

NATIONAL ASSEMBLY OF PAKISTAN

# FAFEN PARLIAMENT MONITOR

20<sup>th</sup> SESSION

March 9 - March 13, 2020



**FREE AND FAIR ELECTION NETWORK**

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## ABBREVIATIONS

ANP	Awami National Party
AMLP	Awami Muslim League Pakistan
BNP	Balochistan National Party
CANs	Calling Attention Notices
IND	Independent Member
MQMP	Muttahida Qaumi Movement Pakistan
PML	Pakistan Muslim League
PML-N	Pakistan Muslim League (Nawaz)
PPPP	Pakistan Peoples Party Parliamentarians
PTI	Pakistan Tehreek-e-Insaf
GDA	Grand Democratic Alliance
BAP	Balochistan Awami Party
JWP	Jamhoori Wattan Party
MMAP	Muttahida Majlis-e-Amal Pakistan

Total  
Sittings

4

Working  
Days

4

Cumulative  
Duration

9

Hours &amp; 45 Minutes

Total  
Break Time

1

Hour

# NA PASSES ZAINAB ALERT BILL, LEAVES 65% AGENDA UNADDRESSED DURING 20TH SESSION

- 124 Lawmakers Participate in the Proceedings
- Session Cut Short by a Week due to Concerns over Coronavirus

The National Assembly passed bill for swift action on child abuse cases and left 65 percent of its scheduled business unaddressed during its 20th session that continued between March 9, 2020 and March 13, 2020, observes Free and Fair Election Network in its session report.

Of 342 lawmakers, 124 (36 percent) including 89 men and 35 women contributed to the proceedings of the House by sponsoring various parliamentary interventions and/or contributing in the debates. On the other hand, 218 (64 percent) lawmakers including 184 men and 34 women did not participate in the proceedings throughout the session.

The overall business including regular and supplementary agenda brought before the House during 10th session comprised 17 government and 20 private members' bills, six resolutions, eight Calling Attention Notices (CANs), 22 standing committee reports, 71 starred questions, six Motions under Rule 259, five amendments in Rules of Procedure and Conduct of Business in National Assembly 2007, two matters of public importance under Rule-87 and a discussion on the Motion of Thanks to the President for his annual address to the Parliament. Earlier, the House Business Advisory Committee of the National Assembly decided in its meeting on March 9, 2020 that session would continue till March 20, 2020 and apart from government and private Members business, matters of public importance would be discussed. It was also agreed that the House would discuss Agriculture and current grave situation in Indian Occupied Kashmir but later the session was cut short by a week due to concerns raised by treasury and opposition members over Coronavirus.

## 1 Session, Duration and Attendance

The 20th session of the National Assembly spanned over five working days and comprised of four sittings held between March 09 and March 13, 2020. The cumulative duration of the sittings was nine hours and 51 minutes while the proceedings remained suspended for an hour due to breaks. Each sitting, on an average, started 19 minutes behind the scheduled time and lasted for two hours and 27 minutes. The Prime

Average  
Sitting Delay

19

Minutes

Members at Outset  
(Average)

54

present

Members at End  
(Average)

87

present

Maximum  
Member

237

Minister and the Leader of the Opposition did not attend any sitting during the session. The parliamentary leader of BAP and BNP attended four sittings and was followed by leaders of MMAP, PML-N, PML, GDA and PPPP who attended three sittings each. JWP leader attended two sitting while the leaders of ANP and AMLP attended one sitting each. None of the sitting was attended by parliamentary leader of MQM.

According to the headcount conducted by FAFEN observer, an average 54 lawmakers were present at the outset and 87 at the adjournment of each sitting. The Speaker attended three sittings and presided over the House for six hours and 14 minutes (63 percent of the proceedings) while and Deputy Speaker attended two sittings and chaired two hours and 27 minutes (27 percent of the proceedings). Ten percent of the session's time was consumed in breaks.

## 2 Assembly Output

This section deals with the legislative business, resolutions, amendment to the rules, reports and documents presented before the House during the session.

