

FAFEN Parliament Monitor

49th Session

National Assembly of Pakistan
(January 21 – February 8, 2013)



Free and Fair Election Network

List of Abbreviations

ANP	Awami National Party
BNPA	Balochistan National Party-Awami
CAN	Calling Attention Notice
CDA	Capital Development Authority
FATA	Federally Administrated Tribal Areas
FIA	Federal Investigation Agency
IND	Independent
MMAP	Muttahida Majlis-e-Amal Party
MQM	Muttahida Quami Movement
NEPRA	National Electric Power Regulatory Authority
NPP	National People's Party
PML	Pakistan Muslim League
PMLF	Pakistan Muslim League-Functional
PMLN	Pakistan Muslim League-Nawaz
PO	Point of Order
PPPP	Pakistan People's Party Parliamentarians
PPPS	Pakistan People's Party-Sherpao
PTCL	Pakistan Telecommunication Company Limited
WAPDA	Water and Power Development Authority



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

Executive Summary

Marked by passage of four education related bills amid walkouts on the imposition of Governor's rule in Balochistan and the debate over creation of new provinces, the 49th session of National Assembly witnessed a historic change in the rules of procedure allowing standing committees power to scrutinize ministerial budgetary proposals before made part of the federal budget.

Passed in the seventh sitting, under the amendment in rule 201 of the Rules of Procedure, "Each ministry shall submit its budgetary proposals relating to Public Sector Development Program (PSDP) for the next financial year to the relevant standing committee not later than the 31st January of preceding financial year and the standing committee shall make recommendations thereon not later than the 1st March of the preceding financial year."

Interestingly in this session more private members' bills – three – were passed than the government bills – one. The sole government bill passed during the session - the Islamabad Capital Territory Private Educational Institutions (Registration and Regulation) Bill 2012 - seeks to regularize private educational institutions in Islamabad. The three private members' bills passed during the session called for establishing universities in Lahore and Islamabad, including a South Asian Strategic Stability Institute (University). Additionally eight government and five private bills were introduced and sent to the relevant standing committees.

The session witnessed 18 walkouts consuming 557 minutes – 38% of the session time. Nearly half of the protests were staged by MMAP members over the imposition of Governor's rule in Balochistan. Apart from recording their protests on the floor, legislators walked out of the house amid debate over creating new provinces. However the debate over law and order and power shortages remained in the background.

The house left 66% agenda items listed on the orders of the day unaddressed as it witnessed low attendance and participation of legislators. The session addressed 34% of 160 agenda items - 75 private and 85 government - appearing on the orders of the day, including four bills, ten calling attention notices, a resolution, a privilege motion and a motion under rule 259. One resolution was introduced as supplementary agenda.

The session from January 21 to February 8, 2013 lasted a little more than 24 hours. All 12 sittings lasting an average two hours remained 52 minutes behind schedule. Members' attendance remained low throughout the session. On average 59 (17%) members were present at the beginning, 48 (14%) at the end and a maximum 118 (35%) were present at any one point during each sitting. These figures are based on headcounts conducted by FAFEN observer since the National Assembly does not make attendance record of legislators' public.

The Prime Minister and the Leader of the Opposition each attended a single sitting. The Speaker chaired 5% of the proceedings, the Deputy Speaker 51% while the remaining 44% of the session was presided over by members of Panel of Chairpersons. The parliamentary leaders also did not take an active part in the session. On average parliamentary leaders attended three sittings during the session. However attendance of chief whips was relatively better as they attended at least half of the sittings, with the exception of PMLF and

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 Parliamentary Watch and Reforms Program (PWR), 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 PWR 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 PWR 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.

MQM. Members' participation was low. Only 23 members (7%) submitted agenda, 79 (23%) debated it and (43) 13% did both.

One of the 15 resolutions appearing on the orders of the day was unanimously adopted. Jointly moved by Independents and PPPP, ANP, MQM lawmakers, the resolution called on the government to recognize the services of the provincial legislators killed in terrorists' attacks in Karachi and Peshawar.

Ten standing committee reports were presented in the house during the session. Apart from the report of the Standing Committee on Rules of Procedure and Privileges which led to change in the rule 201 on budget process, the Public Accounts Committee presented a report on the refusal of the Supreme Court registrar to appear before the PAC. A commission on creating new provinces out of Punjab also presented its report in the house during the session.

As many as 569 questions - 234 starred and 335 unstarred – were asked by 52 legislators. A total of 392 questions were responded to by ministries as MNAs asked 70 supplementary questions.

The construction of housing societies on fertile agricultural land, shortage of petrol, Higher Education Commission's expenditures, corruption by Federal Board of Revenue, unauthorized occupation of government quarters, outstanding loans and performance of Pakistan Steel Mills, and increase in electricity and gas tariffs were some of the issues highlighted through ten calling attention notices on which legislators received government assurances.

On 122 points of order, among other issues legislators expressed their views on the Governor's rule in Balochistan and the creation of new provinces. Members' speeches and the treasury's rejoinders on points of order consumed 40% of the proceedings' time.

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. FAFEN had to acquire ad-hoc measures to observe this session as well.
2. The National Assembly should consider keeping a public record of parliamentary business similar to that presented in this FAFEN report so that constituents can be informed over time about the performance of their elected representatives.
3. Complete information (and relevant documents) about all assembly's business should be available to all Members, especially regarding the progress of legislation, calling attention notices (CANs), and other key policy decision-making processes. Such information should also be available to the public on the assembly's websites and/or at the assembly's secretariat.
4. Transcripts of all substantive discussion in the assembly on policy matters – especially debate on legislation – should be available on the assembly's website immediately after it takes place. Most of the times, vital pieces of legislation are passed without the necessary three readings of the bill. During the course of the session, a total of four bills were passed. The information regarding the voting and the readings is still not updated on the assembly's website.
5. The Secretariat should keep records of actual time spent by members in the assembly chamber and especially whether there is a quorum. This information should be publicly available. FAFEN has made repeated attempts to get the attendance document of the members. Low members' attendance was observed during the session.
6. No vote should be allowed, especially on legislation, without a quorum. The issue of lack of quorum has persisted for a long time. It seems that the opposition and the treasury benches have reached an unwritten understanding over not pointing out quorum.
7. Efforts should be made to understand and address why 57% of the members did not participate actively in the 49th session.
8. 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.

