



FAFEN PARLIAMENT MONITOR

SEVENTH SESSION

December 05-20, 2013

National Assembly of Pakistan



Free and Fair Election Network
www.fafen.org

ABBREVIATIONS

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



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

Executive Summary

Increasing direct representation of religious minorities was proposed in a bill seeking constitutional amendments in the seventh session of the National Assembly, otherwise marked by protests and boycotts against the Interior Minister's 'un-parliamentary' remarks when the opposition aired reservations regarding voting procedures in the 2013 general elections as well as planned moves by the government to privatize institutions like the Pakistan International Airlines, NADRA etc., says Free and Fair Election Network in its session report based on the direct observation of the Lower House.

The session saw the introduction of a private member bill which sought amendments in articles 51 and 106 of the constitution to increase the number of seats for religious minorities in the federal and provincial legislatures, and for direct elections to these seats. At present, members of religious minorities are elected to the House indirectly, through a party list system.

However, the session also saw some clashes between the government and the opposition as members of the PPPP and PTI put queries about conflicting reports by relevant authorities such as NADRA and the ECP with reference to the use of magnetic links and thumb impressions in the voting process during the 2013 general elections. After the Interior Minister termed the continued airing of such opinions a political gimmick or 'tamasha', the entire opposition with the exception of the MQM and JI walked out for 24 minutes in protest in the 10th sitting of the session, demanding that the minister tender an apology.

The ruling PML-N was further taken to task for planned privatization of state-owned entities such as the Pakistan International Airlines, Railways, NADRA, WAPDA etc. as variously reported by media outlets. The planned moves to privatize state-owned entities including the PIA and Railways Department, long held to have fallen from grace in terms of performance and service delivery, also attracted the ire of the entire opposition who staged a 54 minutes walkout during the fourth sitting. A 27 minute discussion on the performance of the PIA was also conducted under a motion under rule 259 of the rules and procedures of the National Assembly during the same sitting.

On a positive note, in addition to the private member bill seeking increase in seats for religious minorities, another bill also sought amendments in articles 51 and 59 of the constitution for reservation of four seats for disabled persons in each house of parliament.

A third private member bill sought amendments in the Penal Code to reintroduce district and executive magistrates in the provinces, and omit sections added during the previous dictatorship which were facilitating individuals to register false FIRs against public servants. The Code of Criminal Procedure (Amendment) Bill 2013 was a private member bill laid in the House seeking omission of section 22-A (6) of the Pakistan Penal Code inserted in 2002, and reintroduction of executive magistracy which had been taken out in 2001.

Additionally, two government bills, the Cantonment Laws (Amendment) Bill 2013, and the Islamabad Capital Territory Local Government Bill 2013 were introduced and referred to relevant committees.

Ambitious agenda setting was evident yet again as only forty three percent of it could be taken up during the course of the session. Since private members can only present their agenda items on Tuesdays in the National Assembly, more than half of it could not be taken up. However, private agenda constituted forty six percent of the agenda that was taken up by the house, including the three bills seeking amendments in the code of criminal procedure and the constitution mentioned earlier.

The session held 12 sittings from December 5 to 20, 2013, consuming 37 hours and 26 minutes. On average, each sitting spanned three hours and seven minutes, with a delay of 31 minutes, and was marked by low attendance of members. On average, under a fifth of the members were present at the beginning and end of each sitting. However, sittings were adjourned and/or suspended as applicable when lack of quorum was pointed out during three sittings by PPPP and PTI members.

The Prime Minister was absent throughout the session while the Leader of the Opposition was present for twenty eight percent of the session time, which was presided over by the Speaker (forty two percent of session duration), as well as the Deputy Speaker (thirty nine percent of session duration). Parliamentary leaders of the MQM and NPP, as well as single member parties BNP, AJIP and NP did not attend any sitting. Parliamentary leaders of two single member parties - AMLP and APML- attended eight sittings JI (6), while parliamentary leaders of other parties including PkMAP, QWP-S attended five sittings each followed by PML-F (4), PML-Z (3), PTI & ANP (2 each) and PML (one).

Seven resolutions on the agenda were adopted during the session, condemning the drone attacks by the US-led coalition forces on Pakistani territory, execution of JI leader Abdul Qadir Mullah in Bangladesh, offering condolences over the demise of Nelson Mandela, demanding the government to take steps for poverty alleviation, immediate steps to resolve the issue of construction of dams by India on the waters of Pakistan, setting up separate universities in Hyderabad and Sahiwal, and appreciating UN General Assembly for adopting a resolution against drone strikes.

The House deliberated upon four motions under rule 259. The debate on increase in prices of various commodities continued for three hours and forty minutes, followed by law and order in the country (two hours and thirty five minutes), performance of PIA (twenty seven minutes) and non-availability of clean drinking water in Islamabad Capital Territory (seven minutes).

Out of thirty six members who participated in the debate, fourteen belonged to PML-N, six PPPP, four each MQM & PTI, three JI, two Independents and a single legislator from AMLP, PkMAP and JUI-F.

Sixteen calling attention notices were taken up which were addressed to the Ministries of National Health Services, Regulation and Coordination; Communications; Finance, Revenue, Economic Affairs, Statistics and Privatization; Water and Power, Petroleum and Natural Resources and Cabinet Secretariat. The House also took up sixty three starred questions, while legislators asked one twenty nine supplementary questions to further clarify the answers given by ministers.

Two Standing Committee reports were presented before the House; one each by Committees on Cabinet Secretariat; and Finance, Revenue, Economic Affairs and Statistics.

In addition to eight percent of the session time which was consumed on breaks, law-makers spent twenty one percent of the session time raising one hundred and twenty four points of orders on a total of ninety four issues including energy sector reforms, democracy and political development etc.

