



# FAFEN PARLIAMENT MONITOR

Thirty-fifth Session  
National Assembly of Pakistan

(October 3, 2011 – October 18, 2011)

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## Abbreviations

|      |   |
|------|---|
| ANP  | Awami National Party                        |
| BNPA | Balochistan National Party (Awami)          |
| CAN  | Calling Attention Notice                    |
| CDA  | Capital Development Authority               |
| FATA | Federally Administered Tribal Areas         |
| HEC  | Higher Education Commission                 |
| ICT  | Islamabad Capital Territory                 |
| IND  | Independent Member                          |
| MMAP | Mutihida Majlis-e-Amal Party                |
| MQM  | Muttahida Quami Movement                    |
| NAB  | National Accountability Bureau              |
| NBP  | National Bank of Pakistan                   |
| NPP  | National People's Party                     |
| PAC  | Public Accounts Committee                   |
| PIAC | Pakistan International Airlines Corporation |
| PIMS | Pakistan Institute of Medical Sciences      |
| 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)           |
| PR   | Pakistan Railways                           |



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

## Executive Summary

The 35th session of the National Assembly was dominated by debates on power outages, dengue fever and increase in prices of petroleum products. This session left 54% of the agenda items listed on the Orders of the Day unaddressed primarily due to use of Points of Order.

Spread over 31 hours, on average each sitting lasted for two hours and 35 minutes. Similarly each sitting started with an average delay of 56 minutes. A total of 43 parliamentarians – 32 male and 11 female – spoke on power outages, dengue fever, increase in prices of petroleum products and other issues for 614 minutes or 33% of the session time.

Speeches by Members and Treasury rejoinders on Points of Order consumed 32% of the total time otherwise allocated for the regular agenda. Unless the Chair gives a formal ruling on a Point of Order, speeches and rejoinders do not contribute to any assembly output.

None of the 197 Points of Order during the session consuming 595 minutes attracted the Chair's formal ruling. A total of 56 Points of Order were raised by PMLN Members, 16 MQM, 14 PML, nine ANP, five MMAP and 19 by Independent Members. PPPP Members took the floor 78 times on Points of Order, mostly to respond to the opposition's criticism.

Overall a total of 168 Members – 127 male and 41 female – took part in the 12 sittings. In line with the participation trend observed in the previous sessions, male parliamentarians appeared to be less active than their female counterparts. Their participation remained 48% of their total membership at 264 while female participation remained at 53% of their total membership at 77.

A party-wise analysis shows that 88% of MQM parliamentarians took part in the proceedings, followed by PMLN's 60%, ANP's 54%, MMAP's 50%, PPPP's 41%, PML's 33% and 20% of the PMLF.

While the participation of Members was relatively better during the session, the attendance remained low. Since the National Assembly Secretariat does not provide information to public on attendance of Members, FAFEN conducts headcount of Members at the beginning and end of each sitting and documents the actual time spent on the floor of the House by Speaker, Deputy Speaker, Prime Minister and Leader of the Opposition. During the session, 63 Members on an average were present at the beginning of each sitting and 73 at the end.

The Prime Minister attended all but one sitting, attending the proceedings for 17% of the session time. The Leader of the Opposition was absent during six sittings, attending 20% of the session time.

The Speaker chaired the proceedings for 19% of the session time; the Deputy Speaker 45%; and the remaining 35% of

### Parliament Watch Project

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

The Parliament Watch Project (PWP), 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). 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 PWP 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 PWP is not the first effort in Pakistan to monitor the Parliament, but it is unique in that it focuses on directly-observed parliamentary procedure in addition to parliamentary output. In other words, FAFEN's criteria for assessing parliamentary effectiveness are primarily process-oriented and secondarily results-oriented.

This report provides data based on FAFEN's direct observation of the proceedings of the thirty-fifth session of the National Assembly, which was held between October 3, and October 18, 2011.

time was presided over by Members of Panel of Chairpersons. The Parliamentary Leaders of ANP, PMLF and MMAP did not attend any of the sittings. The parliamentary leader of NPP attended nine sittings, followed by PPPS and MQM five each, BNPA four, and the PML one.

The 35th session covered good grounds in terms of lawmaking, as the House passed four government bills and a Private Member's Bill. However, the House did not take up 10 Motions under Rule 259, 10 Resolutions and two Matters of Public Importance that appeared on the Orders of the Day.

Out of 13 Calling Attention Notices on the Orders of the Day, the House took up nine raised by 15 male and 16 female parliamentarians – six were sponsored by PMLN and three by PPPP.

The session witnessed nine instances of protests and walkouts. PMLN Members walked out of the House in protest against power outages and increase in petroleum products on four occasions. A single PPPP Member boycotted the session to protest against the killings of Hazara community in Quetta. Another PPPP Member walked out to protest against the conduct of fellow parliamentarians. On another occasion, a PML Member staged a walkout on not getting the Chair's permission to continue his speech on a Point of Order. Members of the MQM walked out of the House once in protest over the Quetta killings and power outages.

During the ninth sitting, the House witnessed a tussle between the Members of the PMLN and MQM, which disrupted the proceedings for 10 minutes.

