



Score Card

Provincial Assembly of Sindh The Second Parliamentary Year

May 29, 2014 – May 28, 2015



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PREFACE

The Provincial Assembly of Sindh began its second year on May 29, 2014 and concluded it on May 28, 2015. This Score Card has been compiled to assess the performance of the Provincial Assembly of Sindh during its second year in order to identify the weaknesses and highlight the strengths, and recommend future reforms.

As part of this exercise, PILDAT requested the Provincial Assembly of Sindh for key performance data regarding the legislative business of the Assembly. The purpose of this undertaking was to acquire information directly from the Assembly Secretariat in order to make a reliable assessment of the performance of the Provincial Assembly of Sindh. The performance statistics were used by an expert Evaluation Group to score the performance of the Assembly against the IPU Toolkit.

Part 1 of this report presents the basic facts about the two years of the Provincial Assembly of Sindh to set the context of the report. **Part 2** looks at various performance indicators during the second year. **Part 3** consists of a strategic analysis of the performance of the Provincial Assembly of Sindh, while **Part 4** contains the Score Card based on the evaluation by expert evaluation group. **Part 5** consists of a series of recommendations to reform the Provincial Assembly of Sindh.

Acknowledgements

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Disclaimer

PILDAT team has made every effort to ensure the accuracy of the publicly-available data and analysis based on it. Any omission, or error, therefore, is not deliberate. The views, analysis and scores in this report do not necessarily represent the views of DANIDA, the Government of Denmark, and the Royal Danish Embassy, Islamabad.

Islamabad
June 2015

Abbreviations and Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
IND	Independent
IPU	Inter-Parliamentary Union
JI	Jamaat-e-Islami
JUI-F	Jamiat Ulema-e-Islam – Fazlur Rehman
MNA	Member of National Assembly
MPA	Member of Provincial Assembly
MQM	Muttahida Qaumi Movement
NPP	National Peoples Party
PML	Pakistan Muslim League
PML-F	Pakistan Muslim League - Functional
PML-N	Pakistan Muslim League - Nawaz
PPPP	Pakistan Peoples Party Parliamentarians
PTI	Pakistan Tehreek-e-Insaf
QWP	Qaumi Watan Party

Executive Summary

The Provincial Assembly of Sindh passed 11% more Government Bills in the second year at 41 in comparison to the 37 Government Bills passed in the first year. The Sindh Assembly stands out for being the only Provincial Assembly beside the Khyber Pakhtunkhwa Assembly to have passed Private Members' Bills. In fact the number of Private Members' Bills passed have doubled from 2 in the first year to 4. Private Members' Bills are indication of the interest of MPAs in legislation and therefore this is a very positive indicator of performance. Similarly, there was less reliance on the use of ordinances as the number decreased from 9 to 5 in the second year: a drop of 44%.

During the second year, the Provincial Assembly of Sindh made important amendments to the **Sindh Local Government Act 2014**. The law was amended twice during the current legislative year on October 20, 2014 and again on February 24, 2015. In the amended Local Government Bill, the Election Commission of Pakistan has been given the authority to conduct delimitation on wards, union councils and union committees. The Assembly has done its part to create consensus of sorts among all stakeholders on the Act, after having amended it, and Local Government elections in the province are scheduled to be held on September 20, 2015.

Key developments took place in the second year to empower women in Sindh. One of the major developments during the second year of the Provincial Assembly of Sindh was the formation of **Sindh Women Parliamentary Caucus**, to work for increasing female legislators' role in the Assembly to promote the social, political and economical empowerment for the women of Sindh Assembly. Additionally, the **Sindh Commission on Status of Women Act, 2015** was also passed to establish a Commission on the Status of Women in Sindh.

Legislative developments took place to improve education system of Sindh. For instance, the **Sindh School Education Standards and Curriculum Act, 2014** was approved by the House. The Act is aimed at providing for maintenance of school education standards and supervision of curriculum, textbooks and assessment process. Additionally, three Private Members' Bills that were passed unanimously pertained to building a university each in Karachi, Hyderabad, and Shaheed Benazirabad.

The active participation of MPAs in Assembly proceedings is also evidenced by the peak average attendance, which was 42% of the total membership. The Punjab Assembly was the weakest in this regard with a peak average attendance of 23%, followed by the Khyber Pakhtunkhwa Assembly at 29%. Only the Balochistan Assembly's attendance was superior to that of Sindh Assembly's at 58%.

The Chief Minister of the Provincial Assembly of Sindh, Syed Qaim Ali Shah, MPA (PS-29, Sindh, PPPP) attended the Assembly sessions for a total of 25 sittings out of 63 making his average attendance at 40%, also surpassing the attendance record of the Chief Ministers of Khyber Pakhtunkhwa and the Punjab.¹ Meanwhile, the Leader of the Opposition of the Provincial Assembly of Sindh, Mr. Shaharyar Khan Mahar, MPA (PS-10, Sindh, PML-F), attended a total of 43 out of 63 sittings during the second year, at 68% of the total.

The Provincial Assembly of Sindh, however, fell short on its oversight functions over the executive during the second year. The number of questions submitted decreased by 39% from 2548 in the first year to 1544 in the second year. A higher percentage of questions received responses in the second year at 21% compared to 9% in the first year: an improvement by 12 percentage points, however given the low number of questions asked this is not a sign of improvement. The system of Questions needs to be reformed to encourage MPAs to continue to ask important questions from the Government on its performance. Most legislatures in Pakistan, including the Sindh Assembly, have set a period of 15 days to receive a response to the questions submitted by legislators. This duration is too long in comparison with international standards. For instance, in the UK Parliament, a member only has to give two days' notice to receive an answer to his written question, as per Standing Order 22 (4) of UK's Parliament. It is recommended, therefore, that the number of days in which the Government is obliged to respond should be reduced from 15 days to 2 days.

The budget was discussed over 10 sittings consuming 22.48 hours at 2.2 hours spent on the budget per sitting. In the first

1. The attendance of the Chief Minister of the Punjab was the lowest at 1.6%, followed by the Chief Minister of Khyber Pakhtunkhwa at 34%, and the Chief Minister of Balochistan at 70%.

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year when 32 hours were spent discussing the budget over 7 days at 4.5 hours spent per sitting on the budget. Therefore the total time spent on the budget declined by 30%. However the Provincial Assembly of Sindh did uphold its mandate and held a pre budget discussion during which the MPAs held a general discussion on current financial expenditures and the new budget proposals for the Provincial Budget 2015-2016.

An indicator of the performance of an Assembly of a Parliamentary democracy is transparency, and the key portal for a transparent Assembly is its website. Although the website of the Provincial Assembly of Sindh is regularly updated with regards to the Assembly Business via notifications for each sitting, in comparison with the information available for public access on the Punjab and Khyber Pakhtunkhwa Assembly websites, the Sindh Assembly website falls short. The website of the Khyber Pakhtunkhwa Assembly displays compiled performance statistics pertaining to the legislature's performance such as the number of bills and resolutions, the number of questions posed by the Members of the Assembly, etc. The Punjab Assembly, meanwhile, uploads live webcasts of its proceedings on the Assembly website, and made a huge stride in its second year by publishing the individual attendance record of its Members online. The Provincial Assembly of Sindh should consider learning from national and international examples in making crucial performance statistics and the attendance of its Members available online.

There is also a need to share data in open formats on its website. The Assembly should make data available in open formats such as XML and JSON, rather than PDF, to give citizens the ability to analyze and reuse data.

Table 1: Comparison of Key Performance Indicators: Second Year of the Provincial Assembly of Sindh

No.	Indicator	First Parliamentary Year of the Provincial Assembly of Sindh	Second Parliamentary Year of the Provincial Assembly of Sindh	Percentage Change
1.	Total Sessions	12	7	Decrease by 42%
2.	Number of Government Bills Passed	37	41	Increase by 11%
3.	Sittings	57	63	Increase by 10%
4.	Working Hours per Sitting	3.06	3.1	Increase by 1%
5.	Total Working Days of the Budget Session	7	10	Increase by 43%
6.	Total Working Hours of the Budget	32	22.48	Decrease by 30%
7.	Ordinances Laid	9	5	Decrease by 44%
8.	Resolutions Passed	11	24	Increase by 118%
9.	Number of Sittings Attended by the Leader of the House (Chief Minister)	27	25	Decrease by 7%
10.	Number of Sittings Attended by the Leader of the Opposition	37	43	Increase by 16%

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The Provincial Assembly of Sindh performed very well at **55%** under the parameter on Representativeness, the highest score registered under any parameter. Out of all the performance parameters, the Provincial Assembly of Sindh is observed to be the weakest in its Involvement in International Policy with a score of **33%**. The Transparency and Accessibility, and Legislative Capacity of the Assembly received comparatively higher scores of **45%**, and **43%** respectively. The Provincial Assembly of Sindh received a score of **37%** under the parameter on Oversight over the Executive. The Provincial Assembly received a relatively lower score for its Accountability at **35%**.

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Part 1: The Provincial Assembly of Sindh: Second Parliamentary Year: Basic Facts

After the General Election 2013, the Provincial Assembly of Sindh began its first year of the 5-year constitutional term on May 29, 2013 and completed it on May 28, 2014. The second year of the Provincial Assembly of Sindh started on May 29, 2014 and was concluded on May 28, 2015.

Party Distribution

The Provincial Assembly of Sindh has a total of 168 seats of which 167 are occupied. 129 Members have been elected on general seats while 38 (29 women and 9

non-Muslims) members occupy the reserved seats.

Leadership

Mr. Agha Siraj Khan Durrani, (PS-9, Sindh, PPPP) is the elected Speaker of the Provincial Assembly of Sindh while Syeda Shehla Raza (RSW-131, Sindh, PPPP) is the Deputy Speaker. The Speaker and the Deputy Speaker took oath for their positions during a sitting on May 30, 2013.

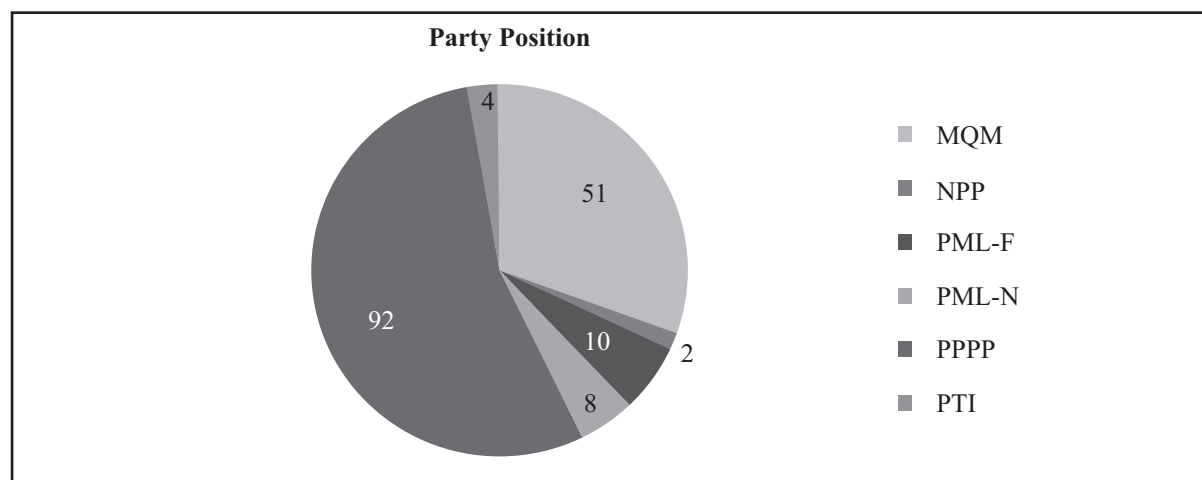
Budget

The Provincial Assembly expenditure budget for the fiscal year 2014-2015 year was Rs. 1,281.215 million. For the fiscal year 2013-2014, it had been Rs. 689.130 million,² showing an increase of 86%.