### 2.1 Legislation

The legislative business scheduled for 20th session included 20 private members' bills and 17 government-sponsored bills. The House referred eight private members' bills to the relevant standing committees following their first reading i.e. introduction in the House while a bill – the Trade Organizations (Amendment) Bill, 2020 – was deferred due to mover's absence and other 11 bills were not considered. The private members' bills were sponsored by PTI, MMAP, PML-N, BNP-M, MQM and PPPP lawmakers.

The House passed five government bills including the Legal Aid and Justice Authority Bill, 2020; the National Counter Terrorism Authority (Amendment) Bill, 2020; the Tax Laws (Second Amendment) Bill, 2020; the Geographical Indications (Registration and Protection) Bill, 2020 and the Zainab Alert, Response and Recovery Bill, 2020.

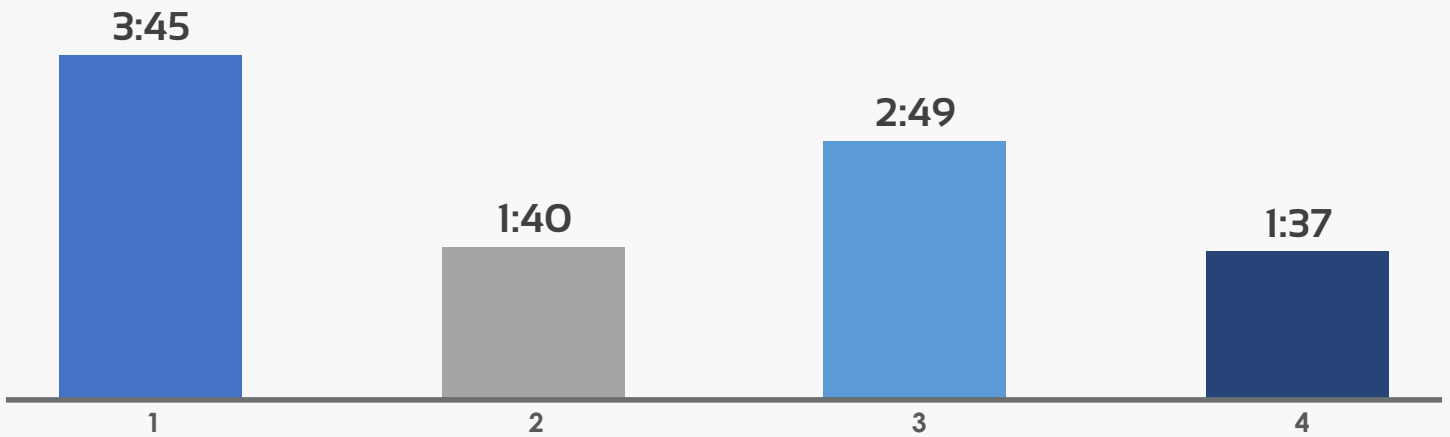
Eight government bills were referred to the relevant committees after their introduction in the House while an Ordinance – the Pakistan Penal Code (Amendment) Ordinance, 2019 was laid in the House. Three other bills including the Anti-terrorism (Amendment) Bill, 2020 (Amendment in sections 2, 6 & insertion of section 9-A) and the Anti-terrorism (Amendment) Bill, 2020 (Amendment in section 2, 11-O & insertion of section 11-OOO) and the Joint Maritime Information Organization Bill, 2019 were not taken up.

#### 2.1.1 INTRODUCED GOVT. BILLS

##### 1 The Members of Parliament (Salaries and Allowances) (Amendment) Bill, 2020 (Introduced)

An amended bill to further modify the Members of Parliament (Salaries and Allowances) Act, 1974 states that each parliamentarian could use 25 air