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

1. National Assembly sittings should be open to citizen observers who apply for accreditation through a standardized process. FAFEN takes this opportunity to reiterate its request for permanent accreditation to observe all assembly's proceedings.
2. The Secretariat should publicly share the records of actual time spent by members in the assembly chamber. FAFEN has made repeated attempts to get the attendance document of the members but no to no avail. Based on FAFEN's observation low members' attendance was observed during the session with 65 MNAs (19%), on average, present at the start, 61 MNAs (18%) at the adjournment and 140 maximum members (41%) at a time during a sitting.
3. No vote should be allowed, especially on legislation, without a quorum. The issue of lack of quorum has persisted for a long time. As observed during this session, members' attendance varies during a sitting, low at the beginning and the adjournment, leading to a lack of quorum. The Chair should ensure that quorum is maintained throughout the proceedings.
4. All Ministers (or a designated representative of each ministry and the cabinet) must be required to be present during question hour at each relevant sitting. All questions must be responded to within a stipulated time frame. Transcripts of all questions – including the ones that the secretariat finds inadmissible – and responses should be made available to members and to the public.
5. The Assembly secretariat should design a more achievable agenda for the Orders of the Day for both government and private members' days. It was observed during this session that forty six of the agenda items on the Orders of the day were left unaddressed.
6. The exercise of using points of orders – a tool primarily used to highlight a breach in assembly rules – to bring national, regional and local issues in the plenary should be curbed. Such issues should be spoken on a motion to raise a “not point of order” as provided by the Rule 18 of the National Assembly's Rules of Procedures. On a positive note the said motion was on the agenda of all but second and fifth sittings of the fifth session.
7. Since several parliamentarians have been elected for the first time in the 14th National Assembly and they should be given proper orientation and training regarding their fundamental responsibilities, especially to their constituents as well as basic parliamentary procedures.

8. Although it is appreciated that women and minorities have a quota in the house, nevertheless, to make their appointment more representative and transparent they should be elected by the public. Currently a political party has the discretion to nominate members on proportionately allocated reserved seats.

1.0 Session Duration, Attendance and Participation

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

1.1 Session Time

The Lower House met for thirty seven hours and twenty six minutes from December 5, 2013 to December 20, 2013 for the seventh session. On average, each sitting spanned three hours and seven minutes, with a delay of thirty one minutes. Of the twelve sittings, the longest (11th) sitting met for four hours and twenty seven minutes while the second sitting was the shortest which convened for fifteen minutes. Six breaks totaling one hundred and seventy five minutes (eight percent of total session time) were observed in the session.

Table 1.1 : Time and Duration

Sr. No.	Day and Date	Sitting No.	Late Starts	Hours	Minutes	Breaks
1	Thursday, December 05, 2013	1st	38	3	41	31
2	Friday, December 06, 2013	2nd	15	0	15	0
3	Monday, December 09, 2013	3rd	45	3	24	28
4	Tuesday, December 10, 2013	4th	45	3	20	0
5	Wednesday, December 11, 2013	5th	20	3	35	27
6	Wednesday, December 12, 2012	6th	20	3	46	27
7	Friday, December 13, 2013	7th	10	2	0	0
8	Monday, December 16, 2013	8th	45	4	5	22
9	Tuesday, December 17, 2013	9th	25	3	23	0
10	Wednesday, December 18, 2013	10th	40	3	40	0
11	Thursday, December 19, 2013	11th	44	4	27	40
12	Friday, December 20, 2013	12th	25	1	50	0
Total			Average delay 31 minutes	37 hours and 26 minutes		175

1.2 Members' Attendance

Members' attendance remained low during the session as on average under a fifth of the total membership was present at the onset and adjournment of each sitting. On average, six of the ten minority members attended each sitting.

Quorum (presence of one-fourth of the total members) was found lacking at various points in the session and was pointed out three times. The 5th and 10th sittings were adjourned when PPPP and PTI legislators pointed out lack of quorum, while the 12th sitting was suspended for sixty minutes when lack of quorum was pointed out by a PTI MNA.

Table 1.2: Members' Attendance

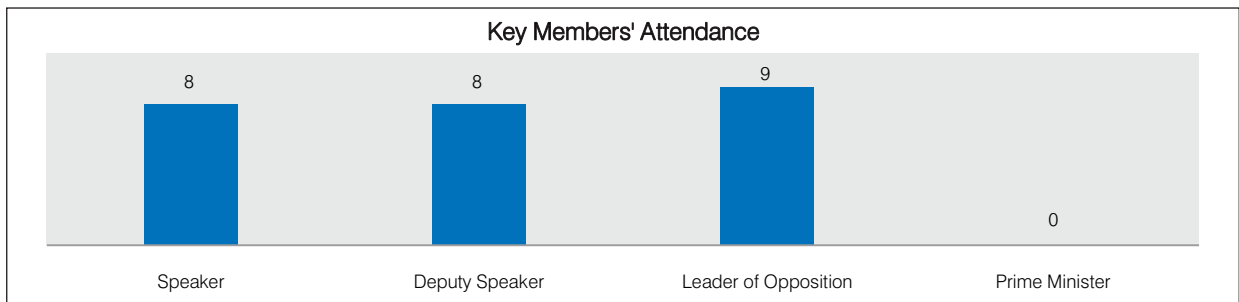
Sitting No.	Members at the Outset	Members at the End	Maximum Members	Minority Members
1st	102	56	183	5
2nd	38	67	67	2
3rd	88	59	157	5
4th	95	25	128	7
5th	35	68	138	7
6th	54	52	152	6

Sitting No.	Members at the Outset	Members at the End	Maximum Members	Minority Members
7th	35	65	118	6
8th	54	56	183	8
9th	53	95	132	6
10th	77	68	160	7
11th	97	35	138	7
12th	46	82	118	4
Average	65	61	140	6

1.3 Key Member's Attendance

Attendance of the key members is one measure of the seriousness of elected representatives to take on their duties. Just like the previous three sessions, the Prime Minister was absent in the entire session whereas the Leader of Opposition attended nine sittings, remaining in the house for twenty eight percent of the total session time.

The Speaker chaired forty two percent (934 minutes) of the session and attended eight proceedings. The Deputy Speaker was present in eight sittings and presided over thirty nine percent (880 minutes) of the session.