Table 2: Party Position in the Provincial Assembly of Sindh at the end of Second Parliamentary Year

No.	Name of Party	General	Women (Reserved)	Non-Muslim (Reserved)	Total
1.	Muttahida Quami Movement (MQM)	39	9	3	51
2.	National Peoples Party (NPP)	2	0	0	2
3.	Pakistan Muslim League-Functional (PML-F)	7	2	1	10
4.	Pakistan Muslim League-Nawaz (PML-N)	7	1	0	8
5.	Pakistan Peoples Party Parliamentarians (PPPP)	71	16	5	92
6.	Pakistan Tehreek-e-Insaf (PTI)	3	1	0	4
Total		129	29	9	167

Figure 1: Party Positions in the Provincial Assembly of Sindh



2. Can be accessed at: <http://fdsindh.gov.pk/site/userfiles/OTHER%20VOLUMES%202014-15/VOLUME-I-2014-15.pdf>

Part 2: Performance of the Provincial Assembly of Sindh: Second Parliamentary Year

Sittings

During the second year, the Sindh Assembly held 7 sessions with the number of sittings being 63.³ During the first year, the Provincial Assembly of Sindh held 12 sessions in which total number of sittings was 57.

The sittings therefore increased from the first to the second year by 10% from 57 to 63. On the other hand the number of sessions decreased from 12 to 7, a decline of 42%.

Working Hours

The working hours spent per sitting are calculated as the total working hours divided by the number of sittings. The working hours per sitting of the Sindh Assembly were 3.1 during the second year.

The working hours per sitting for the first year were 3.06. Therefore the number of hours spent per sitting increased from 3.06 to 3.1, a marginal improvement of 1%.

Pre and Post Budget Discussions

Rule 144 of the Sindh Assembly calls for a general discussion on the release and utilization of the budget on a quarterly basis. The second and third quarterly reports could not be taken up on time during the second year therefore they were discussed alongside the fourth quarterly report on May 11, 2015. The Assembly thus met its requirements of holding a pre budget debate towards the final session of the second Parliamentary year. During the first year, this requirement had been by-passed and the mandatory five-day pre budget debate was not held.

During the second year, the Provincial Assembly of Sindh held a budget session of 10 sittings consuming 22.48 hours. Therefore the Assembly spent 2.2 hours per sitting in discussing the budget. In comparison, during the first year, the Provincial Assembly of Sindh held 7 sittings consuming 32 hours in total that makes 4.57 hours per sitting on the budget. This shows that the Provincial Assembly of Sindh had a decrease of 51% in the total hours per sitting consumed during the budget session from 4.57 hours in the first year to 2.25 hours in the second year. On the other hand, the number of days per sitting on the budget increased by 43% from 7 to 10

The Assembly thus met its requirements of holding a pre budget debate towards the final session of the second Parliamentary year. During the first year, this requirement had been by-passed and the mandatory five-day pre budget debate was not held

sittings.

Government Bills

During the second year, the Provincial Assembly of Sindh introduced 52 Government Bills, an increase of 30% from the 40 bills introduced in the first year.

Out of the 52 introduced in the second year, the Assembly passed 41 Government Bills, 79% of the total. 9 of these were amendments and the remaining were new bills. Out of these 41 Government Bills, 3 were returned with the Governor's message, 5 were referred to the concerned committees and 2 others were under consideration while 1 was withdrawn.

During the first year, a total of 40 Bills were introduced in the House out of which 37 were passed, 93% of the total. The number of Government Bills to be passed increased by 11% from the first to the second year: from 37 to 41.

Some of the key bills that were passed during the second year include: **Sindh Civil Servants (Amendment) Bill 2014**, the **Sindh Special Development Board Bill 2014**, the **Sindh Local Government (Amendment) Bill, 2014**, the **Sindh Arms (Amendment) Bill, 2014**, the **Sindh Condominium Bill, 2014**, the **Sindh Universities and Institutes Law (Amendment) Bill, 2014**, the **Sindh Arms (Amendment) Bill, 2014**, the **Sindh Condominium Bill, 2014**, the **Sindh Universities and Institutes Law (Amendment) Bill, 2014**, the **Sindh Epidemic Disease Bill 2014**, the **Sindh Eye Surgery (Restriction) Bill 2014**, the **Sindh Tuberculosis Notification Bill 2014**, the **Sindh Public Private Partnership (Amendment) Bill**, the **Larkana**

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Development Authority (Amendment) Bill 2014, the National Institute of Cardiovascular Diseases (Sindh Administration) Bill 2014, the Sindh Employees Old-Age Benefit Bill 2014, and the Sindh Education Standards and Curriculum Bill 2014.

Private Members' Bills

During the entire course of the second year, 12 Private

Members' Bills were introduced. Out of these, 4 Private Members' Bills were passed which is 33% of the total Private Members' Bills received.

The Secretariat of the Provincial Assembly of Sindh received a total of 22 Private Members' Bills during the first year. Of these, 2 Private Members' Bills were passed at 9% of the total. Although the Provincial Assembly of Sindh received 45% fewer Private

Figure 2: Sittings in the Provincial Assembly of Sindh

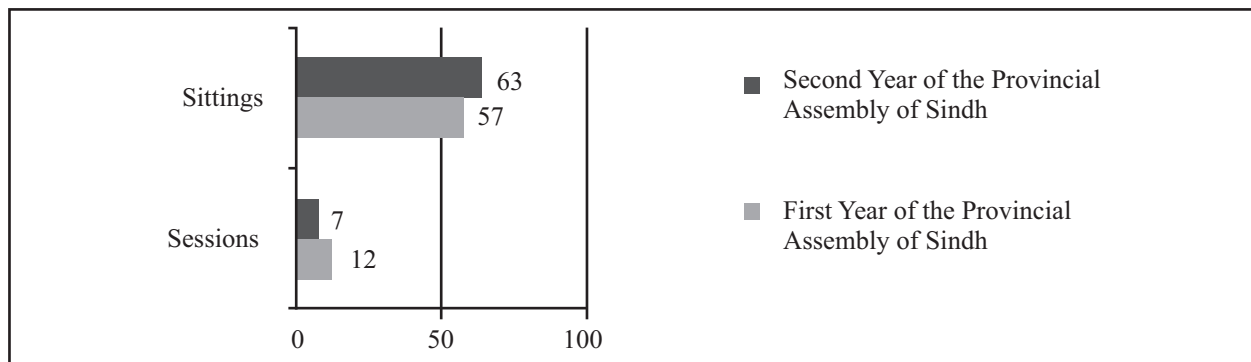


Figure 3: Government Bills in the Provincial Assembly of Sindh

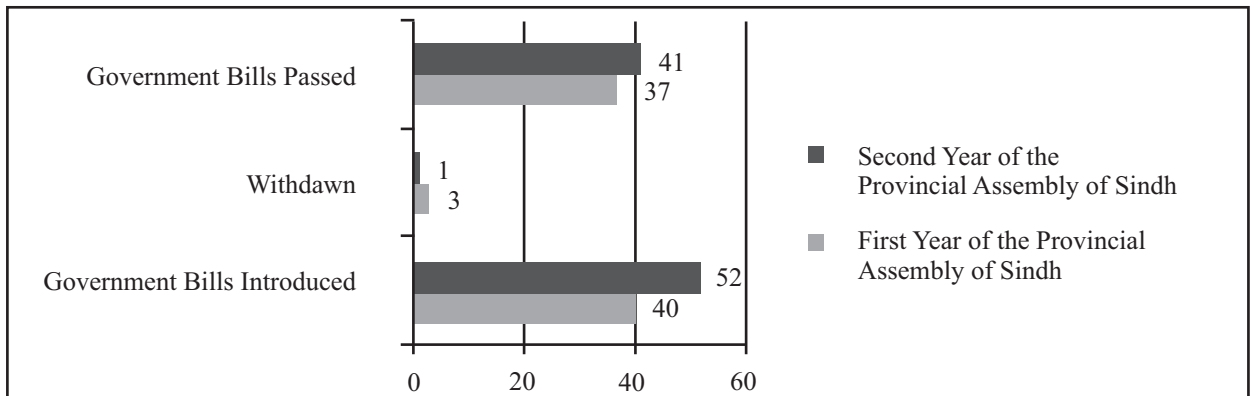


Figure 4: Private Members' Bills in the Provincial Assembly of Sindh

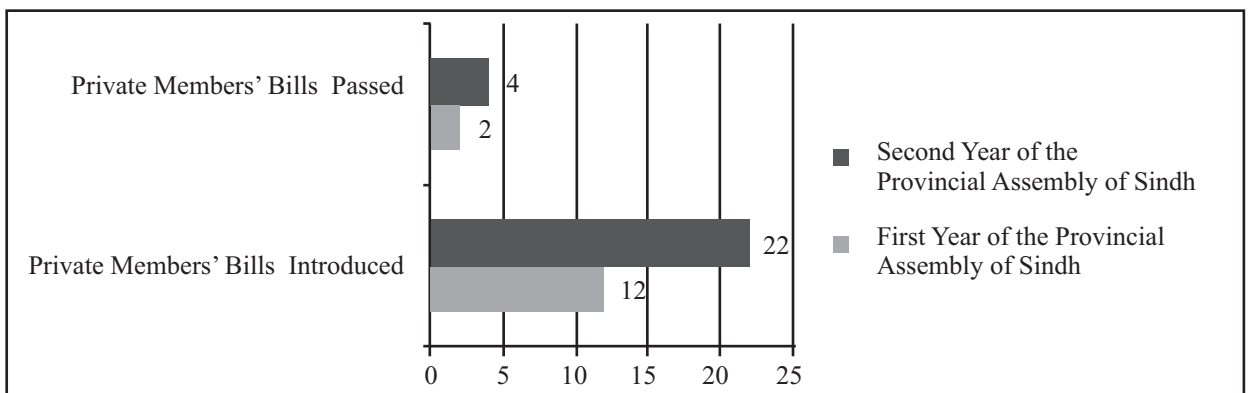
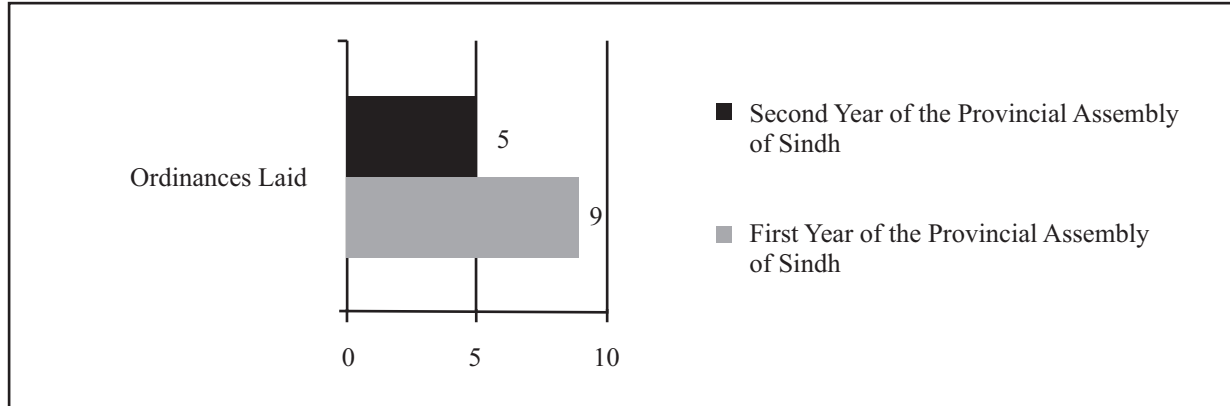


Figure 5: Ordinances in the Provincial Assembly of Sindh



Members' Bills in the first year as compared to the second year, the actual number of Private Members' Bills passed improved by 50% from 2 in the first year to 4 in the second year.