9. The chair should be responsible for ensuring that business planned in the orders of the day is accomplished during each sitting or at least during a full session, particularly with regard to consideration of legislation, resolutions, and CANs.
10. Additional orientation and training of members is needed regarding their fundamental responsibilities, especially to their constituents as well as basic parliamentary procedures, particularly those that are commonly misused, such as points of order. A total of 122 points of order were raised, which consumed 40% of total time. None of the points of order raised attracted formal ruling of the chair.
11. The secretariat should develop publicly accessible mechanism to track government assurances given to the assembly and progress made against each assurance.
12. A full-day sitting should be allotted to issues related to constituencies at least once in a session as the existing half an hour of each sitting allowed for this purpose by the Rules of Procedures and Conduct of Business is inadequate, compelling the members to raise constituency issues on points of order.

The following table presents a comparative statistical analysis of the status and number of agenda items appearing on the orders of the day, during the 48th and 49th session.

Table: Comparison of the 48th and the 49th sessions on the basis of the orders of the day

Sr. No	Agenda Items	48thSession	49th Session
1	Starred Questions Taken Up	58	42
2	Starred Questions Not Taken Up	166	174
3	Unstarred Questions	266	335
4	Calling Attention Notices Taken Up	11	10
5	Calling Attention Notices Not Taken Up	2	6
6	Legislative Business Taken Up	16	17
7	Legislative Business Not Taken Up	6	9
8	Standing Committee Reports Presented	7	10
9	Standing Committee Reports Not Presented	2	3
10	Motion Under Rule 259 Taken Up	2	1
11	Motion Under Rule 259 Not Taken Up	10	17
12	Resolutions Taken Up	2	1
13	Resolutions Not Taken Up	12	14
14	Matter of Public Importance Taken Up	1	0
15	Matter of Public Importance Not Taken Up	1	0
16	Amendment to the Rules and Procedure Taken Up	0	1
17	Amendment to the Rules and Procedure Not Taken Up	2	1
18	Points of Order	182	122

1.0 Session Duration and Members' Participation

This section deals with the duration the National Assembly met for 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 a member is recorded when he or she takes part in the proceedings of the house, or submits an agenda item. It also reviews the presence of the Speaker, Deputy Speaker, Prime Minister, Leader of the Opposition and parliamentary leaders.

All sittings during the session witnessed delays as the house witnessed low attendance and participation by parliamentarians. Lawmakers from Sindh, Balochistan, FATA and the minorities were observed to be relatively more active during the session.

1.1 Session Time

The session comprising 12 sittings started on January 21 and prorogued sine die on February 8, 2013. The assembly met for 24 hours and 24 minutes at an average of two hours and two minutes per sitting. All sittings remained, on

average, 52 minutes behind schedule. The shortest sitting lasted 10 minutes (February 8), while the longest spanned four hours (January 21). The house took a 41-minute prayer break during the first sitting.

Table 1.1: Session Time Details

Sitting No.	Day and Date	Late Starts	Hours	Minutes
1st	Monday, January 21	60	4	0
2nd	Tuesday, January 22	35	2	21
3rd	Wednesday, January 23	20	2	51
4th	Thursday, January 24	35	1	22
5th	Saturday, January 26	20	2	50
6th	Tuesday, January 29	65	3	1
7th	Wednesday, January 30	142	2	3
8th	Thursday, January 31	50	2	37
9th	Friday, February 01	40	0	55
10th	Monday, February 04	36	0	39
11th	Thursday, February 07	75	1	35
12th	Friday, February 08	50	0	10
Total		52 Minutes	24 hours and 24 minutes	

1.2 Members Participation

Participation has been classified into three categories – parliamentarians who only tabled agenda item(s) on the orders of the 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 participated in debates as well.

In the 341-member house, 43% members (145) participated during the session. Members participated more keenly in debates (79 members), whereas 23 only submitted agenda; 43 did both.

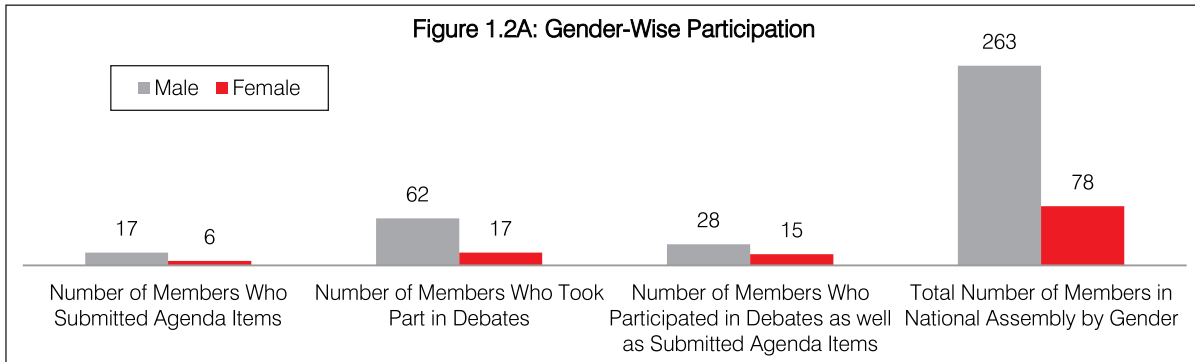
The participation of the PPPP and PMLN legislators – the two largest parties in the National Assembly – stood at 39% and 52%. However, 72% of the total 25 MQM members in the house took part in the proceedings. The members of BNPA, NPP and PMLF did not take part in the session.