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 five 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. On average, 63 Members were present at the outset, and 73 were present at the end of each sitting.
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 51% of the Members did not participate actively in the 35th 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. During the session, only 33 out of the total 78 starred questions on the agenda were answered by the relevant Ministers.
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 197 Points of Order were raised, which consumed 32% 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.

## 1.0 Session Duration and Members' Participation

### 1.1 Session Time

The 35th session met for 12 sittings, starting on October 3, and *prorogued sine die* on October 18, 2011. The National Assembly met for a total of 31 hours, at an average of two hours and 35 minutes each day. Each of the sittings started late, with an average delay of 56 minutes.

The shortest sitting lasted an hour and 38 minutes (October 14) and the longest lasted three hours and 22 minutes (October 3). The longest sitting also witnessed the longest delay of an hour and 18 minutes.

| Date                  | Sitting No       | Late Starts                     | Hours           | Minutes |
|-----------------------|------------------|---------------------------------|-----------------|---------|
| Monday, October 3     | 1 <sup>st</sup>  | 78                              | 3               | 22      |
| Tuesday, October 4    | 2 <sup>nd</sup>  | 70                              | 2               | 5       |
| Wednesday, October 5  | 3 <sup>rd</sup>  | 38                              | 3               | 0       |
| Thursday, October 6   | 4 <sup>th</sup>  | 40                              | 2               | 45      |
| Friday, October 7     | 5 <sup>th</sup>  | 60                              | 1               | 45      |
| Monday, October 10    | 6 <sup>th</sup>  | 32                              | 2               | 58      |
| Tuesday, October 11   | 7 <sup>th</sup>  | 73                              | 2               | 17      |
| Wednesday, October 12 | 8 <sup>th</sup>  | 65                              | 2               | 30      |
| Thursday, October 13  | 9 <sup>th</sup>  | 50                              | 3               | 10      |
| Friday, October 14    | 10 <sup>th</sup> | 47                              | 1               | 38      |
| Monday, October 17    | 11 <sup>th</sup> | 60                              | 2               | 40      |
| Tuesday, October 18   | 12 <sup>th</sup> | 60                              | 2               | 50      |
| <b>Total</b>          |                  | <b>Average 56 Minutes Delay</b> | <b>31 hours</b> |         |

### 1.2 Members' Participation

Participation has been classified in three categories – parliamentarians who only submitted agenda item(s) for 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 as well as participated in debates.

A total of 61 Members submitted items on the Orders of the Day while 72 participated in debates. Thirty-five parliamentarians submitted agenda items and also actively took part in the House discussions.

| Party        | Members Who Participated in the 35th session |                                  |   |  |   |  | Members in Assembly by 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 |                              |
| ANP          | 1  | 4                                | 2   | 8%   | 31%   | 15%  | 13                           |
| BNPA         | 0  | 0                                | 0   | 0%   | 0%  | 0%   | 1                            |
| IND          | 1  | 6                                | 2   | 6%   | 33%   | 11%  | 18                           |
| MMAP         | 1  | 3                                | 0   | 13%  | 38%   | 0%   | 8                            |
| MQM          | 10   | 7                                | 5   | 40%  | 28%   | 20%  | 25                           |
| NPP          | 0  | 0                                | 0   | 0%   | 0%  | 0%   | 1                            |
| PML          | 3  | 9                                | 5   | 6%   | 18%   | 10%  | 51                           |
| PMLF         | 0  | 0                                | 1   | 0%   | 0%  | 20%  | 5                            |
| PMLN         | 26   | 20                               | 9   | 29%  | 22%   | 10%  | 91                           |
| PPPP         | 19   | 22                               | 11  | 15%  | 17%   | 9%   | 127                          |
| PPPS         | 0  | 1                                | 0   | 0%   | 100%  | 0%   | 1                            |
| <b>Total</b> | <b>61</b>                                    | <b>72</b>                        | <b>35</b>   | <b>18%</b>                                       | <b>21%</b>  | <b>10%</b>   | <b>341</b>                   |

### 1.3 Members' Attendance

During the 35th session, Members' attendance remained low. On average, 63 Members were present at the outset and 73 at the end of each sitting. The lowest attendance was observed during the third sitting with only 14 Members present at the start and 31 at the end.

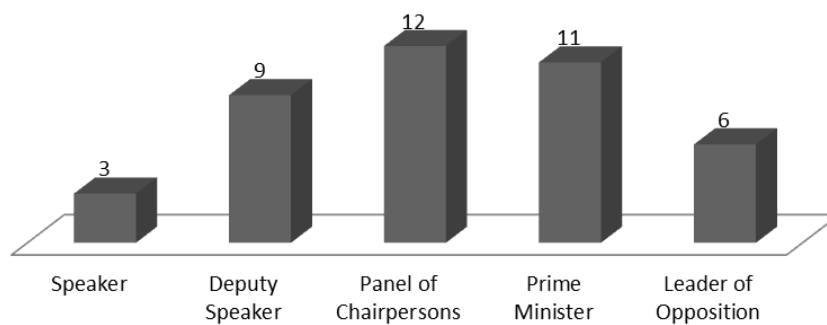
| Sitting No.      | Members present at the outset | Members present at the end |
|------------------|-------------------------------|----------------------------|
| 1 <sup>st</sup>  | 90                            | 110                        |
| 2 <sup>nd</sup>  | 60                            | 42                         |
| 3 <sup>rd</sup>  | 14                            | 31                         |
| 4 <sup>th</sup>  | 38                            | 50                         |
| 5 <sup>th</sup>  | 52                            | 64                         |
| 6 <sup>th</sup>  | 64                            | 70                         |
| 7 <sup>th</sup>  | 107                           | 55                         |
| 8 <sup>th</sup>  | 77                            | 92                         |
| 9 <sup>th</sup>  | 62                            | 156                        |
| 10 <sup>th</sup> | 52                            | 88                         |
| 11 <sup>th</sup> | 46                            | 62                         |
| 12 <sup>th</sup> | 93                            | 52                         |
| <b>Average</b>   | <b>63</b>                     | <b>73</b>                  |