Ordinances

During the second year, 5 Ordinances were laid before the House. During the first year of the Provincial Assembly of Sindh, 9 ordinances were laid. As ordinances are perceived to be undemocratic, the reduction in ordinances laid by 44% is a positive indicator.

Questions

One of the key functions of the legislature is oversight of executive. This oversight function of the Assembly by its own members is often carried out through the Question Hour. During the second year of the Provincial Assembly of Sindh, 1544 questions were received out of which only 323 questions were answered at 21% of the total. The Secretariat of the Provincial Assembly of Sindh received a total of 2548 questions during the first year. Out of those 2548, only 1282 questions were allowed, 504 disallowed and 236 were answered at 9% of the total. 1 question was withdrawn while the remaining 762 remained under process.

The number of questions submitted decreased by 39% from 2548 in the first year to 1544 in the second year. A higher percentage of questions received responses in the second year at 21% compared to 9% in the first year: an improvement by 12 percentage points.

Resolutions

During the second year, the Provincial Assembly of Sindh received a total of 105 resolutions of which only

24 resolutions were passed, which is 23% of the total resolutions received. 80 resolutions lapsed at the end of the second year. During the first year of the Provincial Assembly of Sindh, 226 resolutions were received. Out of these, the House passed 11 resolutions (5% of the total)

The number of resolutions received decreased by 54% from the first year when 226 were received to 105 in the second year. The number of resolutions passed, however, increased from 11 in the first year to 24 in the second year by 118%.

Calling Attention Notices

During the second year, the Provincial Assembly of Sindh received a total of 615 Calling Attention Notices of which 274 were allowed and 64 were taken up, at 10% of the total.

In comparison, during the first year of the Provincial Assembly of Sindh, a total of 398 Calling Attention Notices were received while the House took up 31, at 8% of the total. The highest number of Calling Attention Notices during the first year was received by the Ms. Nusrat Bano Sehar Abbasi, MPA (RSW-157, Sindh, PML-F) which was 46 however, only 1 of the Calling Attention Notices by Ms. Abbasi was taken up on the floor of the House.

There was an increase of 55% in the Calling Attention Notices received from 398 in the first year to 615 in the second year. Similarly, there was an increase of 106% in the number of Calling Attention Notices taken up from 31 in the first year to 64 in the second year.

Privilege Motions

During the second year, a total of 22 Privilege Motions were received, of which 5 were referred to the relevant

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Committee, which is 23% of the total Privilege Motions received during the second year. 12 Privilege Motions were disposed off. In comparison, during the first year, the Secretariat received a total of 35 Privilege Motions out of which 4 were referred to the relevant committee which is 11% of the total Privilege Motions received, while 21 were disposed off, 7 were withdrawn and 2 were ruled Out of Order.

The number of Privilege Motions received decreased by 37% from 35 in the first year to 22 in the second year. A greater percentage of Privilege Motions were referred to relevant committees in the second year (23%) as compared to the first year (11%) with a difference of 12 percentage points.

Adjournment Motions

During the second year of the Provincial Assembly of

Sindh, 96 Adjournment Motions were noticed of which only 1 was admitted at 1% of the total. Out of 96, 8 Adjournment Motions were disposed of and 69 were pending.

In comparison, during first year of the Provincial Assembly of Sindh, the Assembly Secretariat noticed 75 Adjournment Motions of which 65 lapsed, 2 withdrawn, 6 ruled out of order, and only 3 were admitted. Therefore, 4% of the total Adjournment Motions were admitted during the first year.

28% more Adjournment Motions were noticed in the second year at 96, in comparison with the first year, at 75. Meanwhile, there was a decrease in the percentage of Adjournment Motions admitted during the second year (1%) in comparison with the first year (4%), a difference of 3 percentage points.