## SITTINGS DURATION (hh:mm)



## KEY MEMBERS' ATTENDANCE



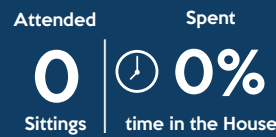
Speaker



Deputy Speaker



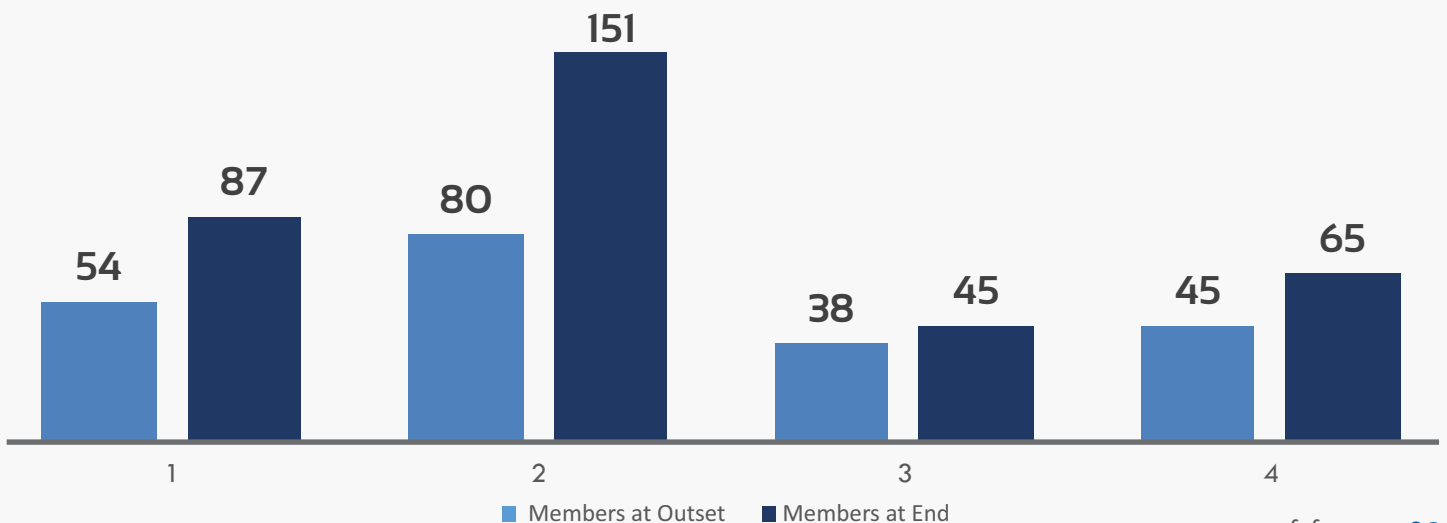
Prime Minister



Leader of the Opposition



## MEMBERS' ATTENDANCE



# PARLIAMENTARY LEADERS ATTENDANCE



**Khalid Hussain Magsi**



BAP

4

attended



**M. Akhtar Mengal**



BNP-M

4

attended



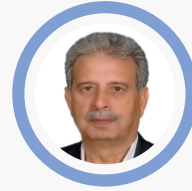
**Asad Mehmood**



MMAP

3

attended



**Rana Tanveer**



PML-N

3

attended



**Syed Naveed Qammar**



PPPP

3

attended



**Ch. Tariq Bashir Cheema**



PML

3

attended



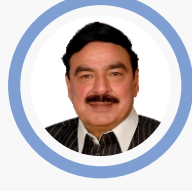
**Khalid Maqbool Siddiqui**



GDA

3

attended



**Sheikh Rasheed Ahmed**



AMLP

1

attended



**Amir Haider Khan**



ANP

1

attended



**Khalid Maqbool Siddiqui**



MQMP

0

attended

37

Total  
Bills

1

Ordinance  
Laid

8

Government  
Bills  
Introduced

5

Government  
Bills  
Passed

tickers in one year. Previously, each parliamentarian was allowed to solely use the air tickets while the amendment will permit the lawmaker's family members to utilise the facility.

- **Mover's Name:** Minister of State for Parliamentary Affairs, Ali Muhammad Khan
- **Date of Introduction:** March 09, 2020
- **Referred to:** Standing Committee on Parliamentary Affairs

## 2 The University of Engineering and Emerging Technology Bill, 2020

It aims to establish a university to be called the University of Engineering and Emerging Technologies with its Campus located in Islamabad. The university may, with the approval of Chancellor, open a sub-campus within Pakistan and abroad with prior approval of the Commission. The main campus, according to the Minister for Science and Technology, would be established at Prime Minister's House.