### 1.4 Key Members' Attendance

The Prime Minister attended 11 sittings, while the Leader of the Opposition remained present in six sittings. The Speaker<sup>1</sup> chaired three sittings while the Deputy Speaker was present in nine sittings. The Members of the Panel of Chairpersons were present in all the sittings.

The Parliamentary Leaders of ANP, PMLF and MMAP did not attend any of the sittings. The parliamentary leader of NPP attended nine sittings, followed by PPPS and MQM five each, BNPA four, and the PML leader attended one sitting.

#### Key Members Attendance



### 1.5 Time Spent by Key Members

The Prime Minister attended all but one sitting, being present for 320 minutes or 17% of the total session time, while the Leader of the Opposition attended six sittings for 381 minutes or 20% of the total session time. The Speaker chaired the proceedings for 19%, while the Deputy Speaker presided over the proceedings for 45% of the session time. However, the remaining time of session was presided over by Members of Panel of Chairpersons.

| Sitting No.     | Speaker | Deputy Speaker | Members of Panel of Chairpersons | Prime Minister | Leader of the Opposition |
|-----------------|---------|----------------|----------------------------------|----------------|--------------------------|
| 1 <sup>st</sup> | 0       | 202            | 0                                | 87             | 82                       |
| 2 <sup>nd</sup> | 0       | 88             | 37                               | 54             | 0                        |
| 3 <sup>rd</sup> | 0       | 0              | 180                              | 31             | 51                       |
| 4 <sup>th</sup> | 0       | 115            | 50                               | 8              | 76                       |

<sup>1</sup> FAFEN only documents the activities of Members on the floor of the House.



| Sitting No.      | Speaker            | Deputy Speaker     | Members of Panel of Chairpersons | Prime Minister     | Leader of the Opposition |
|------------------|--------------------|--------------------|----------------------------------|--------------------|--------------------------|
| 5 <sup>th</sup>  | 0                  | 47                 | 58                               | 11                 | 0                        |
| 6 <sup>th</sup>  | 163                | 15                 | 0                                | 0                  | 0                        |
| 7 <sup>th</sup>  | 137                | 0                  | 0                                | 45                 | 0                        |
| 8 <sup>th</sup>  | 60                 | 90                 | 0                                | 18                 | 0                        |
| 9 <sup>th</sup>  | 0                  | 190                | 0                                | 10                 | 90                       |
| 10 <sup>th</sup> | 0                  | 98                 | 0                                | 20                 | 0                        |
| 11 <sup>th</sup> | 0                  | 0                  | 160                              | 21                 | 37                       |
| 12 <sup>th</sup> | 0                  | 0                  | 170                              | 15                 | 45                       |
| <b>Total</b>     | <b>360 Minutes</b> | <b>845 Minutes</b> | <b>655 Minutes</b>               | <b>320 Minutes</b> | <b>381 Minutes</b>       |

## 1.6 Orders of the Day

The Orders of the Day were made available to Members in every sitting and also posted on the National Assembly website ([www.na.gov.pk](http://www.na.gov.pk)). The House took up only 46% items that appeared on the Orders of the Day during the session. The reasons for leaving more than half of the Agenda items are use of Points of Order, protests, walkouts and ambitiously set agenda, especially for Private Members' Day.

| Sitting No.      | Items on Orders of the Day | Items taken up | Items not taken up |
|------------------|----------------------------|----------------|--------------------|
| 1 <sup>st</sup>  | 11                         | 1              | 10                 |
| 2 <sup>nd</sup>  | 1                          | 1              | 0                  |
| 3 <sup>rd</sup>  | 1                          | 1              | 0                  |
| 4 <sup>th</sup>  | 1                          | 1              | 0                  |
| 5 <sup>th</sup>  | 1                          | 1              | 0                  |
| 6 <sup>th</sup>  | 1                          | 1              | 0                  |
| 7 <sup>th</sup>  | 51                         | 24             | 27                 |
| 8 <sup>th</sup>  | 11                         | 6              | 5                  |
| 9 <sup>th</sup>  | 11                         | 8              | 3                  |
| 10 <sup>th</sup> | 12                         | 12             | 0                  |
| 11 <sup>th</sup> | 13                         | 3              | 10                 |
| 12 <sup>th</sup> | 37                         | 10             | 27                 |
| <b>Total</b>     | <b>151</b>                 | <b>69</b>      | <b>82</b>          |

## 2.0 Calling Attention Notices (CANs)

Calling Attention Notices (CANs) are a method of drawing the attention of a Minister towards a matter of urgent public importance.