Table 1.2: Members Participation

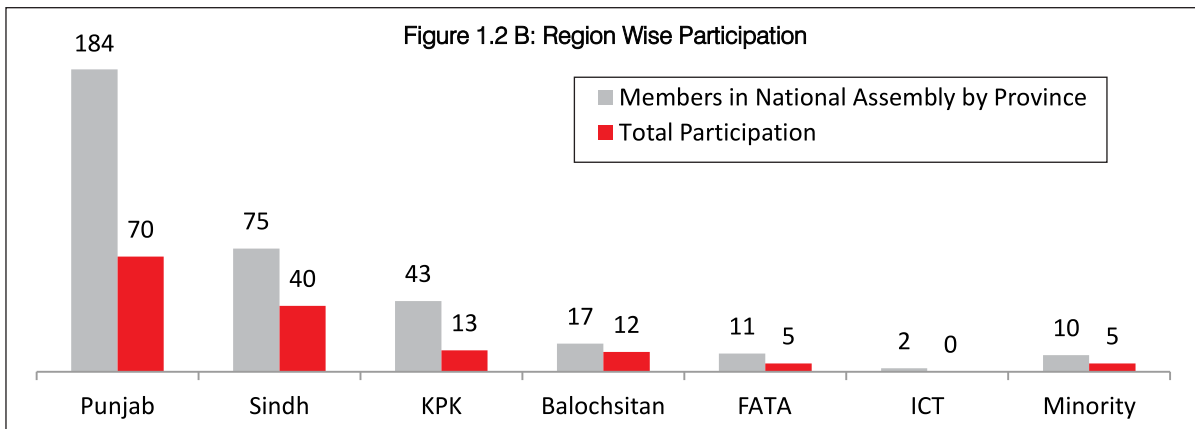
Sr. No.	Political Party	Members Who Submitted Agenda Items	Members Who Took Part in Debates	Members Who Participated in Debates as well as Submitted Agenda Items	Percentage of Members Who Submitted Agenda Items	Percentage of Members Who Participated in Debates	Percentage of Members Who Submitted Agenda Items And Participated in Debates	Total Members in National Assembly by Party
1	ANP	0	4	0	0%	31%	0%	13
2	BNPA	0	0	0	0%	0%	0%	1
3	IND	0	7	0	0%	39%	0%	18
4	MMAP	0	5	0	0%	63%	0%	8
5	MQM	1	5	12	4%	20%	48%	25
6	NPP	0	0	0	0%	0%	0%	1
7	PML	1	12	1	2%	24%	2%	49
8	PMLF	0	0	0	0%	0%	0%	5
9	PMLN	6	21	20	7%	23%	22%	92
10	PPPP	15	24	10	12%	19%	8%	127
11	PPPS	0	1	0	0%	100%	0%	1
	Total	23	79	43	7%	23%	13%	341

Currently, there are 263 males and 78 females in the lower house. Relative to their respective strengths in the house, nearly half of the total women participated in the session's proceedings compared to 41% of their male counterparts.

Male and female legislators remained more active in airing their opinions during debates than submitting agenda on the orders of the day.



In the wake of law and order situation in Balochistan and Sindh, 71% and 53% members representing the two provinces respectively participated during the session, while less than half from other provinces did so. Five out of the 11 FATA members took part in the proceedings, while parliamentarians from the Islamabad Capital Territory (ICT) abstained from participating in the session. Five out of ten minority members, on average, participated in the session.



1.3 Members' Attendance

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.

Low attendance persisted during the session. On average only 59 (17%) members were present at the outset and 48 (14%) at the adjournment and a maximum 118 members (35%) were sighted in the plenary, per sitting. On average, six of the ten minority members attended the session.

According to clause (2) of Article 55 of the Rules of Procedure and Conduct of Business of the National Assembly, if at any time during a sitting, attention of the chairperson is drawn to the fact that less than one-fourth of the total membership of the assembly is present, he shall either suspend the business of the assembly until at least one-fourth of such membership is present, or cause the bells to be rung for five minutes, but if no quorum is available even on resumption of the proceedings after suspension or, when the bells stop ringing, he shall adjourn the sitting for the next working day: provided that the suspension of the business of the sitting shall not be for more than one hour.

The quorum was visibly lacking at various stages in nearly all sittings during the session. However, it was pointed out only once by a PMLN legislator during the last sitting, which was adjourned.

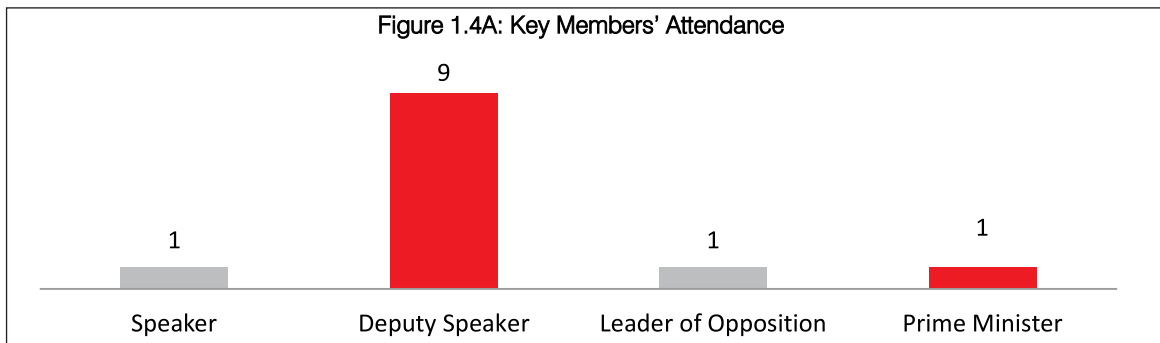
Table 1.3: Members' Attendance

Sitting No.	Members at the Outset	Members at the end	Maximum Members	Minority Members Present
1st	56	47	182	4
2nd	41	65	120	6
3rd	27	56	148	5
4th	41	82	118	7
5th	18	30	48	4
6th	88	60	152	8
7th	145	36	168	10
8th	56	14	116	9
9th	62	55	108	5
10th	53	16	63	4
11th	66	72	136	4
12th	53	42	62	3
Average	59	48	118	6

