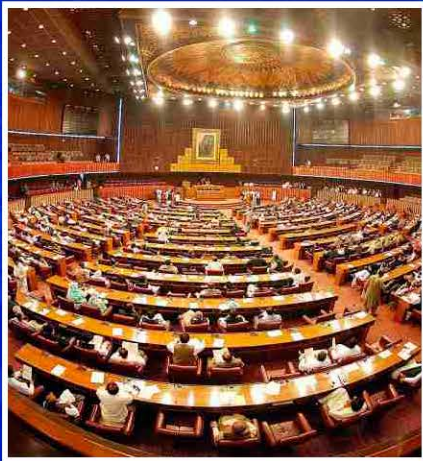




NATIONAL ASSEMBLY OF PAKISTAN



FAFEN PARLIAMENT MONITOR

26TH SESSION

20-27 November, 2015

Free and Fair Election Network
www.fafen.org

EXECUTIVE SUMMARY

The National Assembly's 26th Session, spanning over six sittings, showed marked improvement in smooth running of the House. The start of proceeding of the House was not delayed as much as it used to be during previous sessions. The private members' business pending for more than two months was also taken up except where the movers were absent. None of sitting time was consumed in suspensions or breaks. However, the treasury's disinterest in ensuring attendance of their members cost the government a few bills which could not be taken up during last two sittings due to lack of quorum. The last sitting ended early as the opposition left the House and the treasury had no strength to complete the quorum. Veteran parliamentarian Makhdoom Amin Faheem passed away during the course of this session and a sitting was reserved to pay tribute to him.

The Speaker presided over the House for a quarter of total meeting time while the Deputy Speaker chaired the proceeding for most of the remaining time except an hour and 13 minutes when a member of the Panel of Chairpersons presided over the House. Prime Minister Mian Muhammad Nawaz Sharif attended only one sitting during the session. Unlike the past, the Premier has been showing up at least once in each session since last few sessions. His presence has a positive impact on over-all attendance of the House. The highest attendance during 26th Session was also

observed on the day when Prime Minister Sharif attended the sitting. The average attendance of the lawmakers during each sitting of this session decreased to 159 members from 235 in 25th session and 199 in 24th session. It is fourth session since the National Assembly has been sharing the attendance of lawmakers on its website.

However, despite lower attendance, the participation of lawmakers registered a little surge during 26th session with 36% of total membership taking part in the proceedings as compared to 31% during 25th session. Still, the majority of the lawmakers (63%) did not participate in the proceeding during the entire 26th session. The members can participate by submitting an agenda item and taking part in the debate. The names of as many as 94 lawmakers appeared on Orders of the Day against an agenda item and 44 of those members also spoke on floor of the House as well whereas there were 29 parliamentarians who only spoke on floor of the House but did not submit an agenda item. These participating MNAs constitute only 37% (126) of total membership of the House.

The National Assembly transacted 60% of the business that appeared on Orders of the Day excluding the Starred Questions of which only fifth was taken up by the House. The Assembly passed five government bills, adopted five resolutions and took up all Calling Attention Notices (CANs) except one. Three of the bills passed were related to financial management and one to Local Governments in Cantonments while the House also approved a bill to establish Health Research Council.

As many as 24 bills appeared on the 'Orders of the Day' comprising 13 private members' bills during the session. Five government bills on the agenda were passed, four stood introduced and two were not taken up. One of the government bills being considered for passage was deferred midway when a female member of the government's allied party JUI-F objected to the scope of the bill. Similarly, eight of the private members' bills were introduced and referred to the relevant standing committees and five were deferred due to the absence of movers. Two groups of JUI-F lawmakers brought identical bills which were clubbed together on the directions of the Chair.

The resolutions passed by the House urged the government to build more water reservoirs in the country, establish a women university in Buner, take steps to implement Deceased Employees' Package and control the sale of counterfeit drugs. All of these were private members' resolutions while a government resolution, brought on supplementary agenda, was also adopted to mark the observance of International Day for Elimination of Violence against Women. The House urged for taking concrete measures to end discrimination and violence against women at global level. The House witnessed differences between treasury and opposition over this resolution as the latter wanted to suggest Pakistan-specific measures while the treasury opposed it.

Through the CANs, the lawmakers sought government response on issues related to gas supply, spread of hepatitis, new Islamabad airport, non-

functioning of educational institutions in some rural areas of Islamabad, non-availability of Levies Force in Shangla and Buner, death sentences to opposition leaders in Bangladesh and losing vote in UN Human Right Council.

There appeared 301 questions on agenda of the Lower House during the session, including 190 starred ones. The government failed to furnish the replies for 14 of the questions while 24 queries were referred to other ministries. The delay in responding to the questions of lawmakers prompted Speaker to direct the government to be quick in response. As the starred questions require written as well as oral reply, the House takes up the questions and lawmakers asked supplementary questions as well. Of 190 starred questions, only 41 (21%) were taken up while one third of the total questions were asked by the PTI members.