Out of 13 CANs on the Orders of the Day, the House took up nine, which were raised by 15 male and 16 female parliamentarians – six were sponsored by PMLN and three by PPPP.

Three taken-up CANs were directed to the Ministry of Communications, while one each to the ministries of Railways, Human Rights, Cabinet Secretariat, Defense, Industries and Finance, Revenue, Economic Affairs, Statistics and Planning and Development.

| Sr. No. | Party | Gender                  | Issue Raised   | Ministry            | Status       |
|---------|-------|-------------------------|--|---------------------|--------------|
| 1       | PMLN  | Jointly Male and Female | Non-release of Rs 5 billions to the flood victims in Sindh, collected for the relief of flood affectees last year. | Cabinet Secretariat | Not Taken Up |
| 2       | PMLN  | Jointly Male and Female | 12% increase in the tariff of electricity.   | Water and Power     | Not Taken Up |
| 3       | PPPP  | Jointly Male and Female | Accident of school children bus on Motorway at Kalar Kahar due to negligence of Motorway Police.                   | Communications      | Taken Up     |
| 4       | PMLN  | Jointly Male and Female | Grounded PIA Aircrafts creating problems for the pilgrims.   | Defence             | Taken Up     |
| 5       | PPPP  | Jointly Male and Female | Dilapidated condition of the bridges and Super Highway from Karachi to Punjab.                                     | Communications      | Taken Up     |

| Sr. No. | Party | Gender                  | Issue Raised   | Ministry  | Status       |
|---------|-------|-------------------------|--|---|--------------|
| 6       | PMLN  | Jointly Male and Female | Increase in the prices of urea fertilizer by Rs 106 per bag.   | Industries and Production   | Taken Up     |
| 7       | PPPP  | Jointly Male and Female | Increase in the incidents of violence against women in Islamabad, Rawalpindi and other parts of the country.                             | Human Rights  | Taken Up     |
| 8       | PMLN  | Jointly Male and Female | Discontinuation of 115 passenger trains of Pakistan Railways despite spending billions of rupees on its restructuring.                   | Railways  | Taken Up     |
| 9       | PMLN  | Jointly Male and Female | Non-return of the pledged gold to the residents of district Swat by the National Bank of Pakistan (NBP) despite waiving off their loans. | Finance, Revenue, Economic Affairs, Statistics and Planning and Development | Taken Up     |
| 10      | PMLN  | Jointly Male and Female | Non-release of billions of rupees collected for the relief of flood victims last year.   | Cabinet Secretariat   | Taken Up     |
| 11      | MQM   | Jointly Male and Female | Non-payment of pension and salaries to the employees of Pakistan Railways.   | Railways  | Not Taken Up |
| 12      | PMLN  | Jointly Male and Female | Increasing accidents on motorways in the county.   | Communications  | Taken Up     |
| 13      | PMLN  | Jointly Male and Female | Increase in incidents of car lifting in Islamabad/Rawalpindi.  | Interior  | Not Taken Up |

### 2.1 Members Raising CANs

A total of 39 Members – PMLN 26, PPPP eight and MQM five - moved CANs during the 35th session.

| Sr. No       | Parliamentary Party | Male      | Female    | Total     |
|--------------|---------------------|-----------|-----------|-----------|
| 1            | MQM                 | 3         | 2         | 5         |
| 2            | PMLN                | 12        | 14        | 26        |
| 3            | PPPP                | 4         | 4         | 8         |
| <b>Total</b> |                     | <b>21</b> | <b>18</b> | <b>39</b> |

### 3.0 Question Hour

As many as 78 starred questions (requiring oral answers) were put forth by Members. A total of 33 (42%) of starred questions were taken up. The Members asked a total of 56 supplementary questions.

| Sitting No.      | Starred Questions on the Agenda   | Starred Questions taken up by the House | Supplementary Questions |
|------------------|---|---|-------------------------|
| 1 <sup>st</sup>  | <i>Debate on power outages, dengue fever, increase in prices of petroleum products and other issues</i> |   |                         |
| 2 <sup>nd</sup>  |   |   |                         |
| 3 <sup>rd</sup>  |   |   |                         |
| 4 <sup>th</sup>  |   |   |                         |
| 5 <sup>th</sup>  |   |   |                         |
| 6 <sup>th</sup>  |   |   |                         |
| 7 <sup>th</sup>  | Private Members' Day  |   |                         |
| 8 <sup>th</sup>  | 23  | 9                                       | 22                      |
| 9 <sup>th</sup>  | 18  | 11                                      | 12                      |
| 10 <sup>th</sup> | 17  | 8                                       | 14                      |
| 11 <sup>th</sup> | 20  | 5                                       | 8                       |
| 12 <sup>th</sup> | Private Members' Day  |   |                         |
| <b>Total</b>     | <b>78</b>   | <b>33</b>                               | <b>56</b>               |

## 4.0 Legislation

Considering Legislation on matters of national significance through careful debate and discussion is arguably a Parliament's chief and primary function. Legislation comes in the form of Government Bills, Private-Member Bills and Ordinances.