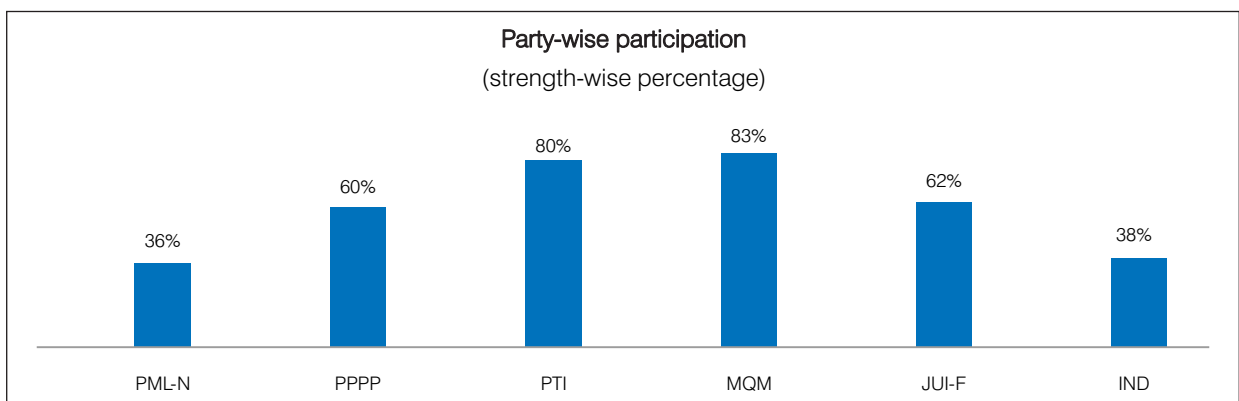


1.4 Members' Participation

FAFEN observes members' participation against three categories – MNAs who only submit agenda, those who only participated in the on-floor debates and members who did both.

Among the three hundred and forty one members of National Assembly, forty nine percent (166) of parliamentarians took part in the session. Nineteen percent (65 MNAs) participated in the proceedings by only submitting agenda items, eleven percent (38 MNAs) participated in debates of the Assembly and eighteen percent (63 MNAs) took part in debates as well as submitting agenda items.

Of all the parties enjoying relatively more strength in the lower house, MQM parliamentarians remained most active in participation as twenty of the total twenty four members participated by submitting agenda, taking part in debates or doing both. Twenty eight out of the total thirty five PTI members participated in the session followed by JUI-F (eight out of thirteen), PPPP (twenty seven out of forty five), Independent (three out of eight) and PML-N (sixty eight out of one hundred and eight nine).



Among smaller parties, one member out of a total three of the NPP submitted agenda items. The sole member of the APML submitted agenda items while similar single members of the AMLP and QWP-S both submitted agenda and participated in on-floor debates. All four lawmakers of JI participated in the session by submitting agenda and taking part in debates. Similarly, all four law-makers of the PkMAP participated by submitting agenda (one member), taking part in debates (two members), or both (one member). Members of PML-F, ANP, PML, BNP, NP and PML-Z did not participate in either way.

It was observed that forty five (45) female legislators out of a total sixty nine (69) and one hundred and twenty one (121) male legislators out of two hundred and seventy two (272) participated in the proceedings during the seventh session. Only three participating women were on general seats, while among the participating male members, six were on minority seats.

Form a region-wise perspective, at least sixty seven percent MNAs from Sindh and KP participated in the session, followed by fifty percent from ICT, forty one percent from Balochistan, thirty eight percent from Punjab and thirty six percent from FATA. Seventy percent members on seats reserved for religious minorities (for whom the entire country is considered a single constituency) participated in the session.

Sr. No.	Region	Members who only submitted agenda items	Members who Took Part in debates	Members who did both	Total participation	Members in National Assembly by Province
1	Balochistan	1	4	2	7	17
2	FATA	1	1	2	4	11
3	ICT	0	0	1	1	2
4	KP	11	4	14	29	43
5	Minority	3	1	3	7	10
6	Punjab	30	24	15	69	183
7	Sindh	19	4	26	49	75
Total		65	38	63	166	341

A total of eight four members from opposition benches – who occupy thirty seven percent seats in National Assembly - participated in the session. Out of two hundred and sixteen (216) members on treasury benches, eight two (82) took part in the session.

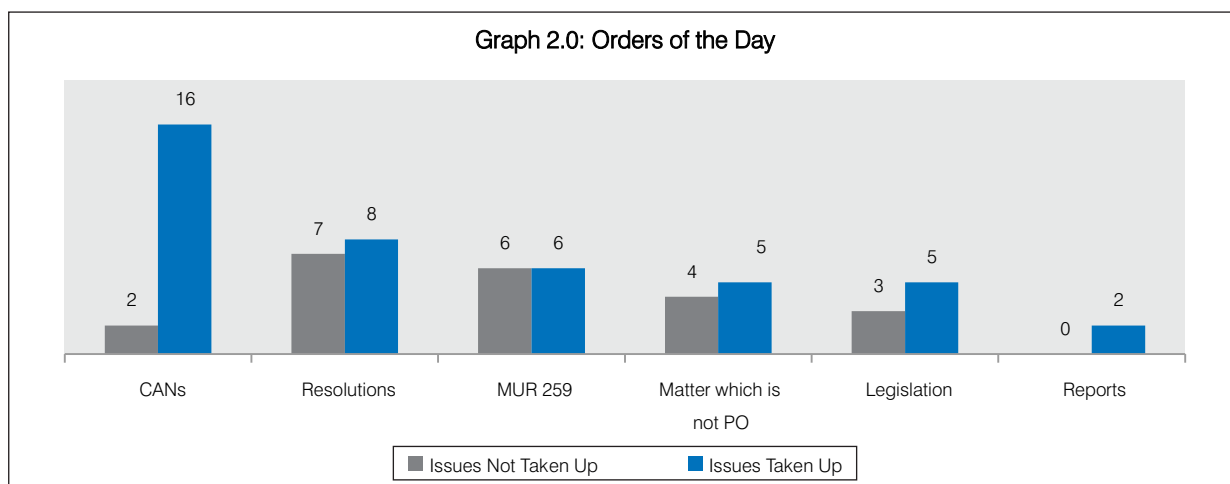
Sr. No.	Treasury/ Opposition	Members who only submitted agenda items	Members who Took Part in debates	Members who did both	Members who only submitted agenda items	Members who Took Part in debates	Members who did both	Total Members in National Assembly
1	Government	34	29	19	16%	13%	9%	216
2	Opposition	31	9	44	25%	7%	35%	125
Total		65	38	63	19%	11%	18%	341