Figure 6: Questions in the Provincial Assembly of Sindh

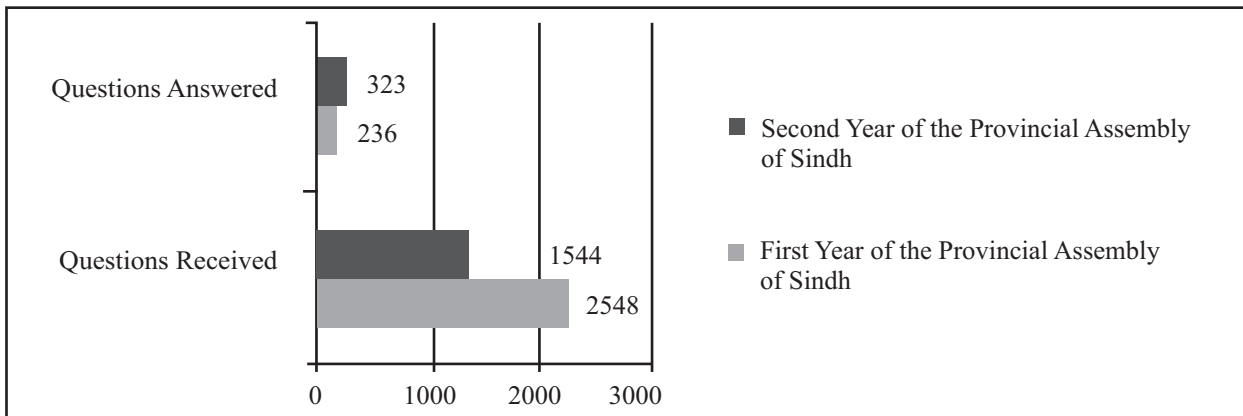


Figure 7: Resolutions in the Provincial Assembly of Sindh

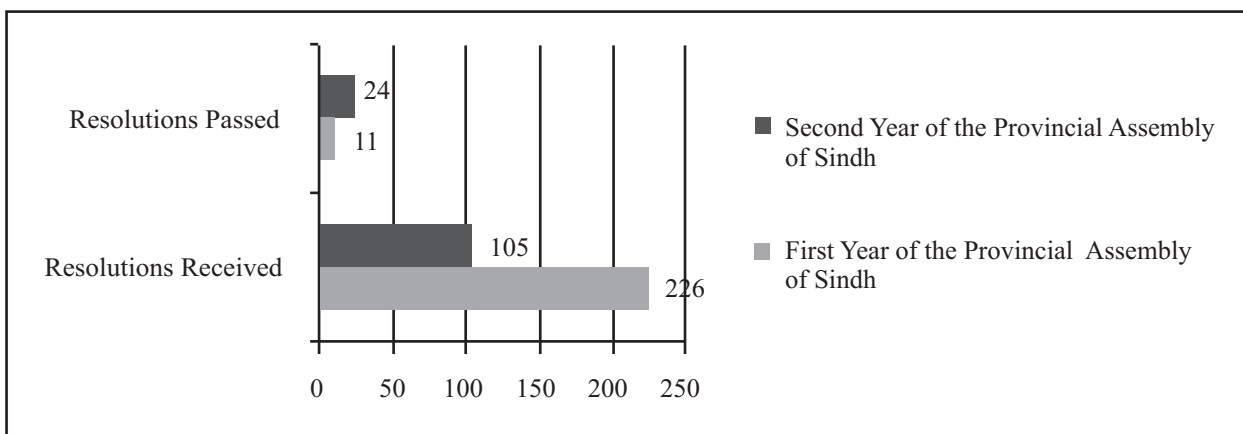


Figure 8: Calling Attention Notices in the Provincial Assembly of Sindh

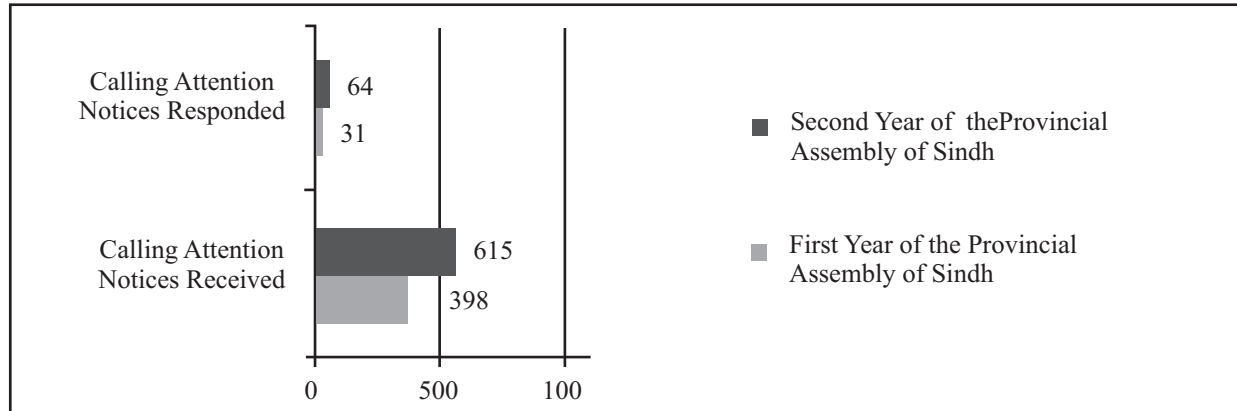


Figure 9: Privilege Motions in the Provincial Assembly of Sindh

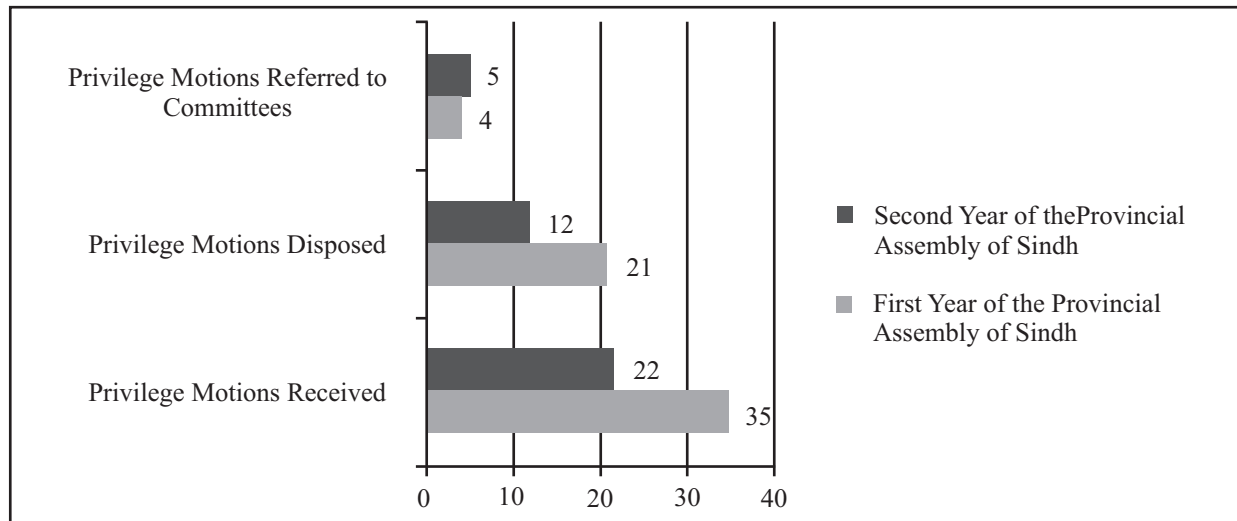
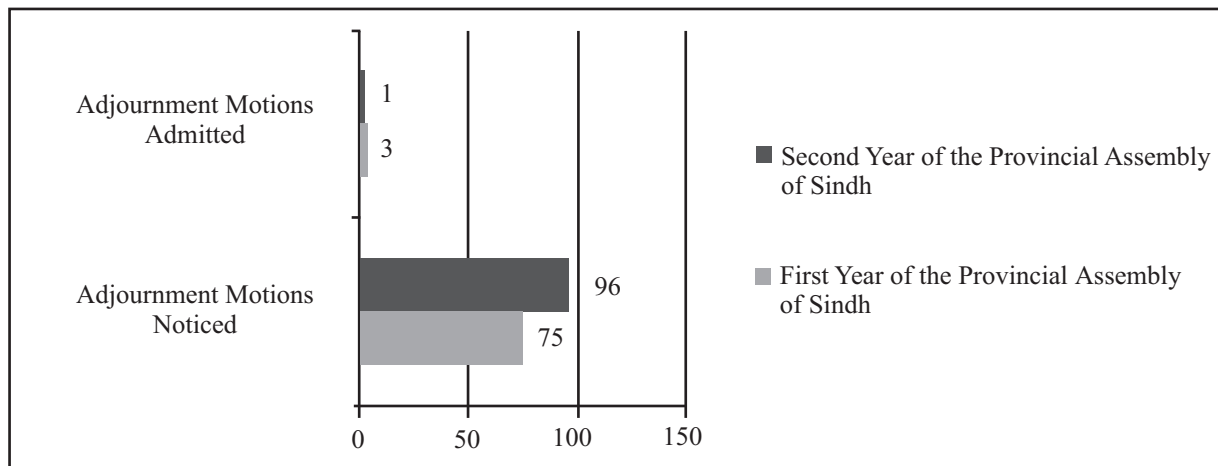


Figure 10: Adjournment Motions in the Provincial Assembly of Sindh



Attendance

The peak average attendance of the MPAs for all the session during the second Parliamentary year was 69.31, which is 42% of the total membership. The Punjab Assembly was the weakest in this regard with a peak average attendance of 23%, followed by the Khyber Pakhtunkhwa Assembly at 29%. Only the Balochistan Assembly's attendance was superior to that of Sindh Assembly's at 58%.

During the second year, the Chief Minister of the Provincial Assembly of Sindh, Syed Qaim Ali Shah, MPA (PS-29, Sindh, PPPP) attended the Assembly sessions for a total of 25 sittings out of 63 making his average attendance 40%.

In contrast, during the first year, the Chief Minister had attended the Assembly sessions for 27 sittings out of a total of 57, which is 47% of the total.

The Chief Minister of the Provincial Assembly of Sindh performed better in the first year as compared to the second year as his attendance declined by 7% from 27 to 25.

Meanwhile, the leader of the Opposition of the Provincial Assembly of Sindh, Mr. Shaharyar Khan Mahar, MPA (PS-10, Sindh, PML-F), attended a total of 43 sittings out of 63 sittings during the second year, at 68% of the total.

In the first year, former Leader of the Opposition, Mr. Faisal Sabazwari, MPA (PS-126, Sindh, MQM), and the current Leader of the Opposition, Mr. Shaharyar Khan Mahar, between them attended 65% of the total sittings (37 out of 57). The attendance of the Leader of

the Opposition therefore improved from 37 sittings to 43 sittings, an increase of 16%

The sittings of the Provincial Assembly of Sindh suffered frequent delays in the start of proceedings often by hours. The average delay in starting proceedings was 52.96 minutes. The Assembly had shorter delays than the Punjab Assembly, which was delayed on average by 72 minutes per sitting, however it was weaker than the Balochistan Assembly, which had delays of 41.20 minutes on average per sitting.

The relationships between the Treasury and the Opposition have not been commendable during the second year as evidenced by 12 walkouts from 63 sittings. In the previous year, the Assembly had only 7 walkouts in its 57 sittings.

The peak average attendance of the MPAs for all the session during the second Parliamentary year was 69.31, which is 42% of the total membership. The Punjab Assembly was the weakest in this regard with a peak average attendance of 23%, followed by the Khyber Pakhtunkhwa Assembly at 29%

Part 3: Strategic Analysis

During the second year of the Provincial Assembly of Sindh, the House witnessed some major legislative and non-legislative developments. Those include passage of significant bills and debates on issues of public importance. Some of the major developments that took place during the second year of the Provincial Assembly of Sindh are as follows:

Sindh Local Government Act, 2014

During the current legislative year, the Provincial Assembly of Sindh made important amendments to the Sindh Local Government Act 2014. The first attempt to make amendments was done by the Assembly in November 2013, which came under heavy criticism by the MQM and the JI. Both the parties did not accept the amendments proposed and challenged these in the Sindh High Court. In December 2013, the Court ruled the amendments as un-constitutional. Therefore the Local Government elections in the province were postponed followed by a political deadlock. The Assembly had to amend the Act again to incorporate court's decision. Therefore the law was amended twice during the current legislative year on October 20, 2014 and again on February 24, 2015. In the amended Local Government Bill, the Election Commission of Pakistan has been given the authority to conduct delimitation on wards, union councils and union committees. The Assembly has done its part to create consensus of sorts among all stakeholders on the Act, after having amended it, and Local Government elections in the province are scheduled to be held on September 20, 2015.

Sindh School Education Standards and Curriculum Act, 2014

An important legislative product of the Assembly during current legislative year was the **Sindh School Education Standards and Curriculum Act, 2014**. The Act is aimed at providing for maintenance of school education standards and supervision of curriculum, textbooks and assessment process. As per the law, the Government would establish a Curriculum Wing. The Curriculum Wing would be responsible for policy matters relating to the curriculum, textbooks, learning materials and assessment. An officer designated by the Government would head the Curriculum Wing. The existing Bureau of Curriculum and Extension Wing would be restructured as Directorate of Curriculum Assessment and Research

The Sindh Textbook Board would further be strengthened as an effective regulating and monitoring authority to improve efficiency in managing authorship, production, copyrights, printing and distribution of textbooks and learning materials

with its enhanced institutional capacity. The Provincial Institute of Teacher Education would be responsible for implementation of pre-service teacher education and continuous professional development programs. It would be responsible for academic supervision of teacher education programs and Sindh Teacher Education Development Authority would certify and accredit teacher education programs. The Sindh Textbook Board would further be strengthened as an effective regulating and monitoring authority to improve efficiency in managing authorship, production, copyrights, printing and distribution of textbooks and learning materials. The Education and Literacy Department will strengthen the institutional capacity of the agencies, under its administrative control, responsible for carrying out the objectives of this Act.

The Act is an important piece of legislation as it aims to work for betterment of the poor public education facilities in the province. If implemented in its true spirit, the Act can benefit the ordinary citizens by providing quality education.

The Sindh Injured Persons (Medical Aid) Bill, 2014

The **Sindh Injured Persons (Medical Aid) Bill 2014** holds crucial importance because it deals with patients in medical emergencies and their timely treatment. As per the bill, police officials cannot interrupt or interfere in the process of medical treatment of patients who are brought in on an emergency, unless they have the written permission of the hospital in-charge. "Such permission cannot be given unless it is absolutely necessary for an ongoing investigation," the bill states.⁴

4. For details please see 'Sindh's new bill: New bill lets doctors treat patients without police clearance' Express Tribune, October 25, 2014 at: <http://tribune.com.pk/story/780662/sindhs-new-bill-new-bill-lets-doctors-treat-patients-without-police-clearance/>

The bill was tabled by the Minister for Parliamentary Affairs, Dr. Sikandar Mandhro, MPA (PS-58, Sindh, PPPP), and was unanimously passed by the Members. The usual practice for dealing with the emergency patients is that the doctors wait for the consent of the police in order to treat the patient, however, with the introduction of this new law, such official formalities by the hospital management will be fulfilled later and first priority shall be given to the treatment of the patients whose physical condition is critical and are brought into the emergency departments. The law further elaborates that in case of the presence of the relatives of the patient, the hospital management will prefer to seek the consent of the relatives. The law also states that the hospital administration must register the name, proper address and identification credentials of the person who brings the injured to the hospital. Furthermore, the injured ones should not be discharged from the hospital until their condition is stable and satisfactory. In case of unavailability of the proper medical facilities, the patient may be shifted to another hospital.

Formation of Sindh Women Parliamentary Caucus

One of the major developments during the second year of the Provincial Assembly of Sindh was the **formation of Sindh Women Parliamentary Caucus**. Under the patronage of the Deputy Speaker of the Provincial Assembly of Sindh, Syeda Shehla Raza, MPA (RSW-131, Sindh, PPPP) the first Sindh Women Parliamentary Caucus has been formed. All female legislators of the Provincial Assembly of Sindh will be

*According to Mr. Durrani,
“Women are the basic unit of
society: they make families,
families make homes and homes
make societies.”⁵ Ms. Naila
Munir, MPA (RSW-155, Sindh,
MQM) will be the Convener of
the Women Parliamentary
Caucus whereas Ms. Mahtab
Akbar Rashdi, MPA (RSW-156,
Sindh, PML-F) will be the Co-
Convener of the said Caucus*

members of the newly formed Sindh Women Parliamentary Caucus. The Speaker of the Provincial Assembly of Sindh, Agha Siraj Khan Durrani, MPA (PS-9, Sindh, PPPP) has formally announced the formation of the Women Parliamentary Caucus. According to Mr. Durrani, “Women are the basic unit of society: they make families, families make homes and homes make societies.”⁵ Ms. Naila Munir, MPA (RSW-155, Sindh, MQM) will be the Convener of the Women Parliamentary Caucus whereas Ms. Mahtab Akbar Rashdi, MPA (RSW-156, Sindh, PML-F) will be the Co-Convener of the said Caucus. The Secretary of the Women Parliamentary Caucus will be Ms. Iram Khalid, MPA (RSW-133, Sindh, PPPP), while Ms. Sorath Thebo, MPA (RSW-158, Sindh, PML-F) will be its treasurer.

