



## Use of State Resources and Other Code of Conduct Violations

Pre-U37/05-May-2013

# 70 Govt Officials Campaign for Candidates in 25 Constituencies

## Introduction

This report highlights use of state resources and other violations of the Election Commission of Pakistan (ECP) Code of Conduct for political parties and candidates during their election campaigns. It has been prepared from information gathered by the Free and Fair Election Network's (FAFEN) Constituency Long-Term Observers (CLTOs) from April 1 to April 23, 2013.

The CLTOs were tasked to observe the participation of government officials in political campaign activities, the announcement of development schemes, and use of government vehicles or properties in political campaigns. They also noted whether there was any campaign material, such as party flags, banners, posters, stickers and wall chalking on the premises of government offices.

## Summary

FAFEN observers witnessed a total of 70 government officials participating in political activities in 25 constituencies. A total of 36 officials were seen seeking votes for different candidates in 12 constituencies, while another 17 officials were observed participating in political rallies, also in 12 constituencies. The CLTOs saw 14 officials having private meetings with political candidates in seven constituencies, while one official was seen allowing a candidate to use official resources. In addition, FAFEN observers saw a party flag at a public official's residence, and another flag on a vehicle belonging to a government servant. FAFEN observers also reported the initiation of 38 development schemes by political leaders.

FAFEN observers also reported seeing 74 campaign materials (banners, posters, stickers, wall chalking, panaflexes and flags) on the premises of government buildings. Pakistan Muslim League-Nawaz (PML-N) had the highest incidence (24) of campaign material displayed on state buildings, followed by independent candidates (19), Pakistan Peoples Party Parliamentarians (PPPP) (10), Awami National Party (ANP) (seven), Jamiat Ulema-e-Islam-Fazl (JUI-F) (six), Pakistan Tehreek-e-Insaf (PTI) (four), Jamaat-e-Islami (JI) (three) and Muttahida Qaumi Movement (MQM) (one).

## Legal Framework

The Election Commission of Pakistan (ECP) issued a Code of Conduct for Political Parties and Candidates on January 28 (and again 27 March), 2013, which bars them from procuring "the support or assistance of any person in the service of Pakistan to promote or hinder the election of a contesting candidate" (Article 8).

Also, no candidate or political party or their supporters shall "hoist or fix party flags on public property or at any public place, except with the permission in writing from local government or authorities and on payment of such fee or charges as may be chargeable" (Article 10).

Candidates and government officials may not "bribe" voters (Article 4) or induce voters with promises of specific development schemes (Article 14).

Participation of Government Officials in Political Campaigns			
Province	No. of Constituencies	Constituency IDs	Constituency names
Punjab	10	NA-71, NA-72, NA-73, NA-76, NA-99, NA-115, NA-116, NA-153, NA-156, NA-170	Mianwali-I, Mianwali-II, Bhakkar-I, Faisalabad-II, Gujranwala-V, Narowal-I, Narowal-II, Multan-VI, Khanewal-I, Vehari-IV
Sindh	9	NA-201, NA-206, NA-207, NA-213, NA-214, NA-216, NA-218, NA-226, NA-231	Ghotki-II, Kamber Shahdadkot, Larkana-cum-Kamber Shahdadkot, Shaheed Benazirabad-I, Shaheed Benazirabad-II, Khairpur-II, Matiari-cum-Hyderabad, Mirpurkhas-cum-Umerkot-I, Jamshoro
KP	3	NA-20, NA-24, NA-25	Mansehra-I, DI Khan, DI Khan-cum-Tank
Balochistan	2	NA-270, NA-272	Awaran-cum-Lasbela, Kech-cum-Gwadar
FATA	1	NA-38	Tribal Area-III (Kurram Agency)
Use of Government Buildings for Campaign Material			
Punjab	15	NA-71, NA-72, NA-76, NA-96, NA-101, NA-102, NA-103, NA-115, NA-116, NA-117, NA-140, NA-144, NA-157, NA-170, NA-175,	Mianwali-I, Mianwali-II, Faisalabad-II, Gujranwala-II, Gujranwala-VII, Hafizabad-I, Hafizabad-II, Narowal-I, Narowal-II, Narowal-III, Kasur-III, Okara-II, Khanewal-II, Vehari-IV, Rajanpur-II
Sindh	7	NA-213, NA-221, NA-231, NA-233, NA-240, NA-241, NA-242	Shaheed Benazirabad-I, Hyderabad-III, Jamshoro, Dadu-II, Karachi West-II, Karachi West-III, Karachi West-IV
KP	5	NA-12, NA-13, NA-14, NA-26, NA-28	Swabi-I, Swabi-II, Kohat, Bannu, Buner
Balochistan	2	NA-259, NA-264	Quetta, Zhob-cum-Sherani-cum-Killa Saifullah
FATA	1	NA-38	Tribal Area-III (Kurram Agency)
Initiation of Development Schemes			
Punjab	9	NA-103, NA-143, NA-148, NA-156, NA-160, NA-163, NA-169, NA-170, NA-187	Hafizabad-II, Okara-I, Multan-I, Khanewal-I, Sahiwal-I, Sahiwal-IV, Vehari-III, Vehari-IV, Bahawalpur-V
KP	6	NA-5, NA-8, NA-12, NA-14, NA-27, NA-29	Nowshera-I, Charsadda-II, Swabi-I, Kohat, Lakki Marwat, Swat-I
Sindh	2	NA-240, NA-242	Karachi East-I, Karachi West-IV
Balochistan	1	NA-271	Kharan-cum-Washuk-cum-Panjgur