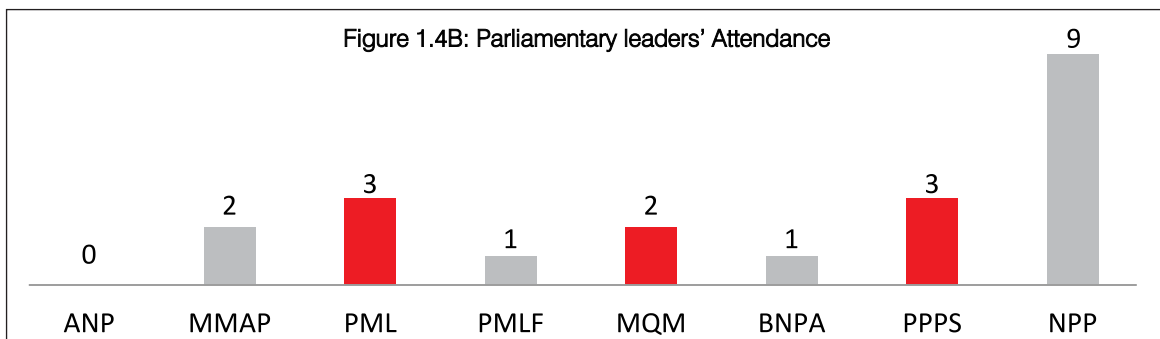
1.4 Key Members' Attendance

Attendance in sittings is crucial for members, especially those holding important positions (Speaker, Deputy Speaker, Prime Minister and the Leader of the Opposition) to perform their legislative and representative roles.

The Prime Minister, the Leader of the Opposition each attended a single sitting during the proceedings. The Speaker chaired 5% of the proceedings, the Deputy Speaker 51% while the remaining 44% of the session was presided over by members of Panel of Chairpersons.



The ANP parliamentary leader did not attend the session. However, the PML party head attended three sittings, followed by MMAP and MQM two sittings each and a single sitting was attended by the PMLF party leader. Among the single member parties, the NPP member attended nine sittings, PPPS three and a single sitting was attended by the BNPA member.



On the other hand, the attendance of chief whips, responsible for maintaining discipline in their parties, was much better. All chief whips were present in at least half of the sittings.

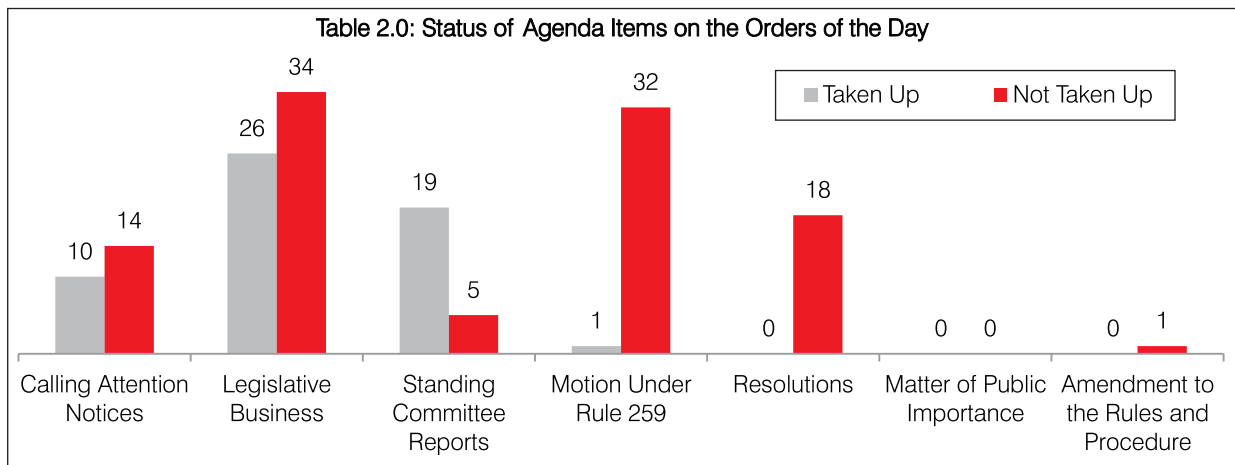
2.0 Orders of the Day

Overall 66% (106 of 160) agenda items on the orders of the day were left unaddressed. There were 75 agenda items appearing on two private members days and 85 on ten days assigned for government business.

Apart from the ambitiously set private members agenda, another reason for not addressing agenda items could be repeatedly putting them on the orders of the day if they are not taken up. A calling attention notice not taken up during the first sitting was addressed during the second sitting.

Tuesday, a private members' day in National Assembly, fell on the second and sixth sittings. On average 37 items appeared on the agenda each day. The house did not take up 63% of the agenda appearing on the private members days, compared to 58% government agenda not addressed during the session.

However, the regular agenda of the second and the eighth sittings was set aside as supplementary agenda in the form of two resolutions was introduced. One of the resolutions recommending the government to give awards to martyred legislators from Khyber Pakhtunkhwa and Sindh was adopted by the house.



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.

The question hour was not held during four sittings; twice according to rules and as many times on other occasions based on the Speaker's discretion. Legislators mostly submitted unstarred questions – requiring written response – to the ministries/departments.

3.1 Questions and Responses

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

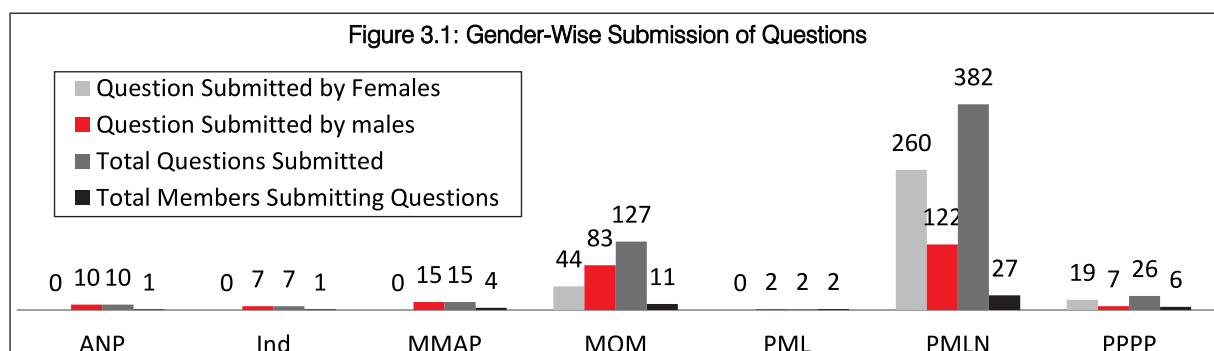
As many as 569 questions – 234 starred and 335 unstarred – were submitted by 52 MNAs during the session. A total of 392 questions were fully responded to, including 42 starred questions taken up on the floor. Additionally, 70 supplementary questions were asked to get further clarity on the responses to the questions.