### 4.1 Government Bills

A total of four out of 11 Government Bills were passed while four bills were introduced and sent to the respective Standing Committees. Two bills were submitted as supplementary agenda during the last sitting.

| Sr. No. | Government Bills on the Orders of the Day   | Bills Debated | Status of Bills  |              |  |
|---------|---|---------------|------------------|--------------|--|
|         |   |               | Bills Introduced | Bills Passed | Bills Rejected/ Not Taken Up/ Deferred |
| 1       | The Criminal Law (Amendment) Bill, 2011.  | Debated       |                  | Passed       |  |
| 2       | The Securities and Exchange Commission of Pakistan (Regulation and Enforcement) Bill, 2011. |               | Introduced       |              |  |
| 3       | The Women in Distress and Detention Fund (Amendment) Bill, 2010.                            | Debated       |                  | Passed       |  |
| 4       | The Private Power and Infrastructure Board Bill, 2010.                                      | Debated       |                  | Passed       |  |
| 5       | The National Commission for Women Bill, 2011.   |               | Introduced       |              |  |
| 6       | The Defence Housing Authority Islamabad Bill, 2007.   |               |                  |              | Deferred                               |
| 7       | The Pakistan Energy Efficiency and Conservation Bill, 2011.                                 |               |                  |              | Not Taken Up                           |
| 8       | The National University of Modern Languages (Amendment) Bill, 2011.                         | Debated       |                  | Passed       |  |
| 9       | The Legal Practitioners and Bar Councils (Amendment) Bill, 2011.                            |               |                  |              | Not Taken Up                           |
| 10      | The Gas Infrastructure and Development Bill, 2011.  |               | Introduced       |              |  |
| 11      | The Petroleum Levis Bill 2011.  |               | Introduced       |              |  |

### 4.2 Private Members' Bills

As many as 14 Private Members' Bills appeared on the Orders of the Day. The Representation of the People (Amendment) Bill, 2011 was unanimously passed by the House. A total of 10 bills were introduced and sent to respective Standing Committees.

| Sr. No. | Bills on the Orders of the Day  | Party Affiliation | Gender        | Status       |
|---------|---|-------------------|---------------|--------------|
| 1       | The Representation of the People (Amendment) Bill, 2011.                          | PPPP              | Single Male   | Passed       |
| 2       | The Right to Information Bill, 2011.  | PPPP              | Single Female | Introduced   |
| 3       | The Constitution (Amendment) Bill, 2011. (Amendment of Article 245).              | PPPP              | Single Male   | Introduced   |
| 4       | The Pakistan Telecommunication (Re-organization) (Amendment) Bill, 2011.          | PPPP              | Single Male   | Introduced   |
| 5       | The Pakistan Penal Code (Amendment) Bill, 2011. (Amendment of section 182).       | PMLN              | Single Male   | Introduced   |
| 6       | The Hindu Marriage Bill, 2011.  | PML               | Single Male   | Introduced   |
| 7       | The Federal Investigation Agency (Amendment) Bill, 2011.                          | PMLN              | Single Female | Not Taken Up |
| 8       | The Control of Narcotics Substances (Amendment) Bill, 2011.                       | PMLN              | Single Male   | Introduced   |
| 9       | The Pakistan Penal Code (Amendment) Bill, 2011. (Insertion of new section 177-A). | PMLN              | Single Male   | Introduced   |
| 10      | The Emigration (Amendment) Bill, 2011. (Amendment of section 22).                 | PMLN              | Single Male   | Introduced   |
| 11      | The Constitution (Amendment) Bill, 2011. (Amendment of Article 209).              | PMLN              | Single Male   | Introduced   |
| 12      | The Constitution (Amendment) Bill, 2011. (Amendment of Article 193).              | PMLN              | Single Male   | Introduced   |
| 13      | The Prevention of Anti-Women Practices (Criminal Law Amendment) Bill, 2008.       | PML               | Single Female | Deferred     |
| 14      | The National Commission on the Status of Women (Amendment) Bill, 2011.            | PMLN              | Single Female | Not Taken Up |

## 5.0 Resolutions

Through Resolutions, the Parliament (or its Houses) expresses an opinion, makes recommendations, or conveys a message on a specific and important issue. Through Resolutions, the House can also commend, condemn, urge or request an action by the government. Resolutions can be moved by ministers or by Members in their private capacity.

The National Assembly did not take up any of the 10 Resolutions which appeared on the Order of the Day. All the Resolutions were submitted by Members in their private capacity.

| Sitting No.      | Resolution  | Status       |
|------------------|---|--------------|
| 7 <sup>th</sup>  | Steps to lower the increasing deficit of PIA.   | Not Taken Up |
|                  | Control inflation in the country.   | Not Taken Up |
|                  | Ensure the maximum withdrawal/transaction of amount from banks permissible through Automatic Transaction Machines (ATMs). | Not Taken Up |
|                  | End quackery from the Federal Capital Area.   | Not Taken Up |
|                  | Decrease the Railways deficit.  | Not Taken Up |
| 12 <sup>th</sup> | Steps against the sellers of spurious drugs in the Federal Area.  | Not Taken Up |
|                  | Payment of group insurance to the federal government employees on retirement.   | Not Taken Up |
|                  | Promote good governance and corruption free culture in all the Federal Government institutions.                           | Not Taken Up |
|                  | Foreigners who are staying illegally in Islamabad.  | Not Taken Up |
|                  | Increasing deficit of PIA.  | Not Taken Up |