## **1. Government Officials' Participation in Political Activities**

FAFEN observers witnessed 70 government officials participating in political campaign activities in 25 constituencies. A total of 36 officials were seen seeking votes for different candidates in 12 constituencies, while another 17 officials were observed participating in political rallies, also in 12 constituencies. FAFEN observers saw 14 officials having private meetings with political candidates in seven constituencies, while one official was seen allowing a candidate to use official resources. In addition, FAFEN observers saw a party flag put up at a public official's residence, and another flag on a vehicle belonging to a government servant.

### **1.1 Officials Seeking Votes for Candidates**

Most of the government officials (15) were seen seeking votes for PML-N candidates, followed by 11 officials doing so for independent candidates, five officials for PTI candidates, two for PPP and one for a JUI-F candidate. FAFEN observers could not identify the party affiliation of officials seeking votes for candidates in two instances.

The majority (22) of the 36 officials seeking votes for candidates belonged to the Education Department. They included schoolteachers and principals, who play an influential role in securing votes in rural areas. The observer in Multan saw EDO Education seeking votes for a PML-N candidate, while a Deputy District Education Officer was seen seeking votes for an independent candidate in Faisalabad.

In addition to education officials, the EDO Health in Kurram Agency was seen seeking votes for a JUI-F candidate, while a police inspector was observed doing so for a PML-N candidate in Narowal.

Similarly, an AJK minister was also seen seeking votes for a PML-N candidate in Narowal, while two revenue officers were seen doing so for an independent candidate in Bhakkar.

### **1.2 Private Meetings between Government Officials and Candidates**

FAFEN observers witnessed a PPPP candidate meeting a police official, two health officials and five education officials in Jamshoro, and also observed a meeting between a JUI-F candidate and EDO Health in Kurram Agency. In addition, the observers saw the District Coordination Officer (DCO) in Shaheed Benazirabad having a private meeting with a PPPP candidate, while an Assistant Commissioner was seen having a meeting with a leader of Balochistan National Party-Mengal in Kech-cum-Gwadar. Moreover, an official belonging to the Irrigation Department was also seen having a private meeting with a PML-F candidate in Matiari-cum-Hyderabad.

### **1.3 Participation of Officials in Political Rallies**

FAFEN observers saw a total of 17 government officials participating in political rallies, most of whom belonged to the Education Department. The observers reported seeing the EDOs (Education) at PPPP rallies in Jamshoro and Mirpurkhas-cum-Umerkot, while another EDO Education was seen at a JUI-F candidate's rally in Dera Ismail Khan-cum-Tank. The observer in NA-213 (Shaheed Benazirabad-I) saw the EDO Works and Services at a PPPP rally, while the observer in NA-72 (Mianwali-II) reported seeing a police constable at a PTI rally.