The Sindh Commission on Status of Women Act, 2015

Another important legislative products of the Provincial Assembly of Sindh during its second legislative year is the passage of a law to establish a **Commission on the Status of Women**. The Minister for the Parliamentary Affairs, Dr. Sikandar Mandhro, tabled the bill. The Minister stated that the law was being made to empower women and ensure their rights. The bill gives the complete autonomy to the relevant authorities on both administrative and financial levels to oversee and monitor the compliance of national and provincial laws. It also aims to fulfill the commitments of international conventions, covenants and treaties to which Pakistan is a signatory such as Convention on the Elimination of all forms of Discrimination against Women (CEDAW). The said bill highlights discriminatory practices and violations of women's rights and resolves to eliminate those. The Commission will comprise 21 members including a Chairperson who will be a woman and will not be less than forty-five years of age possessing an experience of working on issues related to women rights for more than fifteen years. The minimum age requirement for the rest of the members of the Commission will be thirty to thirty five years of age. The Chairperson and Members shall be appointed within the ninety days of the passage of this Act. This initiative will not only create an environment of trust and empathy but will also be a source of encouragement for the marginalized and vulnerable women by giving them the confidence to speak up against any kind of misbehavior and stand up for their rights.

5. For details, please see 'Sindh Women Parliamentary Caucus formed', The News, October 24, 2014, at <http://www.thenews.com.pk/Todays-News-4-280067-Sindh-Women-Parliamentary-Caucus-formed>

The bill was introduced before the House on March 02, 2015 and was passed on April 06, 2015.⁶

The Sindh Arms (Amendment) Bill, 2015

One of the other important legislative developments of the Provincial Assembly of Sindh during the second year is the passage of the **Sindh Arms (Amendment) Bill, 2015**. This bill gives the authority to the Provincial Government to issue arm licenses that are valid across Pakistan. The passage of this bill is a step towards the elimination of illegal arms kept by people. The bill is critically important, keeping in view the security issues and prevailing criminal activities in the Capital of the Provincial Assembly of Sindh. The said bill curtails the access of people towards purchase of illegal arms, which is a good omen for the security of an ordinary citizen. The presence of such a bill will help decrease the lawlessness and sense of insecurity, hence, increasing an atmosphere of security and peace. The bill was introduced before the House during its session on October 27, 2014 and was passed on November 17, 2014. It is important to note that the Provincial Assembly of Sindh had declared the possession of illegal weapon a non-bailable offense that has a punishment of fourteen years imprisonment.

The Sindh Special Development Board Bill, 2014

One of the eminent bills during the current legislative year of the Provincial Assembly of Sindh is the **Sindh Special Development Board Bill, 2014**. The bill aims to undertake low-cost housing schemes and to rehabilitate the shantytowns and slums in order to provide people with better standards of living. The bill tends to regulate the multi-story and high-rise buildings in the Province.

According to the bill, the structures of all shantytowns and slums will be rehabilitated and rebuilt with the provision of an alternative apartment block that will be approximately 600 square feet and will preferably be located in the same area. It stresses that developers must provide space for amenities, such as playgrounds, parks, schools and hospitals. The said bill also ensures the provision of free education to the residents of the slums up to undergrad level. Besides this, the developer of the project will have to ensure the provision of basic health insurance for a period of at least 10 years to the families who are relocated. As per the bill, multi-story and high-rise buildings will be constructed in accordance with the international standards.

This law is important mainly because it will bring the

structural changes in the highly populated mega city of Karachi, which is an industrial hub for Pakistan. Hence, making it more structured and planned. The bill was introduced before the House on October 10, 2014 and was passed on October 24, 2014.

Representativeness of the Provincial Assembly of Sindh: Issues of Public Importance

According to a nation-wide public opinion poll conducted by PILDAT on the Quality of Governance in Pakistan, 2013- 2014, the 5 major issues confronting the province, as identified by the respondents were:

1. Security (for 27% of the Respondents)
2. Inflation (for 23% of the Respondents)
3. Unemployment (for 16% of the Respondents)
4. Energy Crisis (for 10% of the Respondents)
5. Corruption (for 8% of the Respondents)

27% of the respondents saw security as the biggest issue facing Sindh. Security was also the most heavily debated subject by the MPAs in the second year and was discussed nine times, whether to support the Operation Zarb-e-Azab, to condemn the killings of minorities in Sindh, or to discuss the internal security situation of Karachi. The **Sindh Security of Vulnerable Establishments Bill, 2015**, the **Sindh Information of Temporary Residents Bill, 2015**, and the **Sindh Arms (Amendment) Bill, 2015** were passed as part of the mission to increase security in the province.

Meanwhile, inflation, though perceived as an issue by 23% of the respondents, was not proactively discussed by the MPAs in the second year, though referred indirectly in the budget debates.

Unemployment was perceived by 16% of the respondents to be the major issue facing Sindh. Unemployment was discussed by the MPAs with regards to job quotas for religious and ethnic minorities. On February 03, 2015, the Sindh Assembly unanimously passed a resolution to ensure the implementation of the 5% quota reserved for minorities in Government jobs. The resolution was tabled by Mr. Nand Kumar, MPA (RSM-168, Sindh, PML-F).

During a Question Hour on October 21, 2014, speaking on his Calling Attention Notice, Mr. Kamran Akhtar, MPA (PS-91, Sindh, MQM) argued that Urdu-speaking people living in Sindh were subject to discrimination.

6. For details, please see 'Sindh Commission on Status of Women Act-2015 Ascented', Business Recorder, May 14, 2015, at <http://www.brecorder.com/pakistan/general-news/242206-sindh-commission-on-status-of-women-act-2015-ascented.html>

Even the quota system criteria, which itself was a violation of merit, was not honoured. Dr. Sikander Mandhro responded that the quota system was being implemented in letter and spirit.

The recruitment in the Education Department was also a source of contention by the legislators. On March 04, 2015, Ms. Heer Soho, MPA (RSW-149, Sindh, MQM) tabled an Adjournment Motion to discuss the matter of illegal appointments of 30 teachers in Education Department, Hyderabad. Sindh Minister of Education and Literacy, Mr. Nisar Khuhro, MPA (PS-36, Sindh, PPPP) accepted that these illegal appointments were made and that the salaries of the teachers had been stopped. In response to a question posed by Ms. Naheed Begum, MPA (RSW-152, Sindh, MQM), a Government representative informed the House on January 26, 2015, that the Education Department was following merit-based recruitment policy for recruiting teachers. Only candidates who managed to pass the test and were recruited.

10% of the respondents saw energy as the biggest issue in the province. Syed Khalid Ahmad, MPA (PS-122, Sindh, MQM) tabled a resolution directed to the Federal Government on February 03, 2015, to ensure 650-megawatt supply to K-Electric without any disruption from the national grid. The resolution was passed unanimously by the House. On April 06, 2015, Finance Minister, Syed Murad Ali Shah, MPA (PS-73, Sindh, PPPP) stated that the Sindh Assembly did not approve of the power policy of the Federal Government until the rights of the people under Article 158 of the Constitution were given. Sindh was facing load shedding of 18 to 20 hours on a daily basis as a result of the Federal Government's policies.

Corruption was seen by 8% of the respondents as the greatest issue facing the province. Corruption was not proactively discussed by the MPAs during the second Parliamentary year, however allegations of corruption against Provincial Departments were a regular occurrence in the proceedings of the Sindh Assembly throughout the second year. For instance, it was alleged by Mr. Saeed Khan Nizamani, MPA (PS-78, Sindh, PML-F) during a sitting on October 21, 2014, that billions of rupees were spent in the name of development schemes but were pilfered in mismanagement and corruption with regards to development funds were being disbursed through Deputy Commissioner in Sanghar. During the same sitting a resolution to form a Provincial Finance

MPAs periodically brought up the issue of the inadequate release of funds that had been determined in the Provincial Budget for 2014-2015. However, in a welcome move towards transparency and anti-corruption of the allocation of funds, the Government introduced quarterly expenditure reports in the House

Commission for distribution of funds to districts as per prescribed criteria adopted in National Finance Commission award was passed unanimously by the House. The resolution was introduced by Syed Khalid Ahmed, MPA (PS-122, Sindh, MQM).

MPAs periodically brought up the issue of the inadequate release of funds that had been determined in the Provincial Budget for 2014-2015. However, in a welcome move towards transparency and anti-corruption of the allocation of funds, the Government introduced quarterly expenditure reports in the House. On the flipside, it was made apparent to the legislators that the numbers from these reports that the expenditures made in the second year from the Provincial Budget simply did not add up.⁷

7. For details, please see 'Call for seeking Sindh's due share in resources', DAWN, May 13, 2015, at <http://www.dawn.com/news/1181584>

Part 4: Evaluation of the Provincial Assembly of Sindh using the IPU Toolkit

The Provincial Assembly of Sindh received an overall score of **42%** in an evaluation of its performance during the second year.

The Provincial Assembly of Sindh received its highest score under the parameter on **Representativeness**, with a score of **55%**.

The Evaluation Group assigned a lowest score to the **Effectiveness of the Assembly's Involvement in International Policy** at **33%**.

The Assembly performed well for its **Transparency and Accessibility** with a score of **45%**. The Sindh Assembly's **Legislative Capacity** was perceived to have performed at **43%**.

Oversight over the Executive and Accountability did not even make the 40% mark with low scores of **37%** and **35%** respectively.

Objective of the Evaluation

PILDAT is an independent, non-partisan think-tank dedicated to strengthening democracy and legislation in Pakistan. As part of this endeavor, PILDAT undertakes performance assessments of the National and Provincial Legislatures in order to highlight the strengths, identify the weaknesses and suggest ways by which performance in upcoming years could be improved.

The objective of the evaluation is to conduct the performance assessment of the Provincial Assembly of Sindh based on the useful Inter-Parliamentary Union (IPU) Evaluation Framework, which allows experts to assess the performance of the Provincial Assembly. The purpose of the evaluation is to make the Assembly more effective, responsive, and accountable. The Evaluation also identifies the weak and strong points of the Assembly, which in turn will help the Assembly in subsequent years to set in a reform process to remedy the weaknesses and acknowledge the strengths.

The Inter-Parliamentary Union (IPU)

The performance evaluation took place against an Evaluation Framework developed by the Inter-Parliamentary Union (IPU), an international organization working for peace and co-operation among peoples and for the firm establishment of

representative democracy. The Union is the focal point for worldwide parliamentary dialogue and works to foster contacts, co-ordination, and the exchange of experience among parliaments and parliamentarians of all countries, considers questions of international interest and concern and expresses its views on such issues in order to bring about action by parliaments and parliamentarians.

The IPU also co-operates with regional inter-parliamentary organizations, as well as with international intergovernmental and non-governmental organizations, which are motivated by the same ideals.

The Evaluation Framework assists members and the public to identify priorities and means to strengthen the parliament. Drawing extensively from the International Institute of Democracy and Electoral Assistance (IIDEA), the IPU developed a framework and a self-assessment toolkit in 2008 for the evaluation of legislatures. It is designed to help members evaluate their parliament against a criteria used worldwide for democratic parliaments.

Questions and Topics in the Evaluation Framework

The IPU defines a democratic Legislature as the one that is:

- *Representative*
- *Transparent*
- *Accessible*
- *Accountable*
- *Effective*

The Evaluation Framework consists of a set of questions that cover one aspect of a democratic legislature. The method of evaluation involves answering the questions that relates to the nature and work of the legislature concerned. These questions, 44 in total and called sub-areas, are grouped under the following six areas:

1. The Representativeness of the Legislature
2. Parliamentary Oversight over the Executive
3. The Legislative Capacity
4. The Transparency and Accessibility of the Legislature
5. The Accountability of the Legislature
6. Effectiveness of the Legislature's Involvement in International Policy

The evaluation is based on value judgments of how the legislature, in this case the Provincial Assembly of Sindh, is being measured against each of the parameter.

It is very likely that an Assembly may not attain the highest score for every question since all the parameters, for instance democracy, can always be further improved.