### 5.1 Members Raising Resolutions

Out of 10 Resolutions, nine were moved by the PMLN Members and one by an MQM Member. A total of 12 Members – 11 PMLN and an MQM Member - sponsored Resolutions which appeared on the agenda.

| Parliamentary Party | Male     | Female   | Total     |
|---------------------|----------|----------|-----------|
| PMLN                | 6        | 5        | 11        |
| MQM                 | 1        | 0        | 1         |
| <b>Total</b>        | <b>8</b> | <b>6</b> | <b>12</b> |

## 6.0 Motions 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.

### 6.1 Motions under Rule 259 on Orders of the Day

As many as 13 Motions under Rule 259 appeared on the Orders of the Day. The first six sittings were dedicated for the debate on power outages, increase in the prices of petroleum products, dengue fever and other related issues.

| Sitting No.                            | Motion Under Rule 259  | Status       |
|--|--|--------------|
| 2 <sup>nd</sup>                        | Power outages, increase in the prices of petroleum products, dengue fever and other related issues.                                    | Taken Up     |
| 7 <sup>th</sup>                        | Hardships of the patients resulting from often out-of-order X-Rays machine in Pakistan Institute of Medical Sciences Islamabad (PIMS). | Not Taken Up |
|  | Exorbitant fee being charged by private Doctors in Islamabad.  | Not Taken Up |
|  | Problems/difficulties faced by the passengers, due to poor performance of Pakistan Railways.   | Not Taken Up |
|  | Non-provision of 4-5 <i>marla</i> plots to federal government employees in Islamabad on the pattern of CDA employees.                  | Not Taken Up |
|  | Performance of Ministry of Finance regarding non-transfer of Export Development Fund to quarter concerned.                             | Not Taken Up |
| 12 <sup>th</sup>                       | Improve agriculture in the country.  | Not Taken Up |
|  | Unemployment in the country.   | Not Taken Up |
|  | Recruitment one son of the Government employees on their retirement.   | Not Taken Up |
|  | Sale of sub-standard eatables at utility stores.   | Not Taken Up |
|  | Increasing deficit in Pakistan International Airlines (PIA).   | Not Taken Up |
|  | Devastation to life and property due to recent floods in Sindh.  | Not Taken Up |
| Performance of Pakistan Railways (PR). | Not Taken Up   |              |

## 6.2 Time Spent on Debate on Motion under Rule 259

A total of 43 parliamentarians - 32 male and 11 female – spoke on power outages, dengue fever, increase in prices of petroleum products and other issues for 614 minutes or 33% of the session time.

| Sitting No.       | Time Consumed                  |
|-------------------|--------------------------------|
| 1st               | 140 Minutes                    |
| 2nd               | 37 Minutes                     |
| 3rd               | 164 Minutes                    |
| 4th               | 146 Minutes                    |
| 5th               | 73 Minutes                     |
| 6th               | 54 Minutes                     |
| <b>Total Time</b> | <b>10 hours and 14 Minutes</b> |

## 6.3 Members Raising Motions under Rule 259

Thirteen Motions under Rule 259 on the Orders of the Day were raised by 16 Members - 11 PMLN and five MQM.

| Party        | Male      | Female   | Total     |
|--------------|-----------|----------|-----------|
| PMLN         | 7         | 4        | 11        |
| MQM          | 5         | 0        | 5         |
| <b>Total</b> | <b>12</b> | <b>4</b> | <b>16</b> |

## 7.0 Matters of Public Importance

Under Rule 87 of the Rules of Procedure and Conduct of Business of the National Assembly, the Speaker may allot, before taking up the last Calling Attention Notice, half an hour of a sitting on Private Members' Day for discussion a matter of urgent public importance. This includes matters that have been the subject of a recent Question, Starred or Unstarred.

### 7.1 Matters of Public Importance on Orders of the Day

A total of two Matters of Public Importance appeared on the agenda of session, which were not taken up by the House. These were regarding the Afghan Transit Trade Agreement-2010 and its effects on the economy of Pakistan and the dismal condition of human rights in Pakistan.

| Sr. No. | Matters of Public Importance   | Status       | Party |
|---------|--|--------------|-------|
| 1.      | Afghan Transit Trade Agreement -2010 and its effects on the economy of Pakistan. | Not Taken Up | PMLN  |
| 2.      | The dismal condition of human rights in Pakistan                                 | Not Taken Up | PMLN  |

## 8.0 Points of Order

Under the Assembly rules, a Member can raise a Point of Order only to point out any violation of the rules and procedure or to seek enforcement of certain rules required to regulate the business of the House. The Speaker is required to give a ruling on it. During the 35th session, Members continued to raise issues of their respective constituencies or other matters through Points of Order.

### 8.1 Time Consumed by Points of Order

Speeches by Members and treasury rejoinders on Points of Order consumed 32% of the total session time otherwise allocated for the regular agenda. Unless the Chair gives a formal ruling on a Point of Order, speeches and rejoinders do not contribute to any assembly output.