### **1.4 Other Forms of Political Participation by Government Officials**

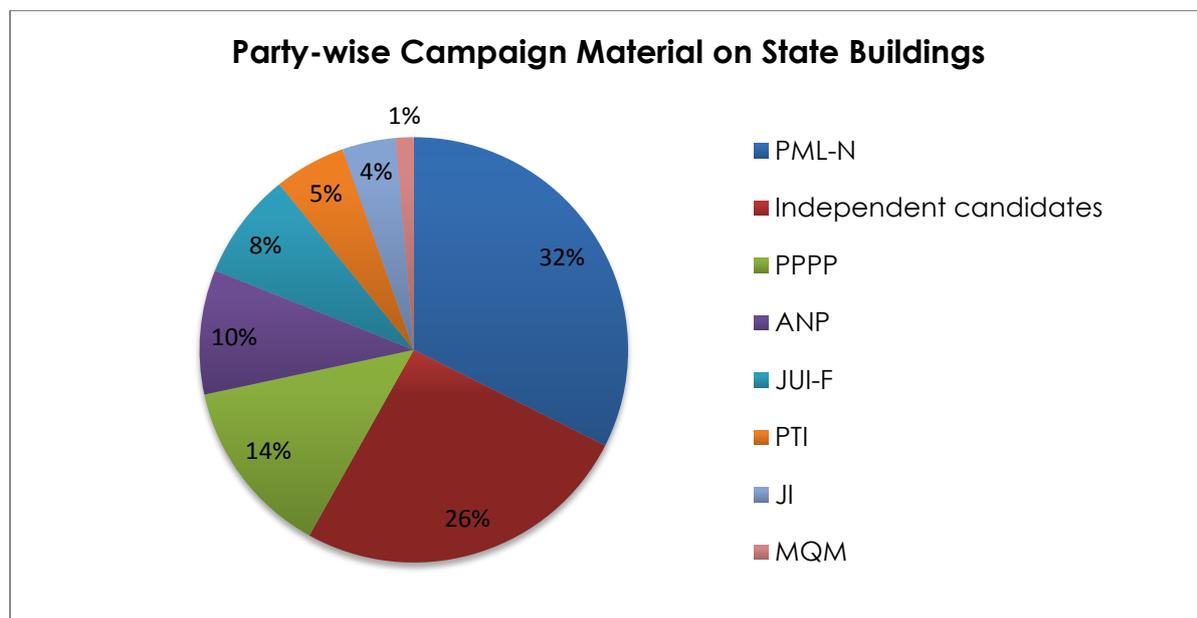
FAFEN observers saw a PML-N flag at the residence of a Rescue 1122 employee in Mianwali, while an official belonging to the Local Government Department was seen displaying a PPPP

flag on his vehicle in Larkana-cum-Kamber Shahdadkot. In addition, an official belonging to the Health Department was seen allowing a JI candidate to use official resources in Gujranwala.

## 2. Use of State Resources for Political Campaigns

FAFEN observers reported seeing a total of 74 campaign materials (banners, posters, stickers, wall chalking, panaflexes and flags) on the premises of government buildings across the country.

PML-N had the highest incidence (24) of campaign material displayed on state buildings, followed by independent candidates (19), PPPP (10), ANP (seven), JUI-F (six), PTI (four), JI (three) and MQM (one).



FAFEN observers saw a total of 29 campaign materials on the premises of government schools and colleges. The observers saw PTI posters on the DPO and RO offices in Okara, and the same party's banner on the DCO Office in Khanewal.

The observers reported seeing panaflexes of various political parties on electricity poles and panaflexes of PTI and PML-N on the premises of District Headquarters Hospital in Narowal.

Moreover, the observers saw an independent candidate's panaflex and PML-N posters on the premises of Tehsil Municipal Administration offices in Mianwali and Hafizabad respectively. In Bannu, FAFEN observers saw JUI-F banners and posters outside a veterinary hospital which was being used as an election office by a party's candidate.

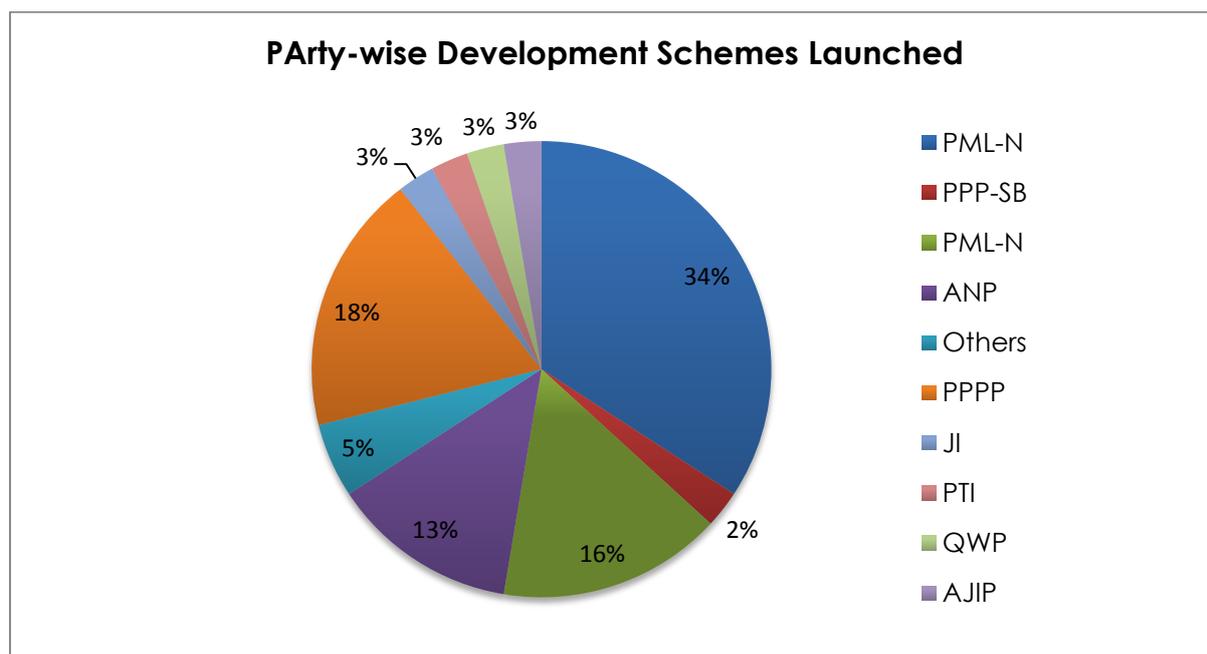
Furthermore, FAFEN observers reported seeing PPPP's stickers, posters, flags and wall chalking on the premises of NADRA offices in Jamshoro and Karachi West, while posters of ANP and an independent candidate were seen pasted on the BISP Office in Swabi.