PILDAT assembled a representative and diverse Evaluation Group to assign scores against the questions under each parameter, on a scale of 1 to 5 with 1 representing the minimum score and 5 representing the maximum. PILDAT calculated an average of the scores assigned by the evaluators and converted the scores to percentages for further simplification.

The Evaluation Group

The Evaluation Group consisted of a representative and diverse group of current and former parliamentarians from the National, and all four Provincial Assemblies, eminent lawyers, and media persons. The group consisted of politicians had diverse political affiliations; 3 members from PTI, 2 members from PML-N, 2 from PPP, 1 from PML, 1 from MQM, 1 from PML-F, 1 from JUI-F, 1 from QWP, and 1 Independent elected official.

Current and Former Members of the Provincial Assembly of Sindh

1. **Mr. Faisal Sabzwari**, MPA, (PS-126, Sindh, MQM)
2. **Ms. Mahtab Akbar Rashidi**, MPA, (RSW-156, Sindh, PML-F)

Current and Former Members of the Remaining Legislatures

1. **Mr. Wazir Jogezeai**, Former MNA, Former Deputy Speaker of the National Assembly of Pakistan

2. **Mr. Aslam Bhootani**, Former MPA, Former Speaker of the Provincial Assembly of Balochistan
3. **Syed Naveed Qamar Shah**, MNA, (NA-222, Sindh, PPP)
4. **Mr. Shafqat Mahmood**, MNA, PTI, National Assembly of Pakistan
5. **Senator Mohsin Leghari**, Senate of Pakistan, IND
6. **Ms. Anisa Zeb Tahirkheli**, MPA, (WR-18, Khyber Pakhtunkhwa, QWP)
7. **Mr. Muhammad Asmatullah**, MPA, (PK-62, Khyber Pakhtunkhwa, JUI-F)
8. **Ms. Nabila Hakim Ali**, MPA, (W-358, Punjab, PTI)
9. **Dr. Murad Rass**, MPA, (PP-152, Punjab, PTI)
10. **Mr. Qazi Adnan Fareed**, MPA, (PP-268, Punjab, PML-N)
11. **Engr. Qamar Islam Raja**, MPA, (PP-5, Punjab, PML-N)

Lawyers, Media Persons and Political Analysts

1. **Mr. Shahid Hamid**, Senior Advocate Supreme Court; Former Governor of the Punjab
2. **Mr. Hamid Mir, Anchor**, Geo TV
3. **Mr. Farrukh Khan Pitafi**, Anchor, PTV World
4. **Mr. Khawar Ghuman**, Parliamentary Correspondent, Daily Dawn
5. **Mr. Ahmed Bilal Mehboob**, President, PILDAT
6. **Ms. Aasiya Riaz**, Joint Director, PILDAT.

The Evaluation Results

Current and former legislators from across Pakistan assigned an overall score of **45%** for the performance of the Provincial Assembly of Sindh in its second year. On the other hand, the remaining members of the Evaluation Group assigned an overall score of **41%**.

Figure 11: Overall and Area-wise Evaluation Scores

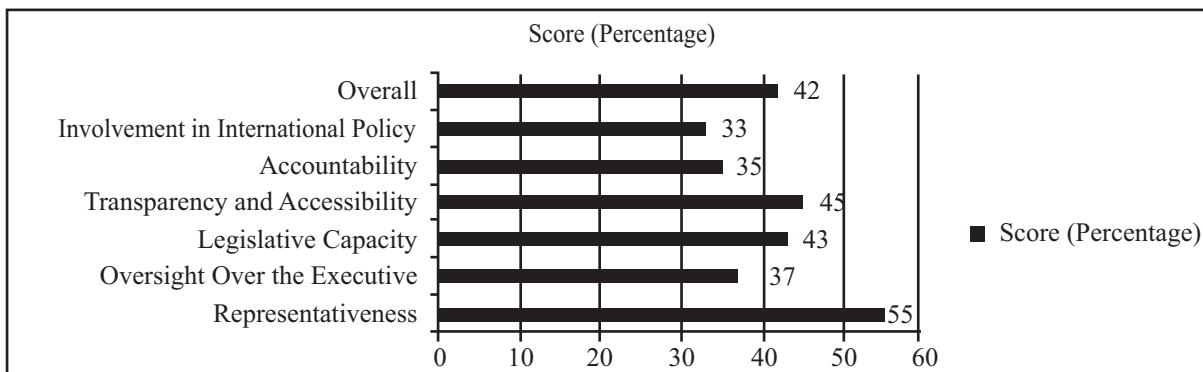
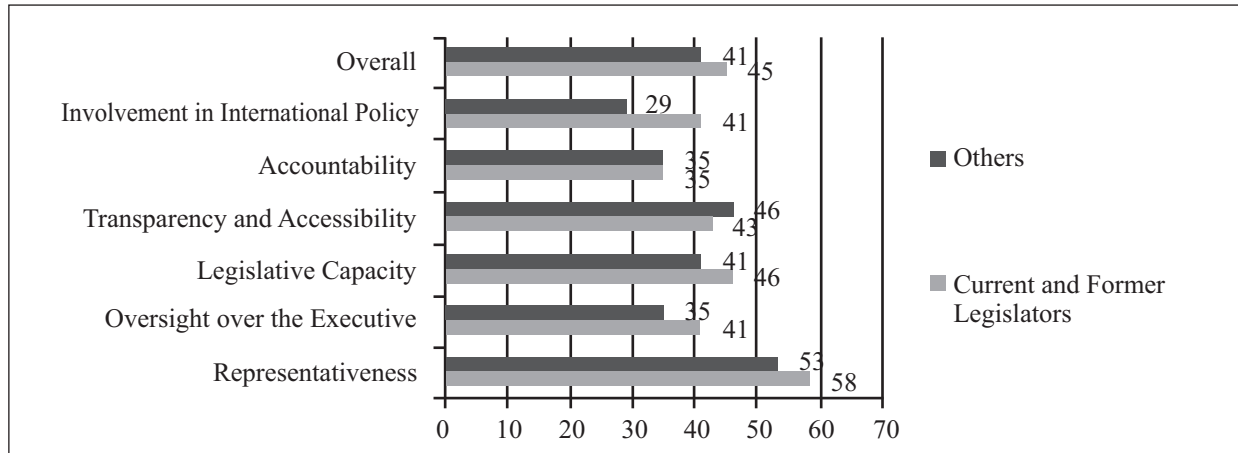


Figure 12: Comparative Evaluation by Current & Former Legislators and Others



Analysis of the Evaluation Scores in Each of the Six Areas

1. The Representativeness of the Provincial Assembly of Sindh

Following are the nine sub-areas under the Representativeness of the Assembly:

- i. Diversity of Representation
- ii. Women's Representation
- iii. Representation of Marginalized Groups and Regions
- iv. Electability of a Person of Average Means
- v. Internal Party Arrangements to Ensure Balance Representation
- vi. Freedom to the Opposition
- vii. Infrastructure of the Provincial Assembly
- viii. Freedom and Security for Dissenting Members
- ix. Assembly's Effectiveness for Debate on Questions of Public Concern

The strongest aspects of the Representativeness of the Provincial Assembly are its diversity of representation and women's representation

In this crucial parameter, and has emerged strongest in the sub-parameters of *diversity of representation*, and *women's representation*, both of which have received scores of **68%**.

The poorest aspect of the Representativeness is the inability of person of average means to be elected

The Assembly has performed poorly regarding the *ability of person of average means to be elected* to the Provincial Assembly with a score of **34%**.

The overall score for the Representativeness of the Provincial Assembly of Sindh

The Provincial Assembly of Sindh performed very well at **55%** under the parameter on *Representativeness*, the highest score registered under any parameter.

Current and former legislators assigned Representatives of the Provincial Assembly of Sindh a score of **58%**, in comparison with the remaining members of the Evaluation Group who assigned a score of **53%**.

2. Effectiveness of Parliamentary Oversight over the Executive

Within this parameter were eight sub-parameters, which are listed below:

- i. Procedures
- ii. Effectiveness
- iii. The Budget Process
- iv. Scrutiny of Executive Appointments
- v. Ability to hold non-elected public bodies accountable
- vi. Autonomy of the Assembly
- vii. Expertise on Professional Staff
- viii. Research Facilities

The strongest aspect of the Provincial Assembly's performance under this parameter for the Autonomy of the Assembly

The Provincial Assembly of Sindh was assigned a high score of **52%** for being *autonomous from the executive*.

The weakest aspect of the Provincial Assembly's Oversight over the Executive is the lack of Scrutiny of Executive Appointments

The Provincial Assembly received a score of only **28%** for ineffective *scrutiny and accountability of executive appointments*

Overall effectiveness of the Provincial Assembly in Oversight over the Executive

The Provincial Assembly of Sindh received an overall score of **37%** under this parameter.

Non-legislators were unimpressed with the Assembly's oversight over the executive and assigned a score of **35%**. Meanwhile, current and former legislators assigned a higher score of **41%**.

3. Effectiveness of the Legislative Capacity of the Provincial Assembly of Sindh

Effectiveness of the Legislative Capacity of the Provincial Assembly of Sindh was evaluated in the following seven sub-areas:

- i. Procedures for Full and Open Debates
- ii. Effectiveness of Committees to Amend Draft Legislation
- iii. Procedure to Consult Various Interest Groups on Legislation
- iv. Facilities to Introduce Private Members' Bills
- v. Effectiveness of the Assembly in Ensuring Quality of the Passed Legislation
- vi. Conformity of Legislation to the Constitution
- vii. Incorporation of Gender Equality Perspective in Assembly Working

Conformity of Legislation to the Constitution the strongest aspect of Provincial Assembly' Legislative Capacity

The ability to enact legislation that is consistent with the *constitution and the human rights of the population* is the strongest aspect under this parameter with a score of **51%**.

The weakest aspect of the effectiveness of the legislative capacity of the Provincial Assembly: Procedure to Consult Various Interest Groups on Legislation

The Provincial Assembly has scored lower than other sub-parameters at **37%** for weak *procedures to consult various interest groups on legislation*.

The overall effectiveness of the Legislative Capacity of the Provincial Assembly of Sindh

The Provincial Assembly of Sindh has performed

slightly well in this parameter registering a score of **43%**.

Current and former legislators scored the parameters at **46%** for its legislative capacity while all others gave a lower score of **41%**.

4. The Transparency and Accessibility of the Provincial Assembly of Sindh

There were a total of seven questions to evaluate the transparency and accessibility of the Provincial Assembly of Sindh. The questions related to the following aspects:

- i. Media Access to the Assembly
- ii. Freedom of Journalists to Cover the Assembly Proceedings
- iii. Communication with the General Public
- iv. Ability to Attract Youth to the Assembly's Work
- v. Channels of Direct Communication by the People to the Members of the Assembly
- vi. Availability of Channels of Communication with the Assembly to Civil Society Groups
- vii. Opportunity to Citizens' Direct Involvement in Legislation

The Provincial Assembly performs exceptionally well for Freedom of Journalists to Cover the Assembly Proceedings

The Provincial Assembly of Sindh received a score under the sub-parameter on the *freedom given to journalists to cover the Assembly proceedings* at **67%**.

The Assembly very weak for Ability to Attract Youth to the Assembly's Work

In its second year, the Assembly registered a low score under the sub-parameter on *attempts to interest young people in the work of the Assembly* at only **28%**.