It had been observed during previous parliamentary years that the Standing Committees did not submit their biannual reports to the National Assembly as required by the Rules of Procedure. However, periodic performance reports of seven Standing Committees appeared on the agenda during the session but could not be taken up. The list of such reports also included three reports of the Standing Committee on Law, Justice and Human Rights on different legislative proposals.

Only the reports of the Rules of Procedure and Privileges on three Questions of Privilege and the reports of relevant Standing Committees on Pakistan Halal Authority Bill, 2015 and the Publication of Laws

of Pakistan Bill, 2015 were presented to the House. The government laid before the National Assembly three documents. These included the report on implementation of Principles of Policy of the Constitution, Audit Reports for the fiscal years 2013-2014 & 2014-2015 and the Government Bai-Muajjal Financing Facility Rules, 2015.

The lawmakers used the Points of Order to make speeches on matters other than those relating to proceeding of the House continued during this session as well. Members of Parliament raised 71 Points of Order, of which, only 11 were related to Business of the House while others were on subjects such as governance, tributes, foreign relations, energy and strengthening the Federation.

Although, the quorum was visibly lacking at several points during the proceedings especially at the outset and adjournment of the sitting, it was pointed out only twice during the session. The last two sittings were adjourned due to lack of quorum which was pointed out once by a PTI legislator Dr. Shireen Mehrunnisa Mazari and at another occasion by a JI lawmaker Sher Akbar Khan who also staged a walkout for 15 minutes during last sitting before point out the quorum. The House approved a motion to carry forward the remaining agenda of the session to the next one. A similar motion was adopted during the previous session as well.

The House did not take up a motion of thanks to express gratitude by the House to the President for his address to both Houses of the Parliament assembled together on June 4, 2015. This motion had

been appearing on agenda since 24th session. It was commenced on July 30, 2015 but could not be discussed since then despite its inclusion in the list of business 17 times. The Rules of Procedure and Conduct of Business bar the House to take up any adjournment motion during discussion on motion of thanks. Furthermore, there were five motions under rule 259 that appeared on agenda but were not taken up.

1

SESSION TIME, ATTENDANCE AND PARTICIPATION

This section gives a statistical overview of the session covering the number of sittings, duration of sittings, attendance and participation of members in the proceedings.

159

AVERAGE
ATTENDANCE

12h45m

SESSION
TIME

6

TOTAL
SITTINGS

KEY MEMBERS ATTENDANCE



Speaker

Attended **3** Sittings | Presided for **26%** of total session's time



Deputy Speaker

Attended **5** Sittings | Presided for **64%** of total session's time



Prime Minister

Attended **1** Sittings | Spent **50** min



Leader of the Opposition

Attended **4** Sittings | Spent **185** min

A member of Panel of Chairpersons presided over the proceeding for 10% of total session's time.

SITTING DATE, DURATION AND ATTENDANCE

	20 Nov, 2015	23 Nov, 2015	24 Nov, 2015	25 Nov, 2015	26 Nov, 2015	27 Nov, 2015
SITTING NO ▶	1	2	3	4	5	6
	Govt. Day	Govt. Day	Private Members Day	Govt. Day	Govt. Day	Govt. Day
DURATION ▶	149 min	40 min	149 min	155 min	172 min	100 min
LATE START ▶	5 min	35 min	5 min	10 min	13 min	10 min
MEMBERS ATTENDED ▶	151	122	168	178	174	163
AGENDA TAKEN UP ▶	80%	0%	52%	82%	18%	17%