- **Mover's Name:** Minister of Science and Technology, Fawad Ahmed Chaudhry
- **Date of Introduction:** March 09, 2020
- **Referred to:** Standing Committee on Science and Technology

## 3 The Pakistan Health Research Council (Amendment) Bill, 2020

Pakistan Medical Research Council under the administrative control of Ministry of National Health Services, Regulations & Coordination, Islamabad has been renamed through Pakistan Health Research Council (PHRC) Act, 2016. It has been given administrative and financial autonomy for its efficient functioning and to bring it par with the international best practices, certain amendments have been proposed in the existing Act to meet future challenges and bring forth better performance in public interest.

- **Mover's Name:** Minister of State for Parliamentary Affairs, Ali Muhammad Khan
- **Date of Introduction:** March 09, 2020
- **Referred to:** Standing Committee on National Health Services, Regulations and Coordination

## 4 The Islamabad Capital Territory Charities Registration, Regulation and Facilitation Bill, 2020

It aims to make effective provisions for registration, administration, regulation and facilitation of charities in Islamabad in order to only encourage the resourceful people who endow their sources for the welfare of mankind and human uplift.

- **Mover's Name:** Minister for Interior, Ijaz Ahmad Shah
- **Date of Introduction:** March 09, 2020
- **Referred to:** Standing Committee on Interior

## 5 The Pakistan Arms (Amendment) Bill, 2020

This bills aims to amend the Pakistan Arms Ordinance 1965 and proposes that Federal Government (Cabinet) may delegate any of its power under this Ordinance to any of its subordinate authority and to validate the issuance of arms licenses in accordance with section 11-A of the Pakistan Arms Ordinance, 1965.

- **Mover's Name:** Minister for Interior, Ijaz Ahmad Shah
- **Date of Introduction:** March 09, 2020
- **Referred to:** Standing Committee on Interior

8

Private Bills  
Introduced

0

Private Bills  
Passed

1

Bill  
Deferred

14

Bills  
Not Taken up

### 6 The Prevention of Drugs usage in Educational Institutions Bill, 2020

The bill aims to discourage drug usage among students and strengthens the universities in their drug prevention role. It suggests that all the educational institutes shall conduct drug tests at least once a year. The identity of the students tested positive shall be protected and not be stigmatized by society and will be facilitated to utilize rehabilitation facilities.

- **Mover's Name:** Shahida Rehmani (PPPP)
- **Date of Introduction:** March 10, 2020
- **Referred to:** Standing Committee on Interior

### 7 The Employment of the Unattended Youth Bill, 2020

It aims to rehabilitate the neglected segment of the society by providing employment as per education capability. It states "unattended youth who spent more than ten years in any shelter home will be eligible to enjoy the rights, which will change the lifestyle of the underprivileged."

- **Mover's Name:** James Iqbal (MMAP)
- **Date of Introduction:** March 10, 2020
- **Referred to:** Standing Committee on Cabinet Secretariat

### 8 The Code of Criminal Procedure (Amendment) Bill, 2020

It proposes public hanging punishment for those involved in rape of children.

- **Mover's Name:** Kesoo Mal Kheal Das
- **Date of Introduction:** March 10, 2020
- **Referred to:** Standing Committee on Interior

## 2.1.3 Passed Government Bills

### 1 The Legal Aid and Justice Authority Bill, 2020

The objective of the bill is to establish a legal and institutional framework to promote access to justice by providing affordable, accessible, sustainable, credible and accountable legal aid, financial or other services to the poor and vulnerable section of the society in criminal matters. The bill, as passed by the Senate with amendments, was taken into consideration in the National Assembly under clause (2) of Article 70 of the Constitution of the Islamic Republic of Pakistan.

### 2 The National Counter Terrorism Authority (Amendment) Bill, 2020

The bill suggests for changing reporting hierarchy of NACTA to make it more efficient and effective organization. The legislative proposal, as passed by the Senate with amendments, was taken into consideration in the National Assembly under clause (2) of Article 70 of the Constitution of the Islamic Republic of Pakistan.

### 3 The Tax Laws (Second Amendment) Bill, 2020

The bill aims to augment efforts towards economic stability and ensure expeditious implementation of tax policies envisaging documentation on the economy, broadening the tax base, compliance with international obligations and promotion of foreign investment in the local debt market.