2.0 Orders of the Day

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

Fifty-seven percent agenda issues appearing on the orders of the day of the National Assembly were left un-addressed in the session. The House took forty three percent of the agenda of the session. Of all the eighty one (81) agenda items, more than half (43) appeared on the orders of the day of two private members' days. Given the extensiveness of this agenda and the limited number of private members' days, twenty seven (27) of the forty three (43) private agenda items could not be taken up by the house.

Overall, the House took up five bills, six motions under rule 259, and eight resolutions including three supplementary resolutions. Similarly, sixteen CANs were also taken up and two reports were also laid. The House did not take up seven resolutions, two CANs, two bills and an ordinance, and six motions under rule 259.



3.0 Parliamentary Output

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

3.1 Government Bills

Two government bills were introduced in the first and third sitting and sent to relevant committee.

Table 3.1 Government Bills

Sitting	Legislation	Date of Introduction
1st	The Cantonments Laws (Amendment) Bill, 2013	December 5, 2013
3rd	The Islamabad Capital Territory Local Government Bill, 2013	December 9, 2013

3.1.1 Details of Government Introduced Bills

- The Cantonment Laws (Amendment) Bill, 2013
 This bill seeks amendment in Cantonment laws, inter alia to change the composition of the Cantonment Boards to make the representation of public members more inclusive and meaningful and the need for updating the Cantonment laws to hold local bodies' elections in the Cantonment areas, in particular the provisions relating to local bodies in Cantonments.
- The Islamabad Capital Territory Local Government Bill, 2013
 This bill is aimed to rationalize and reorganize the local government system in the federal capital. This new LG system is proposed to be established so that accountable local government is formed to shoulder the political, administrative and financial responsibility through their elected representatives.

3.2 Private Member's Bills

Five private member bills were tabled in the house on orders of the day. However, three of them were introduced and sent to relevant committees, while two were not taken up.

Table 3.2

Sr. No	Sitting	Legislation	Status
1	4th	The Code of Criminal Procedure (Amendment) Bill, 2013	Introduced and Sent to Committee
2		The Criminal Law (Amendment) Bill, 2013	Not Taken Up
3	9th	The Control of Narcotics Substances (Amendment) Bill, 2013] (Amendment in section 9)	Not Taken Up
4		The Constitution (Amendment) Bill, 2013] (Amendment in Article 51 and 106)	Introduced and Sent to Committee
5		The Constitution (Amendment) Bill, 2013] (Amendment in Article 51 and 59)	Introduced and Sent to Committee

3.2.2 Details of Private Bills (Introduced)

1. The Code of Criminal Procedure (Amendment) Bill, 2013

This bill sought amendments in the Pakistan Penal Code to reintroduce district and executive magistrates in the provinces, and omit sections added during the previous dictatorship which were facilitating individuals to register false FIRs against public servants.

2. The Constitution (Amendment) Bill 2013 (Amendment in Article 51 and 106)

Dr Ramesh Kumar Vankwani also introduced a constitution amendment bill proposing changes in Article 51 and Article 106 of the Constitution. The bill seeks to increase the number of seats of the National Assembly from 342 to 347 by adding five more seats reserved for religious minorities. Moreover, the proposed amendment calls for direct election on these seats by free votes of minority communities.

The amendment to Article 106 seeks to increase the number of seats reserved for non-Muslim citizens in all four provincial assemblies. It proposes to add one more seat for minority communities in each Balochistan and Khyber Pakhtunkhwa Assemblies, two seats in Punjab Assembly and five seats in Sindh Assembly.

3. The Constitution (Amendment) Bill, 2013] (Amendment in Article 51 and 59)

The Constitution (Amendment) Bill, 2013] (Amendment in Article 51 and 59) was introduced by Kishwer Zehra. It seeks to amend Article 51 and Article 59 of the Constitution. The proposed amendment seeks to reserve four seats in each House of the Parliament i.e. National Assembly and Senate for the disabled persons.

The persons with a physical disability and sound mental capabilities should be selected on these seats. For election as senator, the candidate should also be a graduate, the amendment proposes.

3.3 Ordinance

The National Database and Registration Authority Ordinance (Amendment) Bill, 2013 was on the agenda during fourth sitting but it was not laid.

3.4 Resolutions

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

Members tabled fifteen resolutions in the seventh session of the assembly. The House adopted seven resolutions and left seven resolutions unaddressed. One resolution was debated in the House.

Three of the resolutions adopted by the National Assembly were brought on the orders of the day as supplementary agenda. One was moved by a PML-N legislator in the second sitting to express deep sorrow and grief the passing away of Mr. Nelson Mandela. Tabled by male lawmakers of JI, PML-N, AMLP, PTI and APML, the House adopted the supplementary resolution condemning the execution of JI leader Abdul Qadir Mulla in Bangladesh for sympathizing with Pakistan in 1971 and demanded to remove cases against all JI leaders in Bangladesh.

In the 12th sitting of the session, the House adopted another supplementary resolution appreciating the efforts of the Government of Pakistan and Prime Minister Mian Muhammad Nawaz Sharif, which had culminated in the adoption of a resolution by the United Nations General Assembly against the use of drone strikes. The House called upon the United States' Government to immediately end the drone attacks in Pakistan, which are against international law. This resolution was moved by male and female laws makers of PML-N, QWP-S, MQM, JI and JUI-F.