PARLIAMENTARY LEADERS ATTENDANCE



Iftikhar Uddin



Dr. M. Farooq Sattar



Ghulam Murtaza Jatoi



Syed Khurshheed Shah



Mahmood Khan Achakzai



Sahibzada Tariqullah



Sheikh Rasheed Ahmed



Engr. Usman Khan Tarakai



Ghulam Ahmed Bilour



Sayed Essa Nori



Maulana Fazal-ur-Rehman



Aftab Ahmed Sherpao



Ch. Pervez Ellahi



Sardar Kamal Bangulzai



Dr. Ghazi Gulab Jamal



Muhammad Ijaz-ul-Haq



Imran Khan



Saddar-ud-Din Rashidi

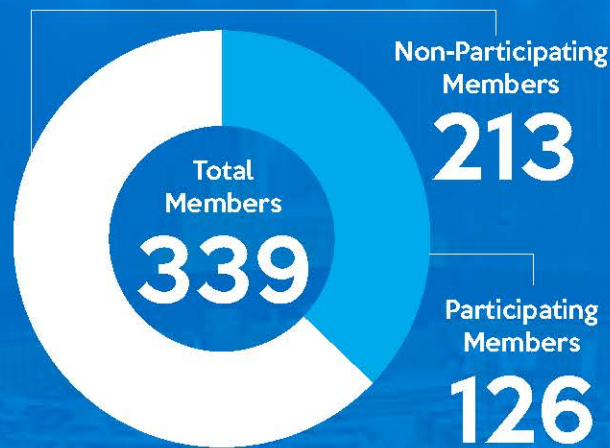


MEMBERS PARTICIPATION

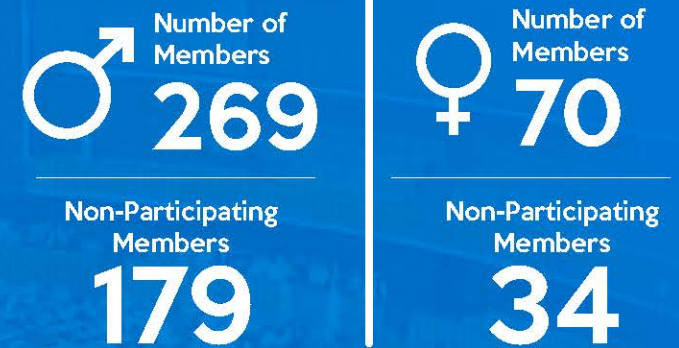
The members may participate in the proceeding by submitting an agenda item or taking part in debates on floor of the House.



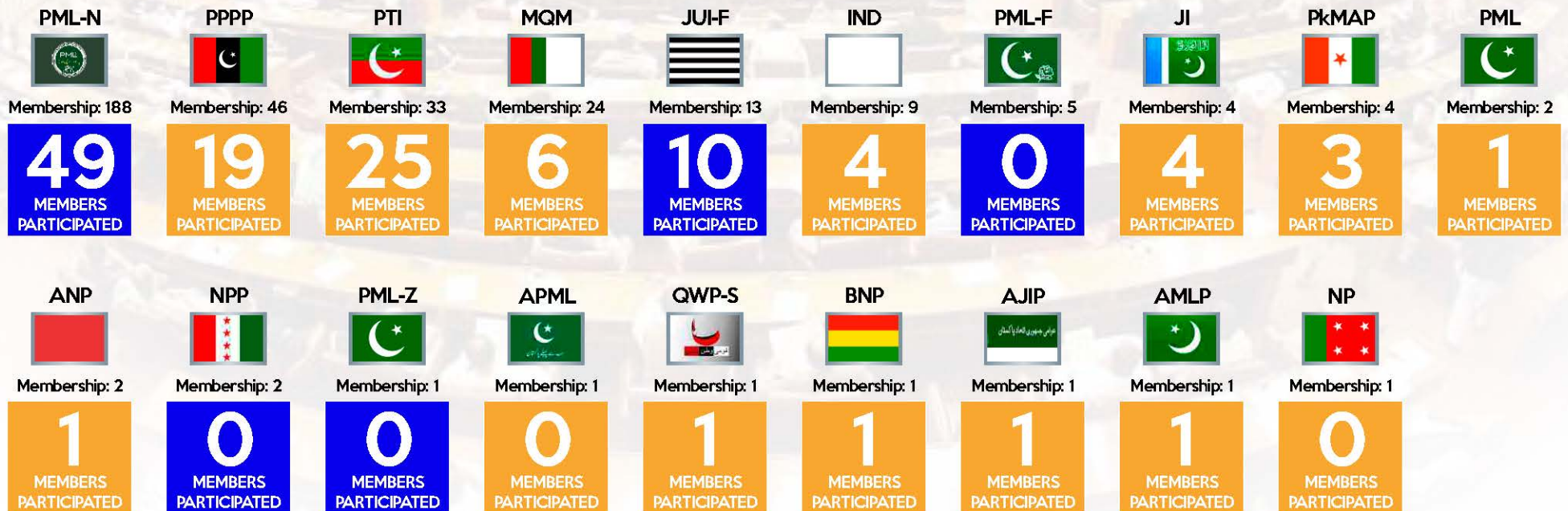
OVERALL PARTICIPATION



GENDER-WISE PARTICIPATION



PARTY-WISE PARTICIPATION



Color Code: Government Parties Opposition Parties

2

REPRESENTATION, RESPONSIVENESS AND GOVERNMENT OVERSIGHT

This section gives statistical as well as qualitative overview of legislators' interventions in the House – Questions, Calling Attention Notices (CANs), Matters of Public Importance under Rule 18, 69 or 87, Adjournment Motions, Motions under Rule 259 or any other motions – for the oversight of government and to articulate issues of public interest and importance.