Overall Transparency and Accessibility of the Provincial Assembly of Sindh

The second year of the Provincial Assembly received a score of **45%** for its transparency and accessibility.

Transparency and accessibility is the only parameter under which the non-legislators gave a higher score of **46%** compared to current and former legislators who gave a lower score of **43%**.

5. The Accountability of the Provincial Assembly of Sindh

Seven detailed sub-areas were evaluated to determine Accountability in the Provincial Assembly of Sindh.

These included:

- i. Availability of a Proper System for Members of the assembly to Report Back to their Constituents on their Performance
- ii. Effectiveness of the Electoral System to Ensure Accountability of the Assembly and its Members to the Electorate
- iii. Accountability of the Members through Election; Observance of the Code Conduct by the Members
- iv. Transparency of Procedures to Prevent Conflict of Interest by the Members
- v. Oversight of Funding to Candidates and Parties
- vi. Acceptable System of Determining Members' Salaries
- vii. Availability of a Proper System of Measuring Public Confidence in the Assembly

The strongest aspect of the Accountability of the Provincial Assembly: Effective system for ensuring the observance of agreed Codes of Conduct by Members

The Assembly has performed comparatively better in maintaining the *accountability of the Members through election and the observance of the Code Conduct* with a score of **49%**.

The weakest aspect of the accountability of the Provincial Assembly: Availability of a Proper System of Measuring Public Confidence in the Assembly

The lowest score within this parameter has been assigned to the availability of a *proper system of measuring public confidence in the Assembly*, for which the Provincial Assembly received a score of **26%**.

Overall score for the Accountability of the Provincial Assembly of Sindh

The Provincial Assembly received a relatively lower score for its *Accountability* at **35%**.

Both the legislators and non-legislators assigned a low score of **35%** for the accountability of the Provincial Assembly of Sindh in its second year.

6. Effectiveness of the Provincial Assembly's Involvement in International Policy

Six sub-areas evaluated the effectiveness of Provincial Assembly of Sindh involvement in international policy. These sub-areas were:

- i. Ability to influence the commitments made by the Provincial Government to international entities

- ii. The Assembly's ability to influence monitoring reports submitted by the Government as a part of its international commitments
- iii. Provincial Assembly's ability to monitor Government's development policy as a donor or recipient
- iv. The Assembly's effectiveness to foster political dialogue for resolving domestic conflicts
- v. Effectiveness of inter-parliamentary cooperation at the domestic and international level
- vi. The ability of the Assembly to scrutinize the policies and performance of international entities like the UN to which the country contributes

The strongest aspect of the Provincial Assembly's effectiveness of Involvement in International Policy: Effectiveness of inter-parliamentary cooperation at the domestic and international level

The Provincial Assembly received a score of **40%** for its *inter-parliamentary cooperation at the domestic and international levels*.

Weakest Aspect: Scrutiny of policies and performance of international entities to which the country contributes

The Provincial Assembly registered a very low score of **26%** for the ability to *scrutinize the policies and performance of international entities* to which the country contributes such as the United Nations.

Overall Score for the Effectiveness of the Provincial Assembly's Involvement in International Policy

Out of all the performance parameters, the Provincial Assembly of Sindh is observed to be the weakest in its involvement in *International Policy* with a score of **33%**.

Current and former legislators scored the Assembly's involvement in international policy at **41%**, which is far higher than the score assigned by the remaining members of the Evaluation Group; **29%**.

Part 5: A Case for Required Reforms in the Provincial Assembly of Sindh

It is very important that reform processes continue so that representative institutions carry out their responsibilities in the most effective manner. In this context PILDAT has proposed the following reforms for the consideration of the leadership of the Provincial Assembly of Sindh:

Mechanisms to Ensure Transparency and Accessibility

The Provincial Assembly of Sindh must be commended for its recent move of allowing private channels to live telecast the proceedings of the Assembly. However, there is still room for improvement in the transparency and accessibility of the Assembly, particularly in regards to its official website.

1. Although the website of the Provincial Assembly of Sindh is regularly updated with regards to Assembly Business via notifications for each sitting, in comparison with the information available for public access on the Punjab and Khyber Pakhtunkhwa Assembly websites, the Sindh Assembly website falls short. The Provincial Assembly of Sindh must regularly compile and display performance statistics on its official website.
2. The Punjab Assembly took a major step in its second year by publishing the individual attendance record of its Members online. The Provincial Assembly of Sindh is advised to increase transparency and accountability by following the example of the Punjab Assembly and making the attendance record of its Members available online for public access.
3. The Sindh Assembly is advised make data available in open formats such as XML and JSON, rather than PDF so that citizens have the ability to compute, analyze and reuse data.
4. The Provincial Assembly of Sindh is advised to develop and publish a Parliamentary Calendar. A Parliamentary Calendar helps organize the Assembly business for the year by determining the days of the year during which sittings can be held in light of National and Provincial Holidays. Once a Calendar is developed, it must be made public on the Assembly website. This helps the media, members of the civil society, and all those

In the UK Parliament, a member only has to give two days' notice to receive an answer to his written question. In this regard it is recommended that the number of days in which the Government is obliged to respond be reduced from 15 days to 2 days

individuals who wish to engage with the Assembly business in organizing their activities and thus coordinate with the legislature.

5. There is a need to introduce the concept of a Register of Members' Interest as in the United Kingdom's Parliament. The Register of Members' Interests is published to declare any interests that MPAs may hold outside Parliament that might affect their position. A Register of Members' Interests would not only curb the possibility of a conflict of interest from occurring, but also the allegations.

Reforming the Question Hour

In the Provincial Assembly of Sindh, the number of questions submitted decreased by 39% from 2548 in the first year to 1544 in the second year. Furthermore, only 21% of the total questions filed received a response. The Sindh Assembly must reform the Question process so that this oversight function is more effective.

1. It is suggested that there be an amendment in the Rules such that questions are not allowed to lapse by making it mandatory for them to be placed on the agenda for the subsequent sitting in the event of an adjournment.
2. The minimum of 15 days to receive a reply from the Government is too long in comparison with international standards. In the UK Parliament, a member only has to give two days' notice to receive an answer to his written question. In this regard it is recommended that the number of days in which the Government is obliged to respond be reduced from 15 days to 2 days.

Standing Committees

Standing Committees must be empowered to effectively perform their oversight functions.

1. In an amendment of rules in the National Assembly of Pakistan, the committees were given *suo moto* powers to take up issues related to the Ministry or Department they are overseeing. It is essential that committees in the Provincial Assembly of Sindh are also given *suo moto* powers by amending their own Rules of Procedure. This should be done to help the committees to better examine any matter related to their area of work on their own similar to the provision in the National Assembly.
2. Committees must be empowered to examine draft legislation and the budget prior to their introduction in the Assembly for debate. According to Rule 201 in the Rules of Procedure of the National Assembly of Pakistan, each Standing Committee can scrutinize and suggest amendments to the Public Sector Development Programme. A similar amendment should be made in the Sindh Assembly so that committees are allowed to review and give their recommendations, not only for the improvement of the budget, but also of legislation.

Introduction of a Zero Hour

A public issues hour must be created in the Assembly in order to highlight public grievances and problems of the constituency. Such a provision could be called the Zero Hour which takes places after the Question Hour and is devoted solely to matters of public concern.

APPENDICES

Appendix A

List of Government Bills by the Provincial Assembly of Sindh in the Second Parliamentary Year

Table 3: List of Government Bills by the Provincial Assembly of Sindh in the Second Parliamentary Year

Sr. #	Title of the Bill	Date of Introduction	Passed On	Authentication by Speaker	Date of Assent by Governor	Act No.
1	Government Bill No. 13 of 2014-The Sindh Consumer Protection Bill, 2014.	24-10-2014	20-02-2014	10-03-2015	16-03-2015	XVII of 2015
2	Government Bill No. 14 of 2014-The Sindh Finance Bill, 2014.	13-06-2014	25-06-2014	27-06-2014	07-07-2014	XVII of 2014
3	Government Bill No. 15 of 2014-The Sindh Epidemic Diseases Bill, 2014.	27-10-2014	10-11-2014	05-12-2014	01-01-2015	VIII of 2015
4	Government Bill No. 16 of 2014-The Sindh Eye Surgery (Restriction) Bill, 2014.	27-10-2014	10-11-2014	05-12-2014	18-12-2014	XXII of 2014
5	Government Bill No. 17 of 2014-The Sindh Tuberculosis Notification Bill, 2014.	27-10-2014	10-11-2014	05-12-2014	18-12-2014	XXIII of 2014
6	Government Bill No. 18 of 2014-The Sindh Injured Persons (Medical Aid) Bill, 2014.	25-09-2014	24-10-2014	30-10-2014	07-11-2014	XX of 2014
7	Government Bill No. 19 of 2014-The Sindh Workers Welfare Fund Bill, 2014.	26-09-2014	04-05-2014	11-05-2015	21-05-2015	XXXIII of 2015
8	Government Bill No. 20 of 2014-The Sindh Allopathic System (Prevention of Misuse) Bill, 2014.	27-10-2014	19-11-2014	16-03-2015	08-04-2015	XVIII of 2015

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9	Government Bill No. 21 of 2014-The Sindh Arms (Amendment) Bill, 2014.	27-10-2014	17-11-2014	05-12-2014	18-12-2014	XXIV of 2014
10	Government Bill No. 22 of 2014-The Sindh Mass Transit Authority Bill, 2014.	27-10-2014	Referred to Standing Committee on Transport and Mass Transit			
11	Government Bill No. 23 of 2014-The Sindh Employees Old Age Benefit Bill, 2014.	24-10-2014	10-12-2014	19-12-2014	12-01-2015	X of 2015
12	Government Bill No. 24 of 2014-The Sindh Physiotherapy Council Bill, 2014.	27-10-2014	19-11-2014	19-12-2014	Returned with Governor's Message on 28-12-2014	
13	Government Bill No. 25 of 2014-The Sindh Local Government (Amendment) Bill, 2014.	20-10-2014	20-10-2014	21-10-2014	27-10-2014	XVIII of 2014
14	Government Bill No. 26 of 2014-The DOW University of Health Sciences (Amendment) Bill, 2014.	Withdrawn by the House in its sitting held on Monday, the 17 th November, 2014				
15	Government Bill No. 27 of 2014-The Sindh Senior Citizens Welfare Bill, 2014.	27-10-2014	Referred to Standing committee on Social Welfare			
16	Government Bill No. 28 of 2014-The Sindh Pharmacy Council Bill, 2014.	27-10-2014	19-11-2014	05-12-2014	Returned with Governor's Message on 15-01-2015	
17	Government Bill No. 29 of 2014-The Sindh Civil Servants (Amendment) Bill, 2014.	24-10-2014	24-10-2014	30-10-2014	16-11-2014	XIX of 2014
18	Government Bill No. 30 of 2014-The Sindh Medical and Dental Council Bill, 2014.	27-10-2014	Referred to Standing Committee on Primary Health (BHU, HRC and Vertical Programmes) and Secondary Health (Rest of Health)			