In the fourth sitting of the session, the House adopted four resolutions tabled by legislators from PTI, MQM and JUI-F. These resolutions demanded the government to take steps to alleviate poverty from the country, setting up a university in Hyderabad and agricultural University at Sahiwal and also condemned drone attacks by international coalition forces in Afghanistan on the territory of Pakistan.

Tabled by female member of PPP, the House debated resolution urging the government to take immediate steps to resolve the issue of construction of dams by India on the waters of Pakistan.

Resolutions about the imposition of a ban on manufacturing, import, issuance of permits, sale, and

consumption of liquor in the country; broadening the tax base; controlling T.B., AIDS and Hepatitis; controlling gas load-shedding; controlling sectarian riots in the country; and decreasing the expenditures incurred on official as well as private Hajj; were left unaddressed.

A resolution submitted by JI regarding disapproval of Anti-terrorism (Amendment) Ordinance, 2013 (No. VII of 2013, Anti-terrorism (Amendment) Ordinance, 2013 (No. VIII of 2013) and Protection of Pakistan Ordinance, 2013 (No. IX of 2013) was not taken up.

Table 3.3 Resolutions

Sr. No	Resolutions	Party	Status
1.	This House expresses its deep sorrow and grief over the passing away of Mr. Nelson Rolihlaha Mandela, a man who stood for the rights of the deprived and oppressed not only in his own country but the world over. Pakistan had been at the forefront of the international efforts to dismantle the apartheid. The people of Pakistan are proud to walk the last mile of democracy in South Africa. Nelson Mandela appreciated Pakistan's support and twice visited Islamabad, first in 1992 and then in May 1999. During his second visit Mr. Mandela had addressed the joint sitting of the Parliament and this House will always remember and honour Nelson Mandela. This House shares the pain of the people of South Africa at the loss of a great man, Nelson Mandela who will always be revered by all mankind as an icon of true democracy. This House wishes the people and Government of South Africa the courage and fortitude to bear this irreparable loss and the ability to follow his message of compassion, human dignity, equality, freedom and democracy.	PML-N	Adopted
2.	This House is of the opinion that the Government should take steps to alleviate poverty from the country	PTI	Adopted
3.	This House is of the opinion that the Government should take effective steps to impose ban on manufacturing, import, issuance of permits, sale and drinking of liquor in the country	PML-N	Not Taken Up
4.	This House is of the opinion that a University may be set up in Hyderabad to cater better educational facilities to the people	MQM	Adopted
5.	This House is of the opinion that the Government should take immediate steps to establish an agricultural university at Sahiwal	PTI	Adopted
6.	This House is of the opinion that the Government should take immediate steps to broaden tax base in the country	MQM	Not Taken Up
7.	This House strongly condemns the drone attacks by the allied forces on the territory of Pakistan, which constitute violation of the principles of the Charter of the United Nations, international laws and humanitarian norms. Such drone attacks must be stopped forthwith	JUI-F,	Adopted
8.	This House condemns the execution of JI leader Abdul Qadir Mulla in Bangladesh for sympathizing with Pakistan in 1971. The House sent its condolence to the family of bereaved and asks the Government of Bangladesh not to reopen the issues of 1971. The House also demands the removal of cases against all JI leaders in Bangladesh	JI, PML-N, AMLP, PTI, APML	Adopted
9.	This House is of the opinion that the Government should take immediate steps to resolve the issue of construction of Dams by India on the waters of Pakistan	PPPP	Debated by the House
10.	This House is of the opinion that the Government should take steps to control T.B., AIDS and Hepatitis in the country	PPPP	Not Taken Up
11.	This House is of the opinion that the Government should take steps to do away with load shedding of Gas in the country	MQM	Not Taken Up
12.	This House is of the opinion that the Government should take immediate steps to control sectarian riots in the country	PTI	Not Taken Up
13.	This House is of the opinion that the Government may take steps in order to decrease the expenditures incurred on official as well as private Hajj	PML-N	Not Taken Up
14.	This House disapproves the following Ordinances:- (i) The Anti-terrorism (Amendment) Ordinance, 2013 (No. VII of 2013). (ii) The Anti-terrorism (Amendment) Ordinance, 2013 (No. VIII of 2013). (iii) The Protection of Pakistan Ordinance, 2013 (No. IX of 2013)	JI	Not Taken Up
15.	This House appreciates the efforts of the Government of Pakistan, Government of Prime Minister Mian Muhammad Nawaz Sharif, culminating in the adoption by the United Nations General Assembly of a resolution against the use of drone strikes and calls upon the United States' Government to immediately end the drone attacks in Pakistan, which are against international law.	PML-N, QWP-S, MQM, JI, JUI-F	Adopted

3.5 Standing Committees Reports

Law and state policies originate in the parliament but are scrutinized and put under technical review in the standing committees.

In the seventh session of National Assembly, two reports were presented. One report laid during fifth sitting was on the 2nd Biannual Monitoring on the implementation of National Finance Commission (NFC) Award (January-June, 2012) and it was referred to Standing Committee on Finance, Revenue, and Economic Affairs.

Another report laid in sixth sitting was of the Federal Public Service Commission for the year, 2012 as required by section 9(1) of the Federal Public Service Commission Ordinance, 1977. It was referred to the Standing Committee on Cabinet Secretariat.

4.0 Representation, Responsiveness and Government Oversight

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

4.1 Question Hour

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

In the seventh session, a total of 1,138 questions (475 starred and 663 un-starred) were on the agenda. Sixty three (63) starred questions were taken up by the house while 412 did not receive responses. An additional 129 supplementary questions were asked in order to gain further explanations of answers given by the relevant ministers.