- **Mover:** Parliamentary Secretary for Finance (Makhdoom Zain Hussain Qureshi)
- **Date of Introduction:** January 30, 2020
- **Date of Passage of Bill:** March 9, 2020



7  
Resolutions

1  
Resolution  
Adopted

1  
Report  
Presented

1  
Report  
Laid

#### 4 The Geographical Indications (Registration and Protection) Bill, 2020

The objective of the bill is to manage, register and protect the geographical indications of the country. It envisages a procedure on the management, registration, recognition and protection of the geographical indications for the purpose of protecting the intellectual property rights of the producers, operators and consumers of the product. It will give home products an identity abroad and to encourage rural people to utilize their traditional knowledge and creative skills for bringing in new job opportunities for them. The bill, as passed by the Senate with amendments, was taken into consideration in the National Assembly under clause (2) of Article 70 of the Constitution of the Islamic Republic of Pakistan.

#### 5 The Zainab Alert, Response and Recovery Bill, 2020

The bill aims to take timely action for the recovery of missing and abducted children. It suggests that maximum sentence handed down to child sexual abusers would be life imprisonment, with Rs. one million fine while the minimum sentence would be 10 years. The bill, as passed by the Senate with amendments, was taken into consideration in the National Assembly under clause (2) of Article 70 of the Constitution of the Islamic Republic of Pakistan.

Under the bill, investigations pertaining to cases of kidnapping, rape, and murder of minor children would be completed within three months.

### 2.2 Resolutions

The lawmakers initiated six resolutions in the National Assembly during its 20th session. None of the resolution was considered in the House which were sponsored by the private lawmakers. The House adopted a resolution moved as supplementary agenda to condemn genocide of Muslims in India by Hindu extremists.

The unaddressed resolutions demanded to reduce the prices of petroleum products, initiate training program to sensitize Islamabad Capital Police on violence against children, restore the educational increments of all Federal Government employees, take steps to make polio free Pakistan and to declare Friday as a weekly holiday. One of the unaddressed resolution demanded to disapprove seven Ordinances including the China Pakistan Economic Corridor Authority Ordinance, 2019; the Tax Laws (Second Amendment) Ordinance, 2019; the Enforcement of Women's Property Rights (Amendment) Ordinance, 2019; the National Accountability (Second Amendment) Ordinance, 2019; the Recovery of Mortgage backed Security Ordinance, 2019 (IX of 2019; the National Counter Terrorism Authority (Amendment) Ordinance, 2019 and the Pakistan Penal Code (Amendment) Ordinance, 2019.

### 2.3 Reports

The House took up a motion for presentation of the Standing Committee on Interior's report regarding the Anti-terrorism (Amendment) Bill, 2020. Twenty-one other reports appearing on the agenda during the session were not taken up.

5

Amendments  
Not Taken Up

71

Starred  
Questions

38

Supplementary  
Questions

121

Total  
Questions

## 2.4 Amendments to Rules of Procedure

The House did not take up five motions for amending the Assembly's Rules of Procedure and Conduct of Business, 2007. These proposals for amendments were initiated by the private lawmakers belonging to MMAP, PTI and PPPP.

### 3 Representation and Responsiveness

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

#### 3.1 Questions

A total of 121 questions including 71 starred questions and 50 unstarred questions were listed for answers during the session. The House took up 21 out of 71 starred questions during the proceedings. Under the Assembly Rules of Procedure, the government is required to respond to a starred question orally as well as in writing. The remaining 50 starred questions remained unaddressed and were taken as read in absence of their movers or due to lapse of the Question Hour. The lawmakers asked 38 supplementary questions as well for further elucidation of the answers. As many as 48 questions were sponsored by lawmakers belonging to PML-N followed by PPPP (40), PTI (15), MMAP (13), MQM (4) and BAP (1). The starred questions appearing on the list were addressed to 16 ministries/divisions of the government and their break-up is as following:

Ministries	No. of Starred Questions
Energy (Petroleum Division)	11
Communication	7
Energy (Power Division)	7
Foreign Affairs	4
Housing & Works	1
Human Rights	2
Industries & Production	4
Law and Justice	3
Maritime Affairs	1
National Food Security and Research	5
National Health Services, Regulations and Coordination	9
Parliamentary Affairs	2
Railways	7
Religious Affairs and Inter-faith Harmony	4
Science and Technology	1
Water Resources	3
<b>Total</b>	<b>71</b>