190
STARRED
QUESTIONS

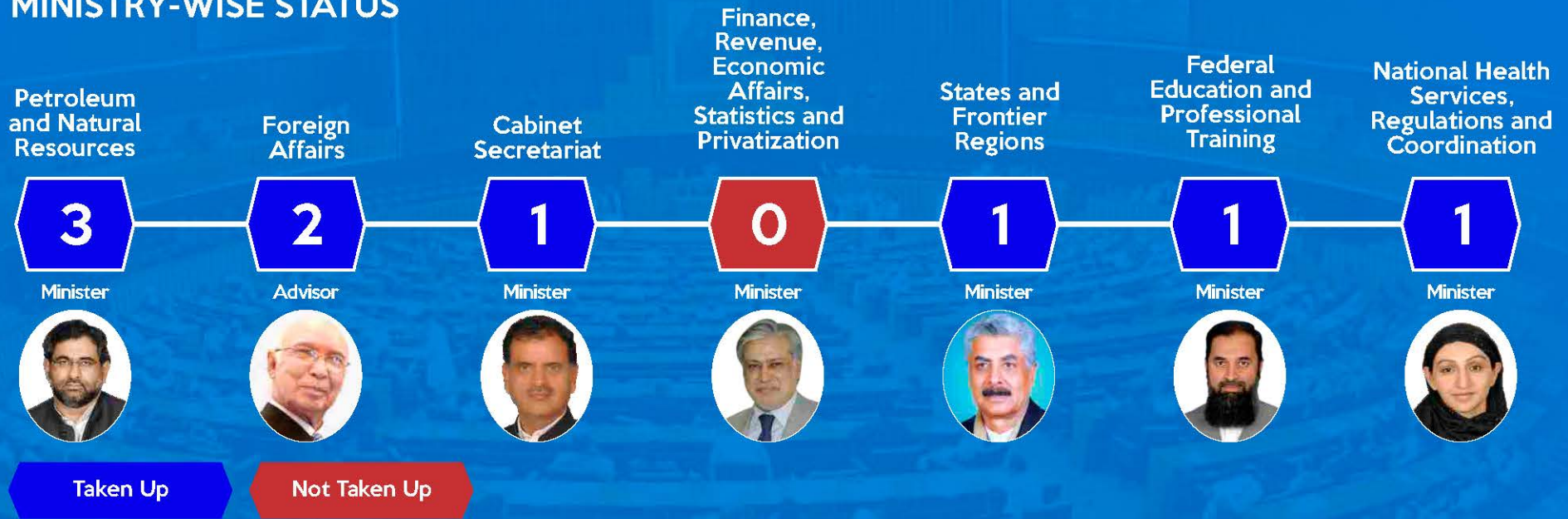
111
UNSTARRED
QUESTIONS

10
CANs

CALLING ATTENTION NOTICES

A lawmaker may call the attention of a Minister to any matter of urgent public importance through a notice to be submitted one day before a sitting of the National Assembly. In response, the Minister may make a brief statement on the issue.