Two sittings of the 7th session fell on the private members day (Tuesday in National Assembly) so question hour was not observed in these two sittings according to the rules and procedures of National Assembly. However, question hour was not observed in the second sitting as it met only for 15 minutes and adjourned after offering condolences on demise of former South African President, Mr. Nelson Mandela. In the twelfth sitting of one hour and fifty minutes, question hour was not observed as the sitting had to be adjourned for sixty minutes over lack of quorum and most of the agenda items remained unaddressed.

As PML-N is in simple majority in the Lower House of the parliament, most of its members participated in submitting questions. A total of 103 lawmakers – male (68), female (35) – participated in submitting questions. PML-N members submitted 304 questions, followed by PTI (261), PPPP (229), MQM (199), JI (60), JUI-F (46), APML (16), PkMAP (8), Independent members (6), AMLP (5) and NPP (4).

Female parliamentarians remained more active in raising the questions compared to their male counterparts. Thirty five females (51%) out of total strength of sixty nine (69) in National Assembly raised 479 questions and sixty eight male legislators (25%) out of total strength of two hundred and seventy two (272) raised 659 questions.

Table 4.1 A: Starred and Un-Starred Questions

Sitting	Starred Quest on Agenda	Un-starred Questions	Total	Starred Quest Taken Up	Starred question Not taken Up	Supplementary Questions
1st	87	86	173	8	79	17
2nd	45	53	98	0	45	0
3rd	59	88	147	7	52	12
4th	Private Member's Day					
5th	64	86	150	6	58	17
6th	59	100	159	11	48	19
7th	35	54	89	8	27	16
8th	11	21	32	5	6	11
9th	Private Member's Day					
10th	28	36	64	10	18	19
11th	50	66	116	8	42	18
12th	37	73	110	0	37	0
Total	475	663	1138	63		129

Eighty three percent (942) of all questions were directed to 27 ministries and remaining 17% to In-Charge of Cabinet Secretariat (187 questions) and In-Charge of Prime Minister's Office (9 questions) during 7th session of 14th National Assembly.

In all, 140 questions were directed to Ministry of Water and Power followed by Ministry of Interior and Narcotics Control (121), Ministry of Finance, Revenue, Economic Affairs, Statistics and Privatization (116), Ministry of Petroleum and Natural Resources (108) among others as evident from the table below.

Table 4. 1B: Ministry-wise submission of questions

Sr. No.	Ministry	Ministry Concerned
1.	In-charge of the Cabinet Secretariat	187
2.	Water and Power	140
3.	Interior and Narcotics Control	121
4.	Finance, Revenue, Economic Affairs, Statistics and Privatization	116
5.	Petroleum and Natural Resource	108
6.	Communications	57
7.	Commerce and Textile Industry	47
8.	Foreign Affairs	37
9.	Housing and Works	32
10.	Industries and Production	29
11.	Railways	27
12.	Overseas Pakistanis and Human Resources Development	25
13.	Information Technology and Telecommunications	22
14.	Information, Broadcasting and National Heritage	22
15.	Education, Trainings and Standards in Higher Education	21
16.	National Health Services, Regulations and Coordination	20
17.	Law, Justice and Human Rights	19
18.	Religious Affairs and Inter-faith Harmony	18
19.	Planning and Development	16
20.	States and Frontier Regions	13
21.	In-charge of the Prime Minister's Office	9
22.	National Food Security and Research	9
23.	Defence	8
24.	Inter-Provincial Coordination	8
25.	Parliamentary Affairs	8
26.	Law, Justice and Human Rights	6
27.	Ports and Shipping	5
28.	Science and Technology	5
29.	National Food Security and Research	3
Total		1138

4.2 Calling Attention Notices

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

Eighteen CANs were presented in the 7th session, of which sixteen were taken up by the house while two were left unaddressed. Issues related to overpricing and shortage of medicines, delay in construction on Karachi-Hyderabad Motorway M-9, Liyari Expressway and stopping work on Qazi Ahmad bridge over Indus river, appointment of federal member in IRSA, financial compensation to victims of thermal power station Muzaffargarh, load-shedding of natural gas, participation of government servants in media, non-implementation on PM's orders to write off agricultural loans in Malakand division, non-convening of Pakistan Environmental Protection Council, non-opening of Lowari tunnel, installation of towers by mobile companies in residential areas, expected closure of Federal Medical and Dental College and increase in spread of polio virus were discussed in the taken up CANs.

Members of PML-N and PPPP presented four CANs each, MQM tabled three CANs, and two CANs each were presented by PTI and Independent members. Two CANs about non-implementation of the order of Prime Minister made in 2009 to write off agricultural loans in Malakand Division by members of JI and PTI and non-opening of Lowari Tunnel by members of APML, JI, PTI and PPPP.

Five CANs were directed to Cabinet Secretariat, four to Ministry of Communications, three to Ministry of National Health Services, Regulation and Coordination, two each to Ministries of Finance, Revenue, Economic Affairs, Statistics and Privatization, Water and Power and one each to Ministries of Petroleum and Natural Resources and States and Frontiers Regions.

Table 4.2 Calling Attention Notices

Sr. No.	Calling Attention Notices	Party	Ministry Concerned
1.	Overpricing the drugs/medicines by pharmaceutical companies making healthcare out of reach of the poor	PTI	National Health Services, Regulation and Coordination
2.	Delay in commencement of work on Karachi-Hyderabad Motorway M-9	MQM	Communications
3.	Delay in appointment of Federal Member of Indus River System Authority (IRSA) from the province of Sindh	PPPP	Water and Power
4.	Non-provision of financial assistance by the Federal Government to the persons who died and were injured during the incident in GENCO-III Thermal Power Station, Muzaffargarh	IND	Water and Power
5.	Shortage of medicines in the country	PTI	National Health Services, Regulation and Coordination
6.	Mixing of toxic hospital waste with the other municipal waste in Islamabad	PPPP	Cabinet Secretariat
7.	Announcement of load-shedding of natural gas in the country	MQM	Petroleum and Natural Resources
8.	Participation of government servants in electronic/print media, in any manner without previous sanction of the competent authority	PML-N	Cabinet Secretariat
9.	Non-implementation of the order of Prime Minister made in 2009 to write off agricultural loans in Malakand Division	JI, PTI	Finance, Revenue, Economic Affairs, Statistics and Privatization
10.	Non-convening of meeting of Pakistan Environmental Protection Council since August, 2011	PML-N	Cabinet Secretariat
11.	Stoppage of construction work on Qazi Ahmad Aamri bridge over river Indus	PPPP	Communications
12.	Non-opening of Lawari Tunnel for three days in a week to facilitate the passengers, traffic and supply of essential commodities	APML, JI, PTI, PPPP	Communications
13.	Delay in the commencement of construction work on Liyari Express Way, Karachi	MQM	Communications
14.	Mandatory condition of providing guarantor to obtain loan under the Prime Minister's Youth Programme	PPPP	Finance, Revenue, Economic Affairs, Statistics and Privatization