The Speaker dispensed with the question hour twice; once on the occasion of Eid-e-Milad-un-Nabi and again to offer condolences on the demise of former Chief Minister of Balochistan. According to the rules and procedures of the National Assembly, the question hour was not held on two private members' day – the 2nd and the 6th sittings.

Table 3.1A: Sitting-wise Question Hour Statistics

Sitting No.	Starred Questions	Starred Questions taken up	Starred Questions Not taken up	Supplementary Questions
1st	23	6	17	7
2nd	Private Member's Day			
3rd	21	8	13	5
4th	27	7	20	6
5th	41	0	41	0
6th	Private Member's Day			
7th	24	6	18	20
8th	15	9	6	19
9th	15	0	15	0
10th	25	0	25	0
11th	25	6	19	13
12th	18	0	0	0
Total	234	42	174	70

Sixteen females and 36 males submitted questions during the session, both submitting more unstarred questions on the agenda. The opposition PMLN submitted 67% of the questions followed by 22% by the coalition member MQM. Men and women from both parties addressed maximum questions to the Ministries of Water and Power, and Interior.



An analysis of the province wise submission of questions reveals that maximum questions were submitted by lawmakers from Punjab (365), followed by MNAs from Sindh (157), KP (31) while the lawmakers from Balochistan submitted 16 questions.

As many as 38 ministries received questions during the session. Nearly half of the questions submitted were addressed to four ministries: the Ministry of Water and Power (17%), followed by Interior (12%), and more than 9% to both the Cabinet Secretariat, and Defence.

Table 3.1B: Ministry-Wise Submission of Questions

Sr. No.	Ministry	Total
1.	Water and Power	100
2.	Interior	71
3.	Cabinet Secretariat	54
4.	Defence	50
5.	Finance & Revenue	36
6.	Petroleum and Natural Resources	34
7.	Railways	30
8.	Commerce	28
9.	Foreign Affairs	18
10.	National Regulations and Services	14

Sr. No.	Ministry	Total
11.	Capital Administration and Development	13
12.	Inter Provincial Coordination	13
13.	Communications	12
14.	Industries	12
15.	Housing	8
16.	Parliamentary Affairs	8
17.	Education and Trainings	7
18.	Human Resources	6
19.	Information and Broadcasting	6
20.	Law and Justice	6
21.	Postal Services	6
22.	Religious Affairs	5
23.	National Food Security and Research	4
24.	Overseas Pakistanis	3
25.	Production	3
26.	Textile Industries	3
27.	Works	3
28.	Economic Affairs and Statistics	2
29.	Information Technology	2
30.	Kashmir Affairs and Gilgit-Baltistan	2
31.	National Heritage and Integration	2
32.	Science & Technology	2
33.	Climate Change	1
34.	Defence Production	1
35.	Establishment Division	1
36.	Human Rights	1
37.	Narcotics Control	1
38.	States & Frontier Regions	1
	Total	569

3.2 Calling Attention Notices (CANS)

This section highlights the efforts of members in raising matters of public interest through calling attention notices. Under rule 88 (chapter XI) of the Rules of Procedure and Conduct of Business, a member may 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 at a later hour or date provided that no more than one notice shall be allowed to a member per sitting.

Ten out of 15 CANS appearing on the orders of the day were taken up by the house. Legislators mostly pointed out national and constituency based issues such as the construction of housing societies on fertile agricultural land, shortage of petrol, HEC's expenditures, corruption by FBR, increased prices of cement, unauthorized occupation of government quarters, nonpayment of wages to laborers in brick kilns, outstanding loans and performance of Pakistan Steel Mills, increase in electricity and gas tariffs.

Issues related to shortage of gas in some sectors in Islamabad, possession of plots in Park Enclave Islamabad and recovery of illegal explosives in Karachi were not taken up.

Table 3.2: Calling Attention Notices

Sitting No.	Calling Attention Notice	Party	Ministry	Status	Brief Statement
1st	Increasing number of housing societies and construction of buildings on fertile agricultural land in Islamabad	PPPP	Interior	Taken Up	Two housing schemes have submitted applications for permission for construction. As Zones 4 and 5 are under CDA ,the Cabinet Secretariat is answerable for these areas.
2nd	Acute shortage of petrol in various cities of the country	PMLN	Petroleum and Natural Resources	Taken Up	A meeting was called under the Chairmanship of Director General Oil, and other representatives from OMC and OGRA, they all attended the meeting and a team was set to solve the problem. We faced two issues - one was the shortage of all of a sudden and the Sui Gas Stations were shut down. Because of the long march in Islamabad, rumours about shortage of petrol led to a panic-like situation.
	Payment of 1,100,000 rupees by Higher Education Commission (HEC) for the membership of Islamabad Club for its Chairman and foreign trips of the officers of the Commission during the last year	PPPP	Education and Trainings	Taken Up	The HEC Chairman was asked to reply to the calling attention notice but he has refused to cooperate with the National Assembly.
3rd	Adjustment of three billion rupees against input tax by the FBR on fake invoices to bogus individuals and companies in the first four months of the current fiscal year	PMLN	Finance, Revenue, Economic Affairs, Statistics and Planning and Development	Taken Up	A Rs1.8 billion fraud has been detected in 81 cases in 2013. To eradicate corruption, a new system will be implemented.
4th	Increase in the prices of cement by Rs50 per bag in the country	PMLN	Industries	Taken Up	Though now it is a provincial matter, it is important to mention that the prices of furnace oil, coal electricity, and gas have gone up, leading to increase in the prices of cement. Moreover 1.6 million metric cement is being exported.
6th	Non-vacation of government quarters by the Estate Office, Islamabad from the unauthorized occupants	PPPP	Housing	Taken Up	Five lac employees have only 18000, houses. Illegal land grabbers get stay orders from the court. For further construction of houses, a summary has been sent to the Prime Minister
7th	Non-supply of gas to sectors G-7/3-3 and G-7/3-2, Islamabad for the last one month	PMLN	Petroleum and Natural Resources	Not taken up	
	Non-payment of wages to the laborers of kilns in Islamabad prescribed by the government	MQM	Interior	Taken Up	There are 19 brick kilns in Islamabad where 989 workers are employed. Challans have been issued against their employers