In Quetta, observers saw JUI-F's posters on the main gate of Directorate General of Public Relations office, while MQM's flags were seen on EDO Health's office in Karachi West. In addition, observers reported seeing PML-N banners and panaflex displayed in a public park in Vehari, PPPP posters on a Rural Health Centre in Hyderabad, and an independent candidate's panaflex at a District Council Dispensary in Hafizabad.

### 3. Launching Development Schemes

In addition to observing campaign material on government offices and government officials' participation in political campaigns, FAFEN observers reported the initiation of 38 specific development schemes in local areas by political leaders in bids to gain votes.

FAFEN observers reported the initiation of 17 street pavement projects in seven constituencies and nine electricity supply lines in eight constituencies. The political leaders announced launching five projects to lay sewerage lines and three gas supply schemes in two constituencies. Moreover, four other development schemes were initiated by party leaders in different areas.



Most of the schemes (13) were launched by leaders of PML-N, followed by PPPP (seven), PML (six), and ANP (five). Moreover, leaders of PTI, Jl, Qaumi Watan Party (QWP), Pakistan Peoples Party-Shaheed Bhutto (PPP-SB) and Awami Jamhuri Ittehad Pakistan (AJIP) launched one development scheme each in different areas.

### Recommendations

FAFEN recommends that:

1. ECP should ensure no political campaign material is present at any government office and take action against political parties and candidates violating this provision of the Code of Conduct.
2. ECP should ensure that government officials do not take part in campaigning for any party or candidate, or allow materials to be posted on their offices or vehicles, and action must be taken against violators.
3. Citizens should observe public offices and officials across the country and report any campaigning at public offices to the ECP and its monitoring teams.

## **About FAFEN**

The 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 the Trust for Democratic Education and Accountability (TDEA), FAFEN also implements 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 Election Program***

FAFEN is implementing a long-term election observation program nationwide, including both pre and post-electoral processes. FAFEN has deployed almost 400 District and Constituency Long-Term Observers (DLTOs and CLTOs) across the country to monitor all phases of elections. In addition, FAFEN will deploy more than 43,000 trained, non-partisan citizens to monitor polling stations across the country on Election Day. FAFEN's 10-month observation process, which began on February 1, 2013, helps keep all election stakeholders informed on issues relevant to fairness and transparency at every stage of the election process.

## ***FAFEN Election Observation Methodology***

FAFEN's election observation activities are based on the Constitution and laws of Pakistan, global best practice standards for elections, as well as the legal obligations of the International Covenant on Civil and Political Rights (ICCPR), ratified by Pakistan in 2010. All FAFEN observers adhere to the Election Commission of Pakistan's (ECP) Code of Conduct for National Observers as well as the Global Principles for Non-Partisan Election Observation and Monitoring by Citizen Organizations (April 2012). FAFEN LTOs use standardized checklists to report electronically to the FAFEN Election Observation Secretariat in Islamabad regularly. FAFEN compiles data and information from around the country to issue regular thematic updates for the consideration of voters and election stakeholders.

FAFEN LTOs monitor and report on the activities of District Election Commissioners (DECs) and other ECP officials related to preparations for elections, including appointment and training of election officials, and the process of candidate nominations. LTOs also observe compliance with the ECP's Code of Conduct for political parties and candidates, and compliance of the executive branch with legal responsibilities and ECP regulations, including restrictions on transfers of civil service personnel and initiation of new development schemes. In addition, LTOs monitor political and electoral intimidation and violence, the actions of the police and other security forces, and the overall political environment during the pre-election period.