MINISTRY-WISE STATUS

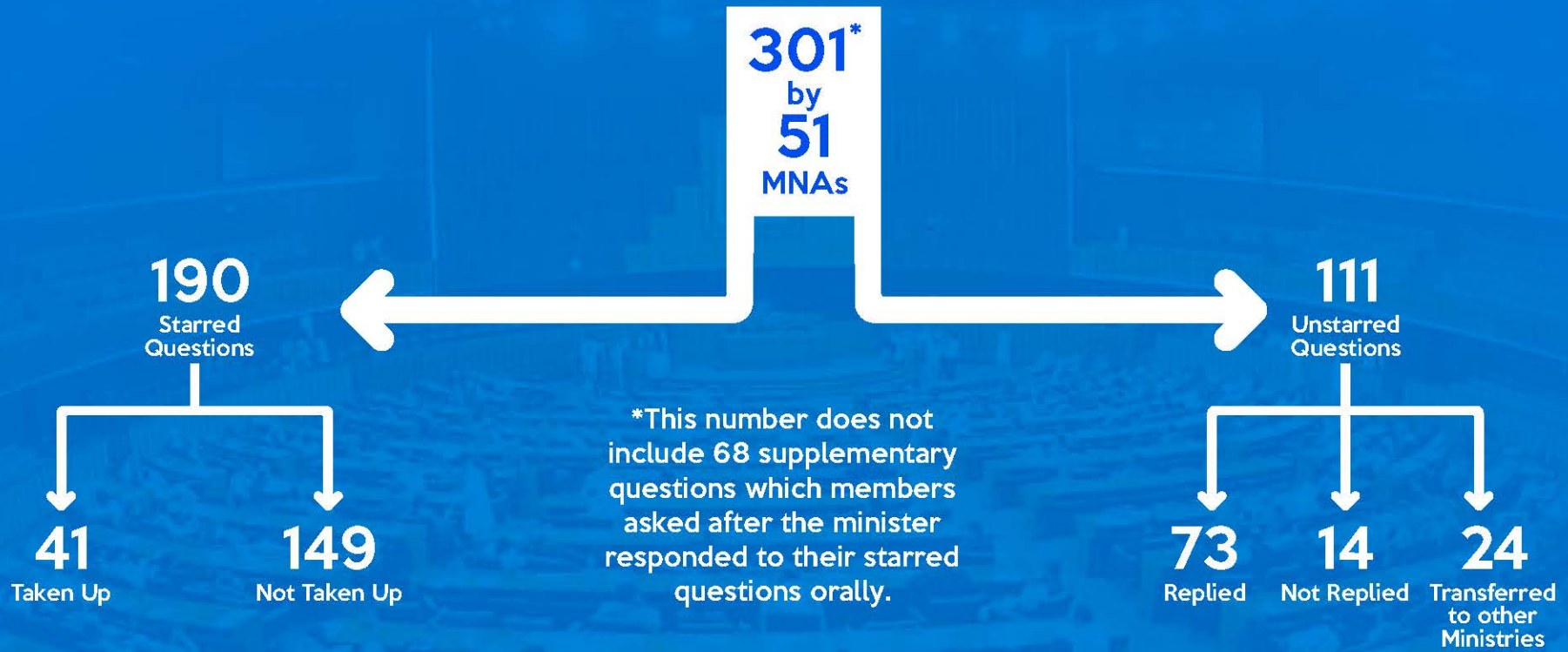


CALLING ATTENTION NOTICES BY PARTY



The lawmakers sought government's response on issues related to gas supply, spread of hepatitis, new Islamabad airport, non-functioning of educational institutions in some rural areas of Islamabad, non-availability of Levies Force in Shangla and Buner, death sentences to opposition leaders in Bangladesh and losing vote in UN Human Right Council.

QUESTIONS



QUESTIONS BY PARTY



QUESTIONS ASKED FROM MINISTRIES

Water & Power

41

Interior and
Narcotics Control

32

Petroleum and
Natural Resources

28

Finance,
Revenue,
Economic Affairs

21

Cabinet
Secretariat

16

Foreign
Affairs

15

Communication

15

Law Justice &
Human Rights

15

National Health
Services, Regulations
and Coordination

13

Capital
Administration
and Development
Division

13

Overseas Pakistanis
and Human
Resource
Development

10

Housing &
Works

10

National Food
Security and
Research

7

Industries &
Production

7

Religious Affairs and
Inter-faith Harmony

7

States and
Frontier Regions

6

Climate Change
Division

5

Commerce

5

*The members asked 35 other questions as well which were addressed to 15 different ministries.

3

PARLIAMENTARY OUTPUT

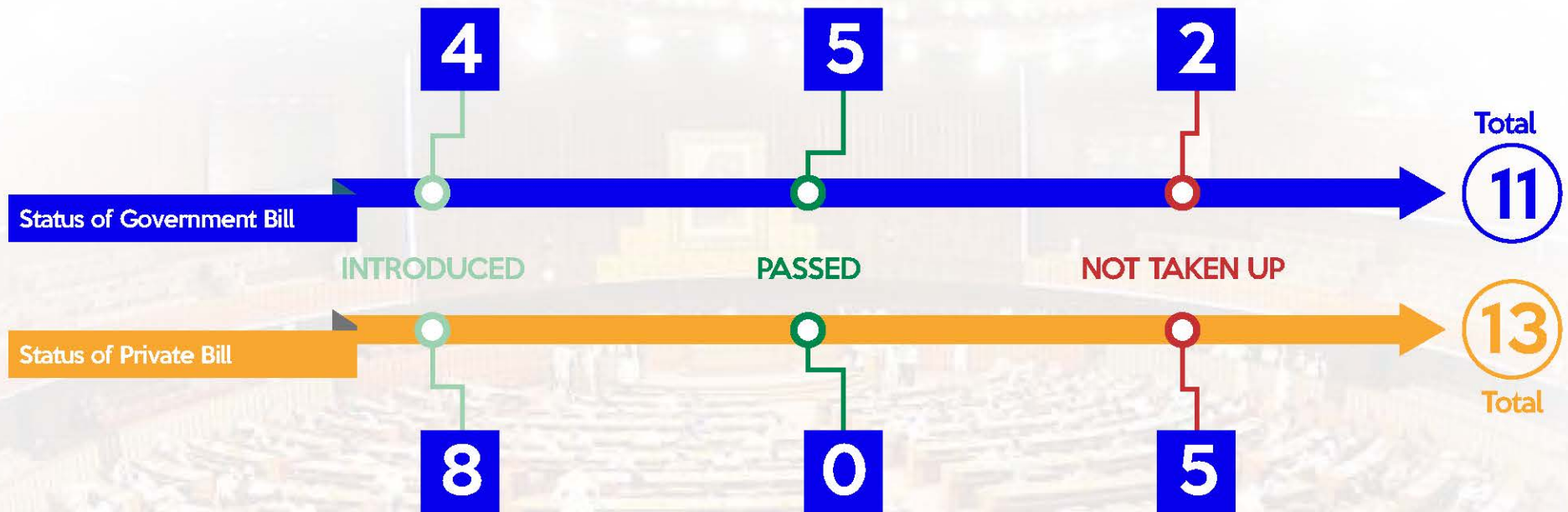
This section provides statistical as well as qualitative information about the legislative bills, resolutions, reports and documents presented or discussed in the House.