8

Calling  
Attention  
Notices

3

CANs  
Take Up

1

Motion Under  
Rule-288

2

Motions Under  
Rule 87

## 3.2 Calling Attention Notices

The lawmakers raised eight CANs seeking government's response on the issues about alleged discriminatory attitude with staff of OPF educational institutes, deletion of Oath of finality of Prophethood of Hazrat Muhammad (PBUH) from Hajj forms, reports about selling assets of Reko Diq, closure of Mohenjo-daro Airport for domestic flights, non-allotment of six vacant flats in Ministers' Enclave, non-operation of PIA flights from Peshawar-Chitral and Islamabad Chitral, privatization of House Building Finance Corporation and non-increase in the pension of EOBI beneficiaries. Five out of eight CANs were responded to by the government functionaries of which two were referred to the relevant committees.

## 3.3 Motions

Moved by Minister for Parliamentary Affairs, the House passed a motion that under rule 288 of the Rules of Procedure and Conduct of Business in the National Assembly, 2007, the requirement of rule 250 of the said Rules be suspended with regard to Notices of Questions, received for 20th Session so that these may not lapse on prorogation of current Session.

The House did not consider two motions under Rule 87 about discontinuation of provision of free of cost medicines to the patients of cancer and advertisement by the CDA with regard to Park Enclave Housing Scheme, Phase-II, Islamabad without acquiring land. A motion of thanks to expresses gratitude to the President for his address to both Houses assembled together on September 12, 2019 was not taken up while six motions under Rule 259 also remained unaddressed during the session.

## 4 Order and Institutionalization

Order and institutionalization are important for an efficient and productive legislature. This section provides information about the members' Question of Privilege, Points of Order, Quorum and any instances of walkout, protest or boycott during the proceeding.

### 4.1 Points of Order/Matters under Rule

As many as 28 Points of Order (POs) were raised during the proceedings that consumed an hour and 46 minutes. Most of these POs were about pandemic disease of Coronavirus while a lawmaker spoke about the irregularities by National Testing Services in recruitment for vacancies in Departments under Power Division and he was answered by Minister for Power Division. Lawmakers raised 16 matters under Rule 18 consuming 52 minutes of the proceedings.

These matters were about rise in the prices of flour and sugar, constitution of committee to investigate murder case of Journalist Abdul Aziz Memon, protest of federal secretariat employees for raise in their

28

Members  
raising  
Points of Order

2

Walkouts

2

Instances of  
Identification  
of Quorum

1

Protest

salaries, lack of interest of government functionaries towards Parliament, summoning meeting of the Standing Committee on Water Resources to finalize its recommendations on PSDP, collapse of building in Karachi, Reko Diq assets and the absence of the Leader of the Opposition from the House.

## 4.2 Walkouts and Protests

The opposition staged walk out from the proceedings for 24 minutes in first sitting against hasty legislation while a PML-N lawmaker walked out one minute before the adjournment of 3rd sitting against the absence of relevant Ministry's officials during debate on agro-economy.

The second sitting witnessed 19-minute protest by the opposition during speech of Minister for Communication insisting the Chair to take up agenda.

## 4.3 Quorum

The House witnessed two instances of identification of lack of quorum during the session. A PPPP lawmaker identified the lack of quorum during first sitting but it was found complete upon counting. A PML-N lawmaker pointed out the quorum during third sitting but he did not insist for counting and the Chair also ignored it.

## 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 more than 24,000 followers on Twitter and around 140,000 on Facebook, FAFEN is considered one of the most reliable sources of electoral and parliamentary information in the country.

### Free and Fair Election Network

[www.fafen.org](http://www.fafen.org)  
[www.openparliament.pk](http://www.openparliament.pk)  
[www.parliamentfiles.com](http://www.parliamentfiles.com)



*This report is based on direct observation of the proceedings of the National Assembly conducted by Free and Fair Election Network. Every effort has been made to keep this report, which deals with on-floor performance of the Members, accurate and comprehensive. Errors and omissions are excepted.*