Sr. No.	Calling Attention Notices	Party	Ministry Concerned
15.	Installation of telephone towers by mobile phone companies in the residential areas	NPP	Cabinet Secretariat
16.	Expected closure of the Federal Medical and Dental College, Islamabad due to non-release of funds by the Government, although entry test has been conducted for third year classes	PML-N	Cabinet Secretariat
17.	Huge loss being caused to the government exchequer due to connivance and wrong policy of Political Administration of the Khyber Agency relating to Afghan transit trade through Peshawar-Torkham road -border	IND	States and Frontier Regions
18.	Increase in the spread of polio virus in the country	PML-N	National Health Services, Regulation and Coordination

4.3 Motions under rule 259

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

A total of nine motions under rule 259 were presented in the house by two female and five male members, however, four of them were debated on the floor of the house for nearly six hours and forty nine minutes. Three debated motions about law and order in the country, price hike and performance of PIA were presented by PML-N members and of non-availability of clean drinking water in Islamabad Capital Territory by PTI member.

Motion on price hike was debated during third and fifth sitting and lasted three hours and forty minutes. Motion on law and order was debated in sixth, seventh and eleventh sittings for a total of two hours and thirty five minutes.

Motion regarding performance of PIA was debated for twenty seven minutes and non-availability of clean drinking water in Islamabad Capital Territory (ICT) for seven minutes. Both were debated during fourth sitting.

Table 4.3: Motion under Rule 259

Sr. No.	Motion	Party	Status
1.	This House may discuss the performance of Pakistan International Air lines	PML-N	Debated by the House
2.	This House may discuss adverse effects on health due to non-availability of clean drinking water in the Islamabad Capital Territory	PTI	Debated by the House
3.	This House may discuss the increase in the prices of various commodities in the country	PML-N	Debated by the House
4.	This House may discuss the prevailing law and order situation in the country	PML-N	Debated by the House
5.	This House may discuss the prevailing law and order situation in the country	PML-N	Debated by the House
6.	This House may discuss the problems being faced by the people due to increasing corruption in the country	PTI	Not Taken Up
7.	This House may discuss corruption in Pakistan Medical and Dental Council	PPPP	Not Taken Up
8.	This House may discuss the Government's debt borrowing policy	MQM	Not Taken Up
9.	This House may discuss formula for fixing prices of petroleum products	PTI	Not Taken Up
10.	This House may discuss the financial impact on tax collection of Statutory Regulatory Orders (SROs) issued by the present Government	PTI	Not Taken Up
11.	This House may discuss the prevailing law and order situation in the country	PML-N	Debated by the House
12.	This House may discuss the prevailing law and order situation in the country	PML-N	Not Taken Up

5.0 Order and Institutionalization

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

5.1 Points of Order

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

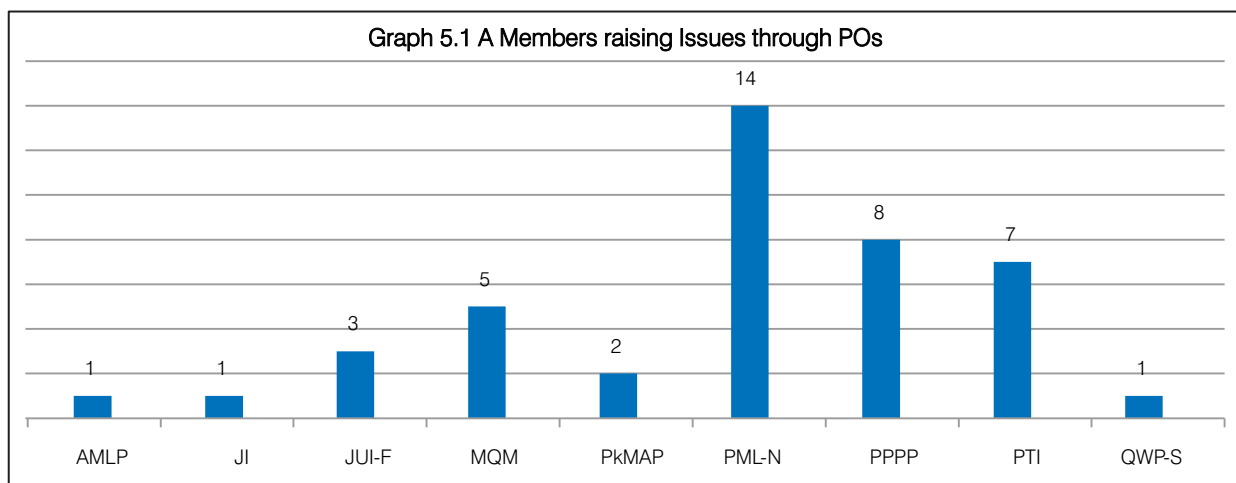
The parliamentarians spent less than 1/4th of the session's time (21%) raising national and regional issues through points of order. Forty-two legislators spoke on 94 issues through 93 point of orders.

Table 5.1: Issues Raised on Points of Orders

Issues	Number of Issues
Energy Sector Reforms	2
Better Foreign Relations	10
Democracy and Political Development	15
Development Works	2
Economic development	2
Good Governance	10
Law & Order	6
Peace Building and Conflict Resolution	7
Prayers and Tributes	10
Religious affairs	1
Rules of Business	29
Total	94

Most of the issues raised on points of order were related to business of the house, democracy and political development, foreign relations and good governance.