18
REPORTS
ON AGENDA

7
RESOLUTIONS
ON AGENDA

24
BILLS ON
AGENDA

LEGISLATION



LIST OF GOVERNMENT BILLS

- The Anti-Money Laundering (Amendment) Bill, 2015
- The Companies (Amendment) Bill, 2015
- The Stock Exchanges (Corporatization, Demutualization and Integration) (Amendment) Bill, 2015
- The Pakistan Health Research Council Bill, 2015
- The Cantonments (Amendment) Bill, 2015
- The Deposit Protection Corporation Bill, 2015
- The Islamabad Capital Territory Local Government (Amendment) Ordinance, 2015
- The Plant Breeders' Rights Bill, 2015
- The Pakistan Halal Authority Bill, 2015
- The Patents (Amendment) Bill, 2015

LIST OF PRIVATE BILLS

- An Eradication of Riba Bill, 2015
- The Code of Civil Procedure (Amendment) Bill, 2015 (Substitution of section 89-A, Act V of 1908)
- The Code of Civil Procedure (Amendment) Bill, 2015 (Amendment of section 33, Act V of 1908)
- The Anti-Terrorism (Amendment) Bill, 2015
- The Constitution (Amendment) Bill, 2015 (Insertion of Article 19B)
- The Pakistan Bait-ul-Mal (Amendment) Bill, 2015
- The Constitution (Amendment) Bill, 2015 (Amendment of Article 175)
- The Employment of Children (Amendment) Bill, 2015
- The Constitution (Amendment) Bill, 2015 (Amendment of Articles 1, 246 and 247)
- The Pakistan Penal Code (Amendment) Bill, 2015
- The Factories (Amendment) Bill, 2015
- The Constitution (Amendment) Bill, 2015 (Amendment of Article 11)

Color Code:

■ INTRODUCED

■ PASSED

■ NOT TAKEN UP

SHORT INTRODUCTION

Bills Passed

- 1. The Pakistan Health Research Council Bill, 2015**
To reconstitute and reorganize the Pakistan Medical Research Council with the name of Pakistan Health Research Council by providing administrative and financial autonomy
- 2. The Cantonments (Amendment) Bill, 2015**
To empower election commission to delimit wards of cantonment areas and hold Local Government elections there
- 3. The Anti-Money Laundering (Amendment) Bill, 2015**
To make Anti Money laundering laws more stringent and effective
- 4. The Companies (Amendment) Bill, 2015**
To provide for the listed companies to buy back their shares and retain the repurchased shares as treasury shares and reissue them at appropriate time
- 5. The Stock Exchanges (Corporatization, Demutualization and Integration) (Amendment) Bill, 2015**
To update the time period mentioned in previous version of this law for commencement of certain clauses of the Act

Bills Introduced

- 1. The Islamabad Capital Territory Local Government (Amendment) Ordinance, 2015**
To empower election commission to delimit Union Councils and wards of Islamabad Capital Territory and hold Local Government elections there
- 2. An Eradication of Riba Bill, 2015**
To eradicate interest (Riba) from the country by amending

- 3. The Code of Civil Procedure (Amendment) Bill, 2015 (Substitution of section 89-A, Act V of 1908)**
To provide for alternate means of conflict settlement in case of minor issues
- 4. The Code of Civil Procedure (Amendment) Bill, 2015 (Amendment of section 33, Act V of 1908)**
To eliminate obstacles for decree-holders in the pursuit of justice and simplify the proceedings pertaining to execution of decrees for their expeditious satisfaction
- 5. The Anti-Terrorism (Amendment) Bill, 2015**
To bring the sexual offences against children in purview of Anti-terrorism Act, 1997
- 6. The Constitution (Amendment) Bill, 2015 (Insertion of Article 19B)**
To provide for the right to social security to citizens
- 7. The Pakistan Bait-ul-Mal (Amendment) Bill, 2015**
To provide for utilization of donations and gifts by friendly conations in Pakistan Bait-ul-Mal
- 8. The Constitution (Amendment) Bill, 2015 (Amendment of Article 175)**
To discourage calling religion or sect as a reason for terrorism
- 9. The Deposit Protection Corporation Bill, 2015**
To provide for the establishment, management and control of Deposit Protection Corporation as subsidiary of State Bank of Pakistan for protection of small depositors
- 10. The Plant Breeders' Rights Bill, 2015**
To provide for the development of the breeding of new plant varieties and protection of rights of breeders of such varieties

LEGISLATION BY PARTY



The House passed three government bills related to financial management, one to Local Governments in Cantonments and a bill to provide for establishment of Pakistan Health Research Council.