None of the 197 Points of Order during the session, which consumed 595 minutes attracted the Chair's formal ruling.

| Sitting No      | Points of Order | Time Consumed |
|-----------------|-----------------|---------------|
| 1 <sup>st</sup> | 11              | 21            |
| 2 <sup>nd</sup> | 29              | 81            |
| 3 <sup>rd</sup> | 2               | 5             |
| 4 <sup>th</sup> | 4               | 7             |
| 5 <sup>th</sup> | 11              | 18            |

| Sitting No       | Points of Order | Time Consumed |
|------------------|-----------------|---------------|
| 6 <sup>th</sup>  | 34              | 64            |
| 7 <sup>th</sup>  | 6               | 20            |
| 8 <sup>th</sup>  | 6               | 68            |
| 9 <sup>th</sup>  | 13              | 97            |
| 10 <sup>th</sup> | 8               | 17            |
| 11 <sup>th</sup> | 37              | 105           |
| 12 <sup>th</sup> | 36              | 92            |
| <b>Total</b>     | <b>197</b>      | <b>595</b>    |

## 8.2 Issues Raised through Points of Order

Parliamentarians interrupted the regular proceedings by 197 Points of Order during the session on issues which are categorized in 40 broader themes.

A total of 56 Points of Order were raised by PMLN Members, 16 MQM, 14 PML, nine ANP, five MMAP and 19 by Independent Members. PPPP Members took the floor 78 times on Points of Order mostly to respond to the opposition's criticism.

| Sr. No. | Theme  | PPPP | PMLN | PML | MQM | ANP | MMAP | IND | Total |
|---------|--|------|------|-----|-----|-----|------|-----|-------|
| 1       | Business of the House                                      | 15   | 5    | 2   | 0   | 0   | 0    | 2   | 24    |
| 2       | Miscellaneous Affairs                                      | 9    | 6    | 1   | 4   | 0   | 0    | 1   | 21    |
| 3       | Energy   | 5    | 5    | 1   | 2   | 0   | 0    | 2   | 15    |
| 4       | Quetta Killings (Hazara community)                         | 5    | 2    | 2   | 2   | 1   | 1    | 2   | 15    |
| 5       | Rehabilitation and Reconstruction                          | 6    | 1    | 0   | 1   | 1   | 0    | 1   | 10    |
| 6       | Performance of the Federal Government                      | 4    | 0    | 2   | 1   | 1   | 0    | 0   | 8     |
| 7       | Public Accounts Committee's (PAC) Report                   | 3    | 2    | 1   | 1   | 0   | 1    | 0   | 8     |
| 8       | Balochistan related issues                                 | 3    | 0    | 1   | 0   | 0   | 0    | 3   | 7     |
| 9       | Law and Order  | 2    | 4    | 0   | 1   | 0   | 0    | 0   | 7     |
| 10      | Communication  | 3    | 2    | 1   | 0   | 0   | 0    | 0   | 6     |
| 11      | Pakistan International Airlines                            | 2    | 3    | 0   | 1   | 0   | 0    | 0   | 6     |
| 12      | Railways   | 1    | 3    | 0   | 0   | 0   | 0    | 2   | 6     |
| 13      | Criticism on the Government                                | 0    | 5    | 0   | 0   | 0   | 0    | 0   | 5     |
| 14      | Perks and Privileges of Members                            | 3    | 1    | 0   | 0   | 0   | 0    | 0   | 4     |
| 15      | Dictatorship   | 1    | 2    | 1   | 0   | 0   | 0    | 0   | 4     |
| 16      | National Database and Registration Authority (NADRA)       | 2    | 1    | 0   | 0   | 0   | 1    | 0   | 4     |
| 17      | Police   | 2    | 0    | 0   | 0   | 0   | 0    | 2   | 4     |
| 18      | Terrorism  | 1    | 0    | 0   | 0   | 1   | 1    | 0   | 3     |
| 19      | Request for <i>fateha</i>                                  | 0    | 0    | 0   | 1   | 0   | 0    | 2   | 3     |
| 20      | Health   | 1    | 2    | 0   | 0   | 0   | 0    | 0   | 3     |
| 21      | Women Rights   | 2    | 0    | 0   | 0   | 1   | 0    | 0   | 3     |
| 22      | Haji Affairs   | 2    | 0    | 0   | 0   | 1   | 0    | 0   | 3     |
| 23      | Criticism on former President General (R) Pervez Musharraf | 1    | 2    | 0   | 0   | 0   | 0    | 0   | 3     |
| 24      | Conduct of Speaker and Deputy Speaker                      | 0    | 3    | 0   | 0   | 0   | 0    | 0   | 3     |
| 25      | Education  | 0    | 1    | 0   | 1   | 1   | 0    | 0   | 3     |
| 26      | FATA related issues  | 0    | 0    | 0   | 0   | 0   | 0    | 2   | 2     |
| 27      | Elections  | 1    | 1    | 0   | 0   | 0   | 0    | 0   | 2     |
| 28      | HEC  | 0    | 1    | 1   | 0   | 0   | 0    | 0   | 2     |
| 29      | National Accountability Bureau (NAB)                       | 1    | 1    | 0   | 0   | 0   | 0    | 0   | 2     |
| 30      | Child Rights   | 0    | 0    | 0   | 0   | 0   | 0    | 1   | 1     |
| 31      | Inter-party politics                                       | 0    | 1    | 0   | 0   | 0   | 0    | 0   | 1     |
| 32      | Conduct of Members   | 1    | 0    | 0   | 0   | 0   | 0    | 0   | 1     |
| 33      | Criticism on PML   | 0    | 0    | 0   | 0   | 1   | 0    | 0   | 1     |