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19	Government Bill No. 31 of 2014-The Sindh Nursing Council Bill, 2014.	27-10-2014	19-11-2014	19-12-2014	Returned with Governor's Message on 15-01-2015	
20	Government Bill No. 32 of 2014-The Sindh Special Development Board Bill, 2014.	24-10-2014	24-10-2014	30-10-2014	11-11-2014	XXI of 2014
21	Government Bill No. 33 of 2014-The Sindh Condominium Bill, 2014.	27-10-2014	17-11-2014	19-12-2014	02-02-2015	XI of 2015
22	Government Bill No. 34 of 2014-The Postgraduate College of Medical Sciences Sindh Bill, 2014.	17-11-2014	19-11-2014	Bill returned with Governor's Message on 15-01-2015. The Bill was reconsidered with the message by the Assembly and passed again 27-04-2015 04-05-2015		
23	Government Bill No. 35 of 2014-The Larkana Development Authority (Amendment) Bill, 2014.	10-12-2014	10-12-2014	19-12-2014	01-01-2015	VI of 2015
24	Government Bill No. 36 of 2014-The Sindh School Education Standards and Curriculum Bill, 2014.	17-11-2014	10-12-2014	19-12-2014	07-01-2015	IX of 2015
25	Government Bill No. 37 of 2014-The Sindh Universities and Institutes Laws (Amendment) Bill, 2014.	17-11-2014	17-11-2014	19-12-2014	01-01-2015	V of 2015
26	Government Bill No. 38 of 2014-The Sindh Allied Health Professional Council Bill, 2014.	10-12-2014	-	-	-	-
27	Government Bill No. 39 of 2014-The Sindh Public Private Partnership (Amendment) Bill, 2014.	10-12-2014	10-12-2014	19-12-2014	01-01-2015	VII of 2015

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28	Government Bill No. 40 of 2014-The Sindh Disabled Persons (Employment and Rehabilitation) Bill, 2014.	22-01-2015	06-02-2015	10-03-2015	16-03-2015	XVI of 2015
29	Government Bill No. 01 of 2015-The Sindh Board of Technical Education (Amendment) Bill, 2015.	22-02-2015	-	-	-	-
30	Government Bill No. 02 of 2015-The Thar Development Authority Bill, 2015.	06-02-2015	Referred to Standing Committee on Local Government, rural Development, Public Health Engineering, Housing Town Planning			
31	Government Bill No. 03 of 2015-The Kohistan Development Authority Bill, 2015.	06-02-2015	Referred to Standing Committee on Local Government, rural Development, Public Health Engineering, Housing Town Planning			
32	Government Bill No. 04 of 2015-The Sindh Arms (Amendment) Bill, 2015.	06-02-2015	06-02-2015	10-03-2015	16-03-2015	XV of 2015
33	Government Bill No. 05 of 2015-The Sindh Local Government (Amendment) Bill, 2015.	16-02-2015	24-02-2015	25-02-2015	38-02-2015	XII of 2015
34	Government Bill No. 06 of 2015-The Sindh Insurance of Public Property Bill, 2015.	23-02-2015	24-02-2015	25-02-2015	28-02-2015	XIII of 2015
35	Government Bill No. 07 of 2015-The Sindh Commission on Status of Women Bill, 2015.	02-03-2015	06-04-2015	17-04-2015	12-05-2015	XX of 2015

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36	Government Bill No. 08 of 2015-The Jinnah Sindh Medical University (Amendment) Bill, 2015.	13-04-2015	20-05-2015	25-05-2015	02-06-2015	XXXII of 2015
37	Government Bill No. 09 of 2015-The AO Postgraduate Institute of Orthopedic Sciences Bill, 2015.	10-04-2015	13-04-2015	27-04-2015	28-05-2015	XXXV of 2015
38	Government Bill No. 10 of 2015-The Sindh Coastal Development Authority (Amendment) Bill, 2015.	06-04-2015	10-04-2015	27-04-2015	12-05-2015	XXIV of 2015
39	Government Bill No. 11 of 2015-The Sindh Finance (Amendment) Bill, 2015.	06-04-2015	10-04-2015	27-04-2015	12-05-2015	XXVI of 2015
40	Government Bill No. 12 of 2015-The Sindh Information of Temporary Residents Bill, 2015.	06-04-2015	13-04-2015	27-04-2015	12-05-2015	XXI of 2015
41	Government Bill No. 13 of 2015-The Sindh Security of Vulnerable Establishments Bill, 2015.	06-04-2015	17-04-2015	04-05-2015	28-05-2015	XXIX of 2015
42	Government Bill No. 14 of 2015-The Sindh Sound System (Regulation) Bill, 2015.	06-04-2015	10-04-2015	27-04-2015	12-05-2015	XXIII of 2015
43	Government Bill No. 15 of 2015-The Sindh Mental Health (Amendment) Bill, 2015.	10-04-2015	10-04-2015	27-04-2015	12-05-2015	XIX of 2015

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44	Government Bill No. 16 of 2015-The Sindh Civil Servants (Amendment) Bill, 2015.	10-04-2015	10-04-2015	-	-	-
45	Government Bill No. 17 of 2015-The Peoples University of Medical and Health Sciences for Women, Shahaheed Benazirabad (Amendment) Bill, 2015.	10-04-2015	13-04-2015	27-04-2015	12-05-2015	XXII of 2015
46	Government Bill No. 18 of 2015-The Sindh Service Tribunals (Second Amendment) Bill, 2015.	17-04-2015	27-04-2015	04-05-2015	20-05-2015	XXVIII of 2015
47	Government Bill No. 19 of 2015-The Indus University of Health Sciences Bill, 2015.	27-04-2015	04-05-2015	11-05-2015	28-05-2015	XXXIV of 2015
48	Government Bill No. 20 of 2015-The Sindh Finance (Amendment) Bill, 2015.	04-05-2015	04-05-2015	05-05-2015	12-05-2015	XXV of 2015
49	Government Bill No. 21 of 2015-The Sindh Local Government (Second Amendment) Bill, 2015.	08-05-2015	08-05-2015	11-05-2015	18-05-2015	XXVII of 2015
50	Government Bill No. 22 of 2015-The Sindh Service Tribunals (Third Amendment) Bill, 2015.	20-05-2015	20-05-2015	22-05-2015	02-06-2015	XXX of 2015

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51	Government Bill No. 23 of 2015-The Barret Hodgson International University at Karachi Bill, 2015.	20-05-2015	20-05-2015	25-05-2015	-	-
52	Government Bill No. 24 of 2015-The Sindh Service Tribunals (Fourth Amendment) Bill, 2015.	21-05-2015	21-05-2015	25-05-2015	02-06-2015	XXXI of 2015
53	Government Bill No. 25 of 2015-The Sindh Zakat and Ushr (Amendment) Bill, 2015.	-	-	-	-	-

Appendix B

Score Card

Evaluation of the Provincial Assembly of Sindh using the IPU Toolkit

The Second Parliamentary Year: 2014-2015

Table 4: Score Card on the Performance of the Provincial Assembly of Sindh using the IPU Toolkit

No.	Parameter and Sub Area of Evaluation	Score (Percentage) Second Year of the Provincial Assembly of Sindh
1	The Representativeness of the Assembly	55
1.1	How adequately does the Assembly represent the diversity of political opinion in the country (e.g. as reflected in votes for the respective political parties)?	68
1.2	How representative of women is the composition of the Assembly?	68
1.3	How representative of marginalized groups and region is the compositions of the Assembly?	48
1.4	How easy is it for a person of average means to be elected to the Assembly?	34
1.5	How adequate are internal party arrangements for improving imbalances in parliamentary representation?	40
1.6	How adequate are arrangements for ensuring that opposition and minority parties or groups and their members can effectively contribute to the work of the Assembly?	54
1.7	How conducive is the infrastructure of the Assembly, and its unwritten mores, to the participation of women and men?	56
1.8	How secure is the right of all members to express their opinions freely and how well are members protected from executive or legal interference?	64
1.9	How effective is the Assembly as a forum for debate on questions of public concern?	61
2	Parliamentary Oversight over the Executive	37
2.1	How rigorous and systematic are the procedures whereby member can question the executive and secure adequate information from it?	51
2.2	How effective are specialist committees in carrying out their oversight function?	35
2.3	How well is the Assembly able to influence and scrutinize the budget, through all its stages?	35
2.4	How effectively can the Assembly scrutinizes appointments to executive posts, and holds their occupants to account?	28
2.5	How far is the Assembly able to hold non-elected public bodies to account?	35
2.6	How far is the Assembly autonomous in practice from the executive, e.g. through control over its own budget, agenda, timetable personal, etc.?	52

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2.7	How adequate are the members and expertise of professional staff to support members, individually and collectively, in the effective performance of their duties?	31
2.8	How adequate are the research, information and other facilities available to all members and their groups?	30
3	The Assembly's Legislative Capacity	43
3.1	How satisfactory are the procedures for subjecting draft legislation to full and open debate in the Assembly?	44
3.2	How effective are committee procedures for scrutinizing and amending draft legislation?	41
3.3	How systematic and transparent are the procedures for consultation with relevant groups and interests in the course of legislation?	34
3.4	How adequate are the opportunities for individual members to introduce draft legislation?	47
3.5	How effective is the Assembly in ensuring that legislation enacted is clear, concise and intelligible?	40
3.6	How careful is the Assembly in ensuring that legislation enacted is consistent with the constitution and the human rights of the population?	51
3.7	How careful is the Assembly in ensuring a gender-equality perspective in its work?	42
4	The Transparency and Accessibility of the Assembly	45
4.1	How open and accessible to the media and the public are the proceeding of the Assembly and its committees?	64
4.2	How free from restrictions are journalists in reporting on the Assembly and the activities of its members?	67
4.3	How effective is the Assembly in informing the public about its work, through a variety of channels?	51
4.4	How extensive and successful are attempts to interest young people in the work of the Assembly?	28
4.5	How adequate are the opportunities for electors to express their views and concerns directly to their representative, regardless of party affiliations?	47
4.6	How user-friendly is the procedure for individuals and groups to make submissions to a parliamentary committee or commission of enquiry?	33
4.7	How much opportunity do citizens have for direct involvement in legislation (e.g. through citizens' initiatives, referenda, etc.)?	22
5	The Accountability of Assembly	35
5.1	How systematic are arrangements for members to report to their constituents about their performances in office?	28
5.2	How effective is the electoral system in ensuring the accountability of Assembly, individually and collectively, to the electorate?	44

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5.3	How effective is the system for ensuring the observance of agreed codes of conduct by members?	49
5.4	How transparent and robust are the procedures for preventing conflicts of financial and other interest in the conduct of parliamentary business?	34
5.5	How adequate is the oversight of party and candidate funding to ensure that members preserve independence in the performance of their duties?	31
5.6	How publicly acceptable is the system whereby members' salaries are determined?	35
5.7	How systematic is the monitoring and review of levels of public confidence in the Assembly?	26
6	Effectiveness of the Assembly's Involvement in International Policy	33
6.1	How effective is each Assembly in ensuring that international commitments are implemented at the National level?	34
6.2	How effectively is each Assembly able to scrutinize and contribute to the National reports to international monitoring mechanisms and ensuring follow-up on their recommendations?	33
6.3	How effective is each Assembly in monitoring of each Government's development policy as a "recipient" of international development aid?	30
6.4	How active is the Assembly in fostering political dialogue for conflict resolution at home?	34
6.5	How effective is the Assembly in inter-parliamentary cooperation at regional and global levels such as CPA, IPU etc.?	40
6.6	How far is each Assembly able to scrutinize the policies and performance of international organizations like the UNDP, World Bank and IMF, which may be operating in the country on various projects and dealing with the national government?	26
Overall Evaluation Score for the Provincial Assembly of Sindh		42



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