and order in the country was debated in the House. It was sponsored by a PPPP legislator. The rest remained unaddressed.

Table 4.3: Motion under Rule 259

Sitting No.	Motion under Rule 259	Status
2nd	This House may discuss the situation arising out of non-existence of unified civil structure for all grades causing disparity in the Federal Government servants	Not Taken Up
	This House may discuss the situation arising out of non-provision of free of cost medicines to patients in Pakistan Institute of Medical Sciences (PIMS)	Not Taken Up
	This House may discuss the problems being faced by the industries due to load shedding in the Punjab	Not Taken Up
	This House may discuss the situation arising out of excessive billing of gas and electricity	Not Taken Up
	This House may discuss the increasing deficit in Pakistan Railways (P.R)	Not Taken Up
3rd	This House may discuss the law and order situation in the country.	Debated by the House
7th	This House may discuss the situation arising out of non-provision of security in and around the graveyards in Islamabad	Not Taken Up
	This House may discuss the adverse effects on health due to non-availability of clean drinking water in the Federal Capital Area	Not Taken Up
	This House may discuss the performance of Pakistan International Airlines (PIA)	Not Taken Up
	This House may discuss the shortage of government quarters in Islamabad	Not Taken Up
	This House may discuss the situation arising out of entry fee being charged from the citizens at the airports in the country	Not Taken Up
	This House may discuss the situation arising out of non-initiation of development work on Park Enclave in Islamabad	Not Taken Up
	This House may discuss the problems being faced by the industries to load shedding in Punjab	Not Taken Up

The House bypassed motions on national issues such as non-existence of a unified civil structure, industrial losses due to load shedding in Punjab, excessive billing of gas and electricity, unavailability of free medicine in Pakistan Institute of Medical Sciences (PIMS), deficit in the Pakistan Railways, and drinking water.

These motions were sponsored by seven MNAs, three each of MQM and PMLN and a single PPPP member.



**4.4 Standing Committee Reports**

During the 45th session eight Standing Committee reports appeared on the agenda. However only the report submitted by the Standing Committee on Finance, Revenue and Planning and Development regarding the Pakistan Coinage (Amendment) Bill 2010 was taken up by the House.

The committee was asked to examine the bill which seeks to make amendments in the section 6 and the substitution of section 13 of the Pakistan Coinage Act 1906.

The State Bank, in view of the pressure exerted by public, banks and business community, has recommended the elimination of decimal/old coins from the economy owing to their diminishing transaction in daily life due to their negligible worth and acceptance in the economy. According to the statement of objectives of the new amendment bill, Pakistan Mint has requested for the return of the decimal/old coins for recycling/re-melting in order to save government resources spent on metal for making one and two rupee coins<sup>1</sup>.

Table 4.4: Standing Committee Reports

Sitting No.	Name of Standing Committee Reports	Status
2nd	The delay in the presentation of the report of the Standing Committee on the Bill further to amend the Code of Criminal Procedure 1898 [The Code of Criminal Procedure (Amendment) Bill, 2008]	Not Taken Up
	The Public Complaints (Speedy Redress of Grievances) Bill 2008	Not Taken Up
3rd	The Intellectual Property Organization of Pakistan Bill 2012	Not Taken Up
6th	The Pakistan Coinage (Amendment) Bill 2010	Taken Up
7th	The Code of Criminal Procedure (Amendment) Bill 2011	Not Taken Up
	The National Database and Registration Authority (Amendment) Bill 2011	Not Taken Up
	The Representation of the People (Amendment) Bill 2011	Not Taken Up
	The Political Parties Order (Amendment) Bill 2010	Not Taken Up

<sup>1</sup> The Pakistan Coinage (Amendment) Bill, 2010. See National Assembly website.

#### 4.5 Matter of Public Importance

The Speaker may allot, before taking up the last calling attention notice, last half hour of a sitting on a private members' day for raising discussion on a matter of urgent public importance, including matters which have been the subject of a recent question, starred or un-starred"<sup>2</sup>.

A single matter of public importance on the prevalent energy crisis in the country – sponsored jointly by male and female members of PMLN – was not taken up by the House.

#### 5.0 Order and Institutionalization

This section deals with issues raised through points of order and the time consumed by them. It also reviews the questions of privileges, the instances of protests, walkouts or boycotts during the session.

##### 5.1 Points of Order

A point of order is raised to address an apparent breach in the rules of parliamentary procedure while an assembly's business is underway, and usually requests the chair's ruling on the issue. This section looks at the points of order raised during the session and the decisions taken to resolve them.

Legislators moved 138 points of order – 17 per sitting – consuming 28% (5 hours and 58 minutes) of the session's time. None of them received the Chair's formal ruling, thus having no contribution in the assembly output.