| Sr. No.      | Theme            | PPPP      | PMLN      | PML       | MQM       | ANP      | MMAF     | IND       | Total      |
|--------------|------------------|-----------|-----------|-----------|-----------|----------|----------|-----------|------------|
| 34           | Minority Rights  | 0         | 0         | 0         | 0         | 1        | 0        | 0         | 1          |
| 35           | Agriculture      | 0         | 0         | 0         | 1         | 0        | 0        | 0         | 1          |
| 36           | Media            | 1         | 0         | 0         | 0         | 0        | 0        | 0         | 1          |
| 37           | Dual Nationality | 1         | 0         | 0         | 0         | 0        | 0        | 0         | 1          |
| 38           | Democracy        | 1         | 0         | 0         | 0         | 0        | 0        | 0         | 1          |
| 39           | Drone Attacks    | 0         | 1         | 0         | 0         | 0        | 0        | 0         | 1          |
| 40           | Water Reservoirs | 0         | 0         | 0         | 0         | 0        | 1        | 0         | 1          |
| <b>Total</b> |                  | <b>79</b> | <b>55</b> | <b>13</b> | <b>16</b> | <b>9</b> | <b>5</b> | <b>20</b> | <b>197</b> |

## 9.0 Protests, Boycotts and Walkouts

The session witnessed nine instances of protests and walkouts. PMLN Members walked out of the House in protest against power outages and increase in petroleum products on four occasions. A PPPP Member boycotted the session to protest against the killings of Hazara community in Quetta. Another PPPP Member walked out to protest against the conduct of fellow parliamentarians. On another occasion, a PML Member staged a walkout on not getting the Chair's permission to continue his speech on a Point of Order. Members of the MQM walked out of the House once in protest over the Quetta killings and power outages.

During the ninth sitting, the House witnessed a tussle between the Members of the PMLN and MQM, which disrupted the proceedings for 10 minutes.

| Sitting No    | Party                             | Reason   | Time | Protest/Walkout/Boycott |
|---------------|-----------------------------------|--|------|-------------------------|
| Sitting No 1  | PMLN                              | Load shedding of electricity and price hike of petroleum products.                     | 5    | Walkout                 |
| Sitting No 2  | Single PPPP Member                | Quetta killings  | 5    | Walkout                 |
|               | PMLN                              | Load shedding of electricity and price hike of petroleum products.                     | 5    | Walkout                 |
|               | MQM                               |  |      | Walkout                 |
| Sitting No 3  | PMLN                              | Quetta killings and load shedding of electricity and price hike of petroleum products. | 39   | Walkout                 |
| Sitting No 4  | PMLN                              | Load shedding of electricity and price hike of petroleum products.                     | 5    | Walkout                 |
| Sitting No 5  | No Protests, Boycotts or Walkouts |  |      |                         |
| Sitting No 6  | No Protests, Boycotts or Walkouts |  |      |                         |
| Sitting No 7  | No Protests, Boycotts or Walkouts |  |      |                         |
| Sitting No 8  | No Protests, Boycotts or Walkouts |  |      |                         |
| Sitting No 9  | PMLN and MQM                      | Tussle between the Members of the PMLN and MQM   | 10   | Protest                 |
| Sitting No 10 | No Protests, Boycotts or Walkouts |  |      |                         |
| Sitting No 11 | PPPP                              | Conduct of Members of the National Assembly  | 51   | Walkout                 |
|               | Single PMLN Member                | Permission to continue his speech on a Point of Order.                                 | 5    | Walkout                 |
| Sitting No 12 | No Protests, Boycotts or Walkouts |  |      |                         |
| <b>Total</b>  |                                   |  | 125  |                         |

## 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.

### Amendments

A motion to amend an earlier motion before that earlier motion is put to the Assembly for its decision.

### Amending Act

An Act of Assembly whose sole purpose is to modify another Act or Acts.

### Assembly

National Assembly or a Provincial Assembly

### 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 or a Committee.

### Chamber

The place where the Assembly meets to transact its business.

### Committee

A parliamentary committee constituted under Rules of Procedure, comprising of various Members of Parliament.

### Constitution

Means the Constitution of the Islamic Republic of Pakistan 1973.

### 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.

### Election

The process of choosing a representative by vote.

### 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.

### Legislative Process

The processes by which bills are approved by Assembly.

### 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 Minister of State, or a Parliamentary Secretary in respect of any function delegated or entrusted to him by a Minister.

### Motion

A proposal made by a member or a Minister relating to any matter, which may be discussed by the Assembly and includes an amendment.

### Mover

The mover of a Bill, a resolution, a motion or an amendment of a Bill, a resolution or a motion and in the case of a Government Bill, a resolution, a motion or an amendment, a Minister or a Parliamentary Secretary acting on behalf of the Government.

### 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 Speaker.



**Private Member**

A member who is not a Minister or a Parliamentary Secretary.

**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(2) 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.

**Speaker**

The Speaker of the Assembly, including the Deputy Speaker or any other member acting as the Chairperson on a particular sitting or number of sittings.

**Starred Question**

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

**Sitting**

A meeting of the Assembly or that of a Committee on a day.

**Table**

The Table of the House.

**Unstarred Question**

"Unstarred Question" means a question for a written

# 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 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 194 National Assembly constituencies in 119 districts across Pakistan.

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