Sitting No.	Calling Attention Notice	Party	Ministry	Status	Brief Statement
8th	More than 85 billion rupees increase in the loan of Pakistan Steel Mills and its lowest production capacity	PMLN	Production	Taken Up	An iron ore contract has been signed with Australia, its production is 16% currently. Pakistan Steels Mills will be in profit when the productivity reaches 45% .
	Increase in the power tariff by Rs1.30 per unit by NEPRA	MQM	Cabinet Secretariat	Taken Up	NEPRA is an independent organization under the supervision of Cantt Division, it cannot ignore the parliaments recommendations. The agreement of Iran power supply project is in its final stages
11	Increase in the gas tariff with effect from 1st January, 2013	PMLN	Petroleum and Natural Resources	Taken Up	Gas worth 400 rupees is being supplied at 100 rupees to the public. Every individual is receiving 300 rupees subsidy per MMBtu
12th	Illegal explosives and recovery thereof in huge quantity in Karachi	MQM	Interior	Not taken up	
	Not giving possession of plots to the allottees in Park Enclave Islamabad	PPPP	Cabinet Secretariat	Not taken up	

3.3 Motion under rule 259

Any minister or a member may give notice of a motion that any policy, situation, statement or any other matter may be taken into consideration. No question shall be put 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 shall be put.

One of the eighteen motions under rule 259 appearing on the orders of the day was taken up. It called for a debate on law and order in the country.

Eighteen members sponsored the motions – nine female, six males. PMLN lawmakers took the lead in submitting motions as 12 MNAs from the party submitted motions, followed by five MQM members and one legislator from PPPP.

Table 3.3: Motions under rule 259

Sr. No.	Subject of Motion Under Rule 259	Party
1	Decrease in the value of Pakistani rupee compared to dollar	MQM
2	Performance of Pakistan's embassies abroad	PMLN
3	Allotment of government quarters to the employees on merit	PMLN
4	Use of narcotics by youth in the Islamabad Capital Territory	PMLN
5	Performance of Ministry of Finance regarding non-transfer of Export Development Fund to quarter concerned	PMLN
6	The situation arising out of non-vacation of government quarters by the Estate office Islamabad from the unauthorized occupants	PMLN
7	The situation arising out of the supply of free of cost electricity to employees of Water and Power Development Authority (WAPDA)	MQM
8	The situation arising out of excessive billing of electricity	MQM
9	The situation arising out of delay in completion of Pak-Iran gas pipeline project	PMLN
10	The situation arising out of non-transparent distribution of fertilizers in the country	PMLN
11	The situation arising out of non-provision of security in and around the graveyards in Islamabad	MQM
12	The performance of Pakistan International Airlines (PIA)	MQM
13	The situation arising out of the non-construction of new dams in the country	PMLN
14	The performance of Pakistan Electronic Media Regulatory Authority (PEMRA) with special reference to its failure to control obscenity on TV channels	PMLN

Sr. No.	Subject of Motion Under Rule 259	Party
15	The situation arising out of use of narcotics by the youth in the Capital Territory	PMLN
16	The situation arising out of delay in completion of Pak-Iran Gas pipeline project	PMLN
17	The shortage of government quarters in Islamabad	PMLN
18	The law and order situation in the country	PPPP

4.0 Parliamentary Outputs

Lawmaking is one of the most important functions of the parliament. This section evaluates the presentation, introduction, passage and subject-matter of legislation, resolutions and the parliamentary reports during the session.

Legislation comes in the form of government bills, private-member bills, and ordinances. Both government and private bills were on the agenda in this session. In this session more private members' bills – three – were passed than the government bills – one.

The resolutions appearing on supplementary agenda were given precedence to those appearing on the orders of the day. Standing committee reports, other reports, on proposed legislation reviewing technical aspects, making recommendations etc. were presented before the house.

4.1 Government Bills

The sole government bill passed during the session - the Islamabad Capital Territory Private Educational Institutions (Registration and Regulation) Bill 2012 - seeks to regularize private educational institutions in Islamabad. Eight government bills were introduced and sent to the standing committees and two were not taken up.

Table 4.1: Government Bills

Sr. No.	Government Bills	Status
1	The Islamabad Capital Territory Private Educational Institutions (Registration and Regulation) Bill 2012	Passed
2	The Global Change Impact Studies Centre Bill 2013	Introduced
3	The Cost and Management Accountants (Amendment) Bill 2013	Introduced
4	Services of Pakistan (Redressal of Under-Representation) Ordinance 2012	Introduced
5	The Shaheed Zulfiqar Ali Bhutto Medical University (PIMS), Islamabad, Bill 2013	Introduced
6	The Stock Exchanges (Corporatization, Demutualization and Integration) (Amendment) Bill 2013	Introduced
7	The National Counter Terrorism Authority Bill 2013	Introduced
8	The Defence Housing Authority Islamabad Bill 2013	Introduced
9	The Wafaqi Mohtasib (Ombudsman) Order (Amendment) Ordinance 2012	Introduced
10	The Federal Employees Benevolent Fund and Group Insurance (Amendment) Bill 2013	Not Taken Up
11	The Anti-terrorism (Amendment) Bill 2013	Not Taken Up

4.2 Private Members' Bills

Fifteen private members' bills appeared on the orders of the day. Three of them - the Dar-ul-Madina International University Bill 2013, the South Asian Strategic Stability Institute University Islamabad Bill 2013, and the My University Islamabad Bill 2013 - were passed.

Five more private members' bills were introduced and sent to the standing committees. Six bills were not taken up during the session and one was deferred.