In all, ninety four (94) issues were raised in 93 points of order in the session. Eighty nine (89) issues were raised by thirty eight male legislators and five by four female legislators. Fourteen members of the PML-N spoke on the most issues (42) followed by eight PPPP members who spoke on 17 issues.



During the session, the National Assembly used time reserved for the legislators to speak on issues which are not points of order under rule 18 of its rules of procedure. The purpose is to provide for lawmakers opportunity to highlight issues other than points of order in line with the assembly's rules. Motions under rule 18 were part of the agenda during a total of nine sittings and it was taken up during five sittings and legislators discussed issues relevant to energy sector, environment, privatization, development projects, good governance and foreign affairs.

5.2 Protests, Boycotts and Walkouts

Three walkouts were witnessed during the seventh session, consuming 58 minutes. The entire opposition walked out for 54 minutes against the privatization of state-owned institutions while MQM walked out for two minutes each against Local Government ordinance in Sindh and against the State Minister for Water and Power for not replying to one of their questions.

Opposition parties except MQM and JI boycotted the proceedings for 24 minutes in the 10th sitting (December 18) over alleged un-parliamentary remarks (gimmick or tamasha) of the Federal Minister for Interior during his speech. The opposition was angry over the use of word "tamasha" (drama) by the Interior Minister and demanded an apology. They continued their boycott until the session was prorogued.

Protest/Walkout/Boycott				
Sitting No.	Party	Reason	Time (Minutes)	Protest/Walkout /Boycott
4th	Entire Opposition	Against privatization of state-owned enterprises	54	Walkout
9th	MQM	Against Local Government Ordinance in Sindh	2	Walkout
10th	Opposition except MQM and JI	Over the alleged un-parliamentary remarks of the federal minister for Interior	24	Boycott
	MQM	Against State Minister for Water and Power for not replying to a question	2	Walkout
11th	Opposition except MQM and JI	Over the alleged un-parliamentary remarks of the federal minister for Interior	Entire Sitting	Boycott
12th	Opposition except MQM and JI	Over the alleged un-parliamentary remarks of the federal minister for Interior	Entire Sitting	Boycott

GLOSSARY

Adjournment Motion

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

Chairperson

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

Calling Attention Notice

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

Chair

The presiding officer at a meeting of the house.

Committee

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

Deputy Speaker

When the office of Speaker is vacant or Speaker is absent or is unable to perform his functions due to any cause the Deputy Speaker acts as the Speaker of the House.

Leader of the Opposition

"Leader of the Opposition" means a member who, in the opinion of the Speaker, is the leader of the majority of opposition members for a certain time period.

Legislation

The process of crafting law.

Member

A member of the assembly and for purposes of moving or opposing a bill, an amendment, a motion or a resolution, includes a minister.

Minister

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

Opposition

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

'Orders of the Day'

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

Point of Order

Relates to the interpretation or enforcement of parliamentary rules of business or articles of the constitution that regulate the business of the assembly. The mover of a point of order raises a question which is within the cognizance of the chair.

Private Member's Bill

A proposed law introduced by a private member.

Proceedings

The actions taken by the house or by a committee, the most important parts of the proceedings are the decisions that are taken.

Quorum

Quorum is the minimum number of members of assembly necessary to conduct the business of the assembly. Under Article 55 of the Constitution 1/4th of the total membership of the assembly is required for quorum.

Question Hour

A time fixed under the rules for asking and answering questions.

Resolution

A motion for the purpose of discussing and expressing an opinion on a matter of general public interest.

Starred Question

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

Sitting

A meeting of the assembly on a day.

Table

The table of the house.

Disclaimer:

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

About FAFEN

Free and Fair Election Network (FAFEN), established in 2006, is a coalition of 42 leading civil society organizations, working to strengthen all forms of democratic accountabilities in Pakistan. Governed by Trust for Democratic Education and Accountability (TDEA), FAFEN's key achievements are:

- Observed the public display of Pakistan's draft electoral rolls and conducted the country's first statistically-valid voters' list audit in 2007
- Deployed more than 18,829 trained, neutral Election Day observers nationwide to watch the February 18, 2008 polls and 264 long-term observers to monitor the pre-election process
- Fielded long-term observers nationwide and published 19 pre-election reports
- For the February 18, 2008, General Elections, FAFEN conducted 260 simultaneous Parallel Vote Tabulations (PVTs)- the largest effort in the world
- Conducted its first survey, Constituents Aspirations Survey, in December 2008 with a sample size of 3,124 respondents to get the description of the state of public opinion and also to get a deeper understanding of the values, attitudes and beliefs of people living in the constituencies
- Conducted mapping of organizations working for human rights within Pakistan
- Observed general elections at Gilgit-Baltistan in 2009 and by-elections in various constituencies of the Punjab, Balochistan and Khyber Pakhtunkhwa in 2010
- Implemented a unique methodology to observe parliamentary proceedings under its Parliament Watch
- Monitors public institutions across Pakistan and issues monthly reports on the state and performance of educational, health and other local level institutions. In addition, monthly reports on prices, crimes, incidence of disease, caseload in lower courts and political and electoral violence are issued

FAFEN continues to implement robust programs in-between elections related to monitoring parliamentary affairs, connecting constituents to their elected representatives, monitoring the performance of public and elected institutions and advocating electoral and democratic reforms. FAFEN is also monitoring political and electoral violence, peace activities and promoting active citizenry through ongoing civic education activities across the country. FAFEN is currently implementing Supporting Transparency, Accountability and Electoral Processes in Pakistan in 200 National Assembly constituencies in 119 districts across Pakistan.

FAFEN Election Observation Secretariat

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

(P) 051-84 66 230-32

(F) 051-84 66 233

(E) secretariat@fafen.org

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

www.fafen.org