RESOLUTIONS



Adopted
 Not Taken Up

STANDING COMMITTEE REPORTS

Religious Affairs and
Inter-Faith Harmony



Abdul Kareem

1

0

On Agenda

Presented

Rules of Procedure
and Privileges



Ch. Asad Ur Rehman

3

3

On Agenda

Presented

Law and
Justice



Ch. Mahmood Bashir

3

1

On Agenda

Presented

Science and
Technology



Ch. Tariq Bashir Cheema

1

0

On Agenda

Presented

National Health Services,
Regulations and Coordination



Khalid Hussain Magsi

1

0

On Agenda

Presented

Textile Industry



Khwaja Ghulam Rasool

1

0

On Agenda

Presented

Kashmir Affairs and
Gilgit Baltistan



Malik Ibrar Ahmed

1

0

On Agenda

Presented

National Food
Security and Research



Malik Shakir Bashir

1

0

On Agenda

Presented

Parliamentary
Affairs



Mian Abdul Manan

1

0

On Agenda

Presented

Ports and
Shipping



Syed Ghulam Mustafa

1

0

On Agenda

Presented

GOVERNMENT PAPERS

Paper



Mohammad Ishaq Dar

2

Laid

Paper



Riaz Hussain Pirzada

1

Laid

It had been observed during previous parliamentary years that the Standing Committees did not submit their biannual reports to the National Assembly as required by the Rules of Procedure. However, periodic performance reports of seven Standing Committees appeared on the agenda during this session but could not be taken up. These reports would now appear again on agenda during a future session. This list of deferred reports also included three reports of the Standing Committee on Law, Justice and Human Rights on different legislative proposals.

4

ORDER AND INSTITUTIONALIZATION

This section provides information about Points of Order, Questions of Privilege, Quorum and any instances of walkout, protest or boycott during the proceeding.