Table 4.2: Private Members' Bills

Sr. No.	Private Bills	Status of Bills
1.	The Dar-ul-Madina International University Bill 2013	Passed
2.	The South Asian Strategic Stability Institute University Islamabad Bill 2013	Passed
3.	The My University Islamabad Bill 2013	Passed
4.	The Torture and Custodial Death (Punishment) Bill 2013	Introduced
5.	The General Statistics (Reorganization) (Amendment) Bill 2013	Introduced
6.	The Pakistan Commission of Inquiry (Amendment) Bill 2013	Introduced

Sr. No.	Private Bills	Status of Bills
7.	The National Database and Registration Authority (Amendment) Bill 2013	Introduced
8.	The Falconry Law Bill 2013	Introduced
9.	The Pakistan Citizenship (Amendment) Bill 2013	Not taken up
10.	The Muslim Family Laws (Amendment) Bill 2013	Not taken up
11.	The Legal Practitioners and Bar Council (Amendment) Bill 2013	Not taken up
12.	The Charter of Child Rights Bill 2012	Not taken up
13.	The Criminal Law (Amendment) Bill 2013	Not taken up
14.	The Federal Pension Bill 2013	Not taken up
15.	The Constitution (Amendment) Bill 2013	Deferred

Passed Bills

The Dar-ul-Madina International University Bill 2013

This bill seeks to establish of a new university in Lahore to remove difficulties of the common man in the pursuit of higher education and raise the standard of educational facilities.

The South Asian Strategic Stability Institute University Islamabad Bill 2013

The establishment of the South Asian Strategic Stability Institute (university) in Islamabad aims to make a leading contribution towards regional and international academic and policy-oriented research discourses about South Asian security and stability.

The MY University Islamabad Bill 2013

The bill seeks the establishment of MY University in the federal capital aiming to contribute to the higher education learning in Pakistan by promoting, innovation, research, training and learning in the fields of both social and natural sciences.

4.3 Standing Committee Reports

Of 13 reports on the agenda, ten were presented before the house during the session. Apart from the report of the Standing Committee on Rules of Procedure and Privileges which led to change in the rule 201 on budget process, the Public Accounts Committee presented a report on the refusal of the Supreme Court registrar to appear before the PAC. A commission on creating new provinces out of Punjab also presented its report in the house during the session.

Table 4.3: Reports

Sr. No.	Name of Report	Name of Committee/ Department	Status
1.	The National Database and Registration Authority (Amendment) Bill 2011	Interior	Presented
2.	Matter of non-appearance of Principal Accounting Officer of the Supreme Court of Pakistan before the Public Accounts Committee for examination of Appropriation Accounts/Audit Reports relating to the Supreme Court of Pakistan	Public Accounts Committee	Presented
3.	The Rules of Procedure and Privileges about question of privilege raised by PPPP legislator against FIA officer	Rules of Procedure & Privileges	Presented
4.	The Constitution (Twenty-first Amendment) Bill 2012	Law & Justice	Presented
5.	The report on the Amendment in Rule 234, addition of new Rule 234-A	Rules of Procedure & Privileges	Presented
6.	The report on the Amendment in rule 201, new sub-rule (6)	Rules of Procedure & Privileges	Presented
7.	The National Tariff Commission (Amendment) Bill 2012	Commerce	Presented
8.	The Anti-terrorism (Amendment) Bill 2012	Interior	Presented
9.	The report of the Commission for creation of new Province(s) in the Province of the Punjab	Commission on creation of new provinces	Presented

Table 4.3: Reports

Sr. No.	Name of Report	Name of Committee/ Department	Status
10.	The annual report of the Council of Common Interests for the year 2011-2012	Inter-Provincial Coordination	Presented
11.	The National Tariff Commission (Amendment) Bill, 2012	Commerce	Not-Presented
12.	The Shaheed Zulfiqar Ali Bhutto Medical University (PIMS) Islamabad Bill, 2013	Capital Administration and Development	Not-Presented
13.	The Defence Housing Authority Islamabad Bill, 2013	Defence	Not-Presented

4.4 Resolutions

Through resolutions, the house expresses its opinion, makes recommendations, or conveys a message on a definite and important issue. Resolutions may be moved by ministers or private members.

Out of the 15 resolutions appearing on the orders of the day, one was unanimously adopted. It urged the government to honor the legislators of the Sindh and Khyber Pakhtunkhwa assemblies who have been killed in terrorist acts. This resolution was jointly submitted by the legislators of MQM, PPPP, Independents and ANP.

All other resolutions on increasing the basic salaries of federal employees, performance of the PIA, increasing use of narcotics among youth, railways' deficit, water shortage among others, were not taken up by the house.

Table 3.4: Resolutions

Sr. No.	Resolutions	Party
1.	Government should take steps to fix pension of all the public servants equal to their basic pay on retirement	PMLN
2.	This house may discuss the performance of Pakistan International Airlines (PIA)	MQM
3.	Government should take steps to control narcotics	PMLN
4.	Government should take steps to immediately make increase in the basic salaries of the Federal Government employees according to the ratio of price hike	PMLN
5.	In recognition of meritorious services rendered by members of various legislatures, who have been brutally martyred by firing and bomb blast by terrorists respectively due to their noble cause to serve humanity, the Government should honor the martyred	PPPP MQM Ind ANP
6.	Government should take immediate steps to carry out a forensic audit of Railways	PMLN
7.	Government should take immediate steps to construct new water reservoirs to control the shortage of water in the country	PMLN
8.	Government should take effective steps to end beggary in Islamabad	MQM
9.	Government should take steps to control inflation in the country	PMLN
10.	Government should take steps to immediately make increase in the basic salaries of the Federal Government employees according to the ratio of price hike	MQM
11.	Government should take immediate steps to decrease the Railways deficit	PMLN
12.	Government should take steps for finding alternative energy resources to meet energy crisis in the country	PMLN
13.	Government should take immediate steps to lower the increasing deficit of PIA	MQM
14.	Government should take steps to stabilize the value of Pak Rupee against US Dollar in the country	PMLN
15.	Government should take steps to meet the shortage of government houses in Karachi and Islamabad	PMLN

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 and the instances of protests, walkouts or boycotts during the session.

5.1 Points of Order

Points of order are raised on the floor of the house when a member has to highlight a breach in the assembly rules and procedures and code of conduct. A point of order's admissibility in the assembly output is subject to the chair's ruling.

Speeches by members and treasury rejoinders on 122 points of order consumed nine hours and 45 minutes - 40% of the total session time otherwise allocated for the regular agenda.