Table 5.1: Points of Order

Sitting No.	Points of Order	Time Consumed (Minutes)
1st	15	63
2nd	24	85
3rd	0	0
4th	10	14
5th	20	33
6th	16	42
7th	46	113
8th	7	8
<b>Total</b>	<b>138</b>	<b>358</b>

A total of 60 issues were raised through these 138 points of order, including the Rimsha Masih case, the Local Government Ordinance in Sindh, law and order, the industrial fires in Karachi and Lahore, Balochistan related issues, FATA related issues, health, education, Defence Day, new provinces, energy and power etc.

Sr. No.	Issue	POs
1.	Welcomed and praised the Speaker	20
2.	Rimsha Masih case	8
3.	Business of the House	7
4.	Local government ordinance in Sindh	7
5.	Law and Order	6
6.	Natural Calamities	6
7.	UN delegation on enforced disappearances	5
8.	Conduct of the House	4
9.	Defence day (6th September)	4
10.	Industrial fires in Lahore and Karachi	4
11.	Power (electricity cut at parliament lodges)	4
12.	Power Outages	4
13.	Request for Fateha	4

<sup>2</sup> Rule 87, section(1), Rules of Procedure and Conduct of Business in the National Assembly, 2007

Sr. No.	Issue	POs
14.	Welcomed Turkish delegation	4
15.	Bahawalpur state	3
16.	Balochistan related issues	3
17.	Health	3
18.	Minorities Affairs	3
19.	New Provinces	3
20.	Parliamentary discipline	3
21.	Perks and Privileges of Members	3
22.	Petroleum Prices	3
23.	Prayer Break	3
24.	South Punjab Province	3
25.	Corruption	2
26.	Education	2
27.	Energy (personal electricity bills)	2
28.	NADRA (issuance of arms licence )	2
29.	PIAC	2
30.	Southern Punjab issues (floods and corruption)	2
31.	Terrorism	2
32.	Ahmedis - (spoke about historical importance of 7th September 1974, and offered congratulations, asked government to take notice of Ahmedis' activities)	1
33.	Blasphemy(video on YouTube)	1
34.	Business Advisory Committee	1
35.	Communications (b/w Chitral and Islamabad)	1
36.	Criticism of CDA	1
37.	Criticism of ministers	1
38.	Criticism on Opposition	1
39.	Criticism on UN (Kashmir issue)	1
40.	Cross border attack in Bajaur	1
41.	Defamation of politicians	1
42.	Democracy	1
43.	Development Funds	1
44.	Drone Attacks	1
45.	FATA related issues	1
46.	Fateha	1
47.	Floods in Punjab and Sindh ( Fateha and rehabilitation)	1
48.	Illegal immigration	1
49.	Journalism (Non-issuance of funds for Housing colony for journalists)	1
50.	Karachi Related Affairs	1
51.	Mistreatment of parliamentarians	1
52.	Ousting of ex-prime minister (Yusuf Raza Gilani)	1
53.	Power (electricity connection at her home had been cut)	1

Sr. No.	Issue	POs
54.	Power (electricity connection at his home had been cut despite payment of bill)	1
55.	Power(Non-issuance of funds for power projects)	1
56.	Praise of parliamentarians	1
57.	Railways (employees salary and pension)	1
58.	Sectarian violence (against Shias)	1
59.	Security of parliament lodges	1
60.	Target Killings	1

## 5.2 Protests, Boycotts and Walkouts

The proceedings were disrupted by five walkouts and three boycotts consuming 16% (three hours and 25 minutes) of the session's time. In the first sitting the government ally ANP staged a 17 minute walkout to protest the petroleum price hike in the country. ANP legislators walked out of the fifth sitting on the issuance of local government ordinance in Sindh and boycotted the remaining session. The price hike in petroleum products was protested by ANP, MQM and PMLN legislators through walkouts consuming 59 minutes. PMLN legislators also raised their voice over the deteriorating law and order in the country.

**Table 5.2: Protest/Walkout/Boycott**

Sitting No	Party	Reason	Time (Min.)	Protest/Walkout/Boycott
1st	PMLN	Deteriorating law and order in the country and increase in price of petroleum products	37	Walkout
	ANP	Increase in the prices of petroleum	17	Walkout
	MQM		5	Walkout
5th	ANP	Issuance of local government ordinance in Sindh	73	Walkout
6th	ANP		-	Boycott
7th	ANP		-	Boycott
8th	ANP		-	-
	PML	The Chair didn't allow the member to speak on a point of order	73	Walkout
<b>Total</b>			<b>3 hours and 25 Minutes</b>	

## 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.

# 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, Sindh and Khyber Pakhtunkhwa in 2010, 2011 and 2012
- Implemented a unique methodology to observe parliamentary proceedings under its Parliamentary Watch Project
- 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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