2

QUORUM

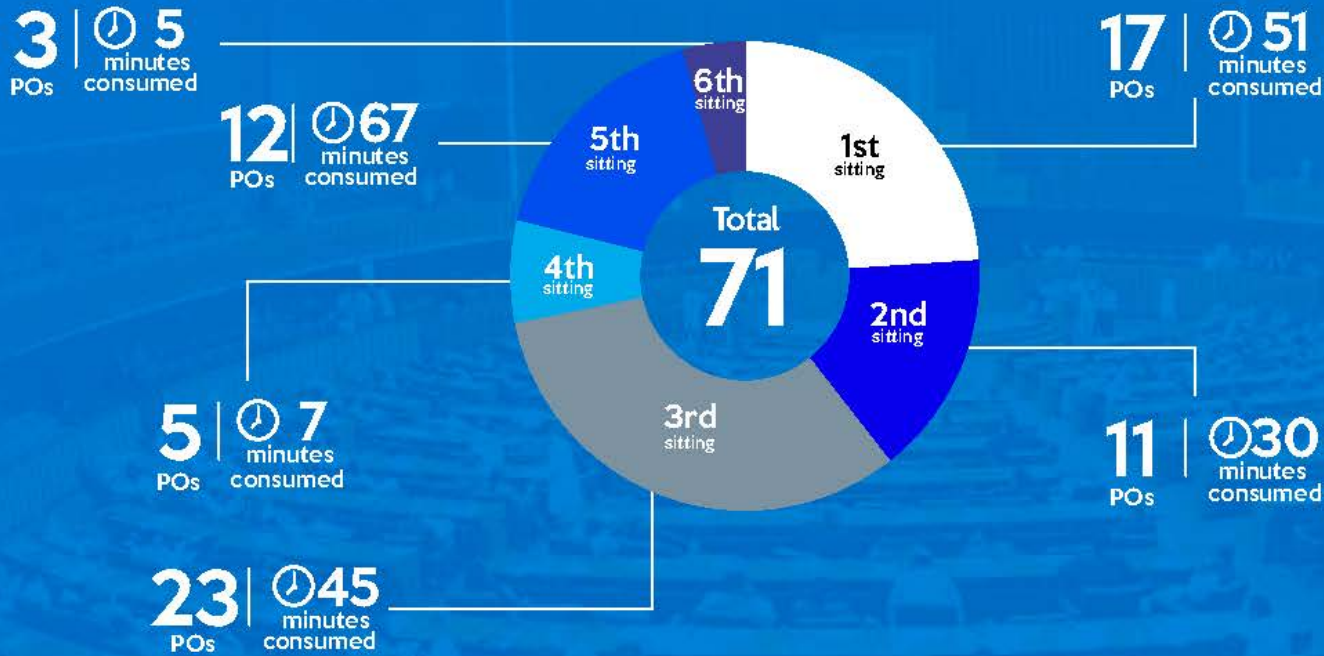
1

WALKOUT

71

POINTS
OF ORDER

POINTS OF ORDER



MNAs raised 71 Points of Order, of which, only 11 related to the Business of the House and others were on subjects like governance, tributes, foreign relations, energy and strengthening the federation.

NUMBER OF ISSUES RAISED THROUGH POs

Governance

37

Prayers and Tribute

14

Business of House

11

Foreign Relations

7

Strengthening the Federation

1

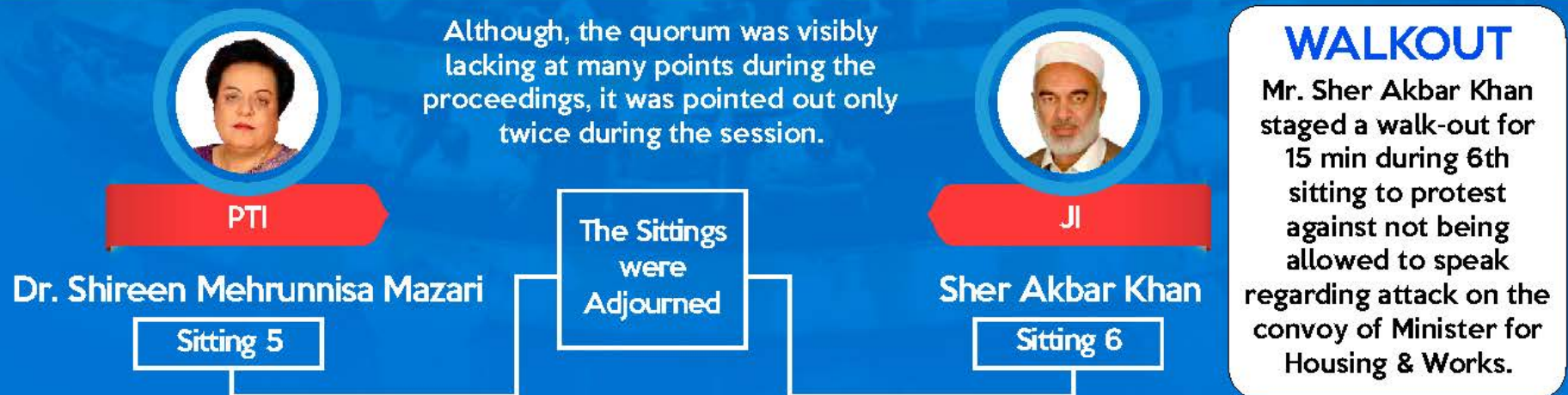
Energy & Natural Resources

1

NUMBER OF ISSUES RAISED THROUGH POs BY PARTY



QUORUM POINTED OUT BY MEMBERS



About FAFEN

- FAFEN is one of the most credible networks of civil society organizations working for strengthening citizens' voice and accountability in Pakistan since 2006.
- FAFEN has harnessed information technology for real-time monitoring, facilitation and technical backstopping of partners for effective and result-based program delivery.
- FAFEN is the only civil society group to have been invited by the Judicial Commission to present the evidence of illegalities and irregularities documented through the course of General Elections 2013 Observation. The systemic and procedural issues identified by FAFEN have been acknowledged by the commission in its detailed findings.
- FAFEN's recommendations for electoral reforms have contributed to the work of Parliamentary Committee for Electoral Reforms.
- FAFEN's advocacy for parliamentary transparency, accountability and reforms has shaped public discourse on parliamentary reforms. Improved citizens' access to parliamentary information including daily public release of parliamentarians' attendance records can be directly attributed to FAFEN's work.
- FAFEN deployed 18,000 and 40,000 non-partisan and trained observers for the systematic observation of general election 2008 and 2013, respectively, largest citizens' observation ever undertaken in Pakistan.
- FAFEN's evidence and recommendations for reforms have improved the quality of public and political discourse on elections, its issues and need for reforms. Leading political parties and media houses extensively use FAFEN's election findings and analysis to build a case for reforms.
- With around 14,000 followers on Twitter and around 65,000 on Facebook, FAFEN is considered one of the most reliable sources of electoral and parliamentary information in the country.

www.openparliament.pk | www.parliamentfiles.com



Free and Fair Election Network
www.fafen.org