Table 5.1: Points of Order

Sitting No.	Points of Order	Time Consumed
1st	13	155
2nd	16	56
3rd	18	104
4th	8	20
5th	0	0
6th	17	103
7th	8	20
8th	16	71
9th	14	29
10th	2	2
11th	10	23
12th	0	0
Total	122	583

Seventy-eight members spoke on 122 points of orders. A maximum issues were highlighted by the PPPP (56), followed by PMLN (41), MQM and PML (14 each), MMAP (13), ANP (12) and the single member of PPPS spoke once to criticize media. In addition, Independent members also highlighted eight issues.

On most of the points of order legislators expressed their views on the issue of creating new provinces, Governor's rule in Balochistan, and law and order situation in the country.

Table 5 :1.1.Issues raised through Points of Order

Sr. No.	Theme	Number of Issues
1.	New provinces	14
2.	Business of the house	10
3.	Southern Punjab affairs (new provinces)	10
4.	Criticism of government	9
5.	Law and Order	9
6.	Balochistan Related Issues	5
7.	Law and order (Killings and assault on workers in Bara)	5
8.	Hazara province Issue	4
9.	Hazara province(Provincial commision report rejected)	4
10.	Removal of Balochistan Government	4
11.	Terrorism	4
12.	Criticism of government (parliamentarians statement regarding Karachi)	3
13.	Governor rule in Balochistan	3
14.	Law and order (Hazara killings in Quetta)	3
15.	Minority issues (kidnapping of Hindu businessman in Umar Kot)	3
16.	Pakistan-India relations (ceasefire violations on LOC)	3
17.	Request for Fateha	3
18.	Balochistan related issues(regularization of teachers)	2
19.	Ban on issuance of weapon licenses	2
20.	Criticism of media	2
21.	Employment (dismissal of employees by Worker Welfare Board in Lahore)	2

Sr. No.	Theme	Number of Issues
22.	Long march (January 2013)	2
23.	Regularization of teachers in FATA	2
24.	Amendment in Rules and Procedures of the National Assembly	2
25.	Southern Punjab issues	3
26.	Abbottabad Commission	1
27.	Anti-democratic forces	1
28.	Awards for martyrs	1
29.	Balochistan related issues (load shedding)	1
30.	Change in Punjab administration	1
31.	Children's welfare	1
32.	Conveyance of gratitude	1
33.	Corruption	1
34.	Criticism of government (New provinces)	1
35.	Criticism of opposition	1
36.	Criticism of PMLN	1
37.	Criticism of Police Department	1
38.	Demand of High Court bench in various district	1
39.	Development funds (non- availability to parliamentarian's on reserved seats)	1
40.	Election commission (ban on development projects and employment)	1
41.	Energy and Power(closure of power plants in jam shoro Larkana)	1
42.	Energy shortage (gas and electricity loadshedding)	1
43.	Family laws (Managing Director PTV Matrimonial case)	1
44.	FATA related issues	1
45.	General Election related issues	1
46.	Government employees wages	1
47.	Governor rule in Balochistan (criticism of JUI)	1
48.	Judiciary (supreme court registrar case)	1
49.	Kargil War (Shahid Aziz's book)	1
50.	KP related issues	1
51.	KP related issues (passport office and sui gas in Swabi)	1
52.	Labour rights	1
53.	Law and order (Kamran Faisal case investigation)	1
54.	Law and order (Karachi ulema killings)	1
55.	Law and order (Karachi)	1
56.	Law and order (killing of politicians in Karachi)	1
57.	Law and order (Killings and assault on workers in Bara, threats to PTCL)	1
58.	Maintenance of democracy	1
59.	Matrimonial Issues (MD PTV case)	1
60.	Minority affairs (request for passage of 23rd amendment bill)	1
61.	Minority issues (law and order in Mirpur Khas)	1
62.	Natural Calamities (Margala tower report)	1
63.	Natural resources (Gas supply)	1
64.	Punjab related issues	1
65.	Respect of parliament	1
66.	Smuggling	1
67.	South Waziristan Issues (lack of passport office)	1
68.	Southern Punjab affairs	1
69.	Southern Punjab issues (criticism of federal governemnt)	1
70.	Strengthening law enforcement	1
71.	Terrorism (killing of politicians)	1
	Total	159

5.2 Walkouts Boycotts and Protests

The house witnessed 18 instances of walkouts consuming nine hours and 17 minutes - 38% of the proceedings' time. Every sitting of the session witnessed a protest or walkout. MQM, MMAP, PML, PMLN, FATA, PPPP and ANP legislators aired their grievances through protests on the Governor's rule in Balochistan and the creation of new provinces.

MMAP lawmakers staged half of the protests and walkouts over the imposition of governor rule in Balochistan. PMLN members walked out of the house over the issue of new provinces and the killings of political workers. Members from FATA walked out over killings in Bara and Waziristan.

Table 5.2: Details of Walkouts

Sr. No.	Party	Reason	Time (Minutes)
1	FATA	Killings in Bara and Waziristan	3
2	MMAP	Governor's rule in Balochistan	10
3	PML	Not getting permission to talk about South Punjab on a point of order	8
4	MMAP	Governor's rule in Balochistan	86
5	PMLN	Killings of its workers in Karachi	3
6	MMAP	Governor's rule in Balochistan	46
7	MMAP	Governor's rule in Balochistan	81
8	MMAP	Governor's rule in Balochistan	147
9	PPPP	Against My University Bill 2013	11
10	MMAP	Governor's rule in Balochistan	5
11	MMAP	Governor rule in Balochistan	15
12	ANP	Gas and power outages in District Kohat	64
13	MQM	The law and order situation and the interior minister's statement about Karachi	32
14	MMAP	Governor's rule in Balochistan	24
15	MMAP	The parliamentary commission on new provinces not considering the proposed Hazara province	1
16	PMLN	For not being allowed to speak about the commission's report on new provinces on a point of order	15
17	PMLN	For inclusion of Mianwali in the new proposed province	1
18	PML	For inclusion of Hazara Province in new provinces	5
Total			557 Minutes

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.

FAFEN Secretariat

224-Margalla Road, F-10/3, Islamabad

(P) 051-22 11 026

(F) 051-22 11 047

(E) secretariat@fafen.org

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



www.fafen.org