



**RESEARCH PAPER**

**Legislative Initiatives of 14<sup>th</sup> National Assembly of Pakistan: A  
Critical Analysis**

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**ABSTRACT**

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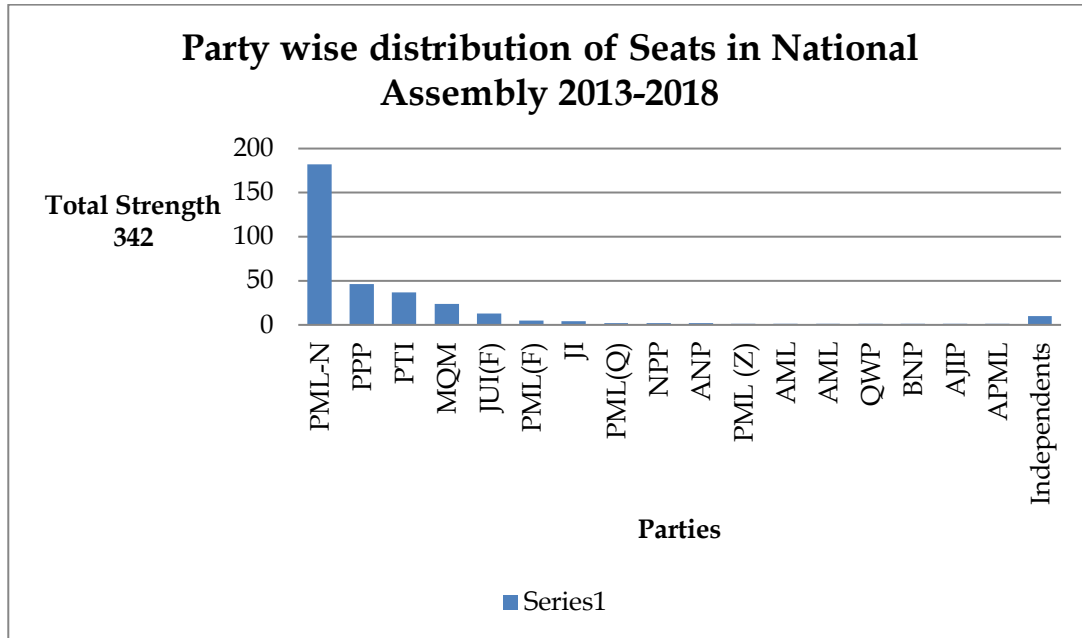
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This paper explores the effective and active role of 14<sup>th</sup> National Assembly and Senate by utilizing resolutions, law making, parliamentary tools, and committees and throws light upon landmark achievements of 14<sup>th</sup> National Assembly during his five years of the term. Parliament established on the behalf of people to represent their voice and provide them opportunities for more participatory and open governance. Undoubtedly, Parliament of Pakistan is an exclusive and unique representative institution and performs key functions such as law-making, representation of constituents, amending laws, highlighting and aspirations their issues and through resolutions prescribe solutions to such key challenges faced by the polity. Constitution should be supreme law the country in its real spirit. Application should be with fidelity. The majority party should play an active role with the coordination of opposition parties particularly committees should be shared by opposition parties. The opposition of the parliament should play their positive role to strengthen the democracy. Parliament should complete its tenure

**Introduction**

During Parliament is the symbol of will of people, custodian of citizen rights, and writer of the pluralistic constitution. Parliament gets direct power from the opinions of the citizens, who expressed their opinions by the votes/elections and it survives to execute the will of people. It makes sure the possible participatory democratic system and active dealings among the people and their elected representatives (Ahmed,2014). It plays the vital and major role through the legislation and socio-economic transformation of a society (PIPS, 2014).

National assembly of Pakistan consisted on 342 members who are democratically elected body, and referred to as MNAs. In these 342 members 272 are elected directly, 70 are on reserved seats for religious minorities and women. The following graph shows the party wise seats distribution of 14<sup>th</sup> National Assembly of Pakistan. PML-N gain 182 seats, PPP 48, and PTI 32 and MQM 24 seats remains majority party.



After general elections 2013, the 14<sup>th</sup> National Assembly inaugurated its working and successfully completed its five year term on 31<sup>st</sup> May 2018 (PILDAT, 2018). After won 163 seats in general election, PML-N became the single largest party. On 1<sup>st</sup> June 2013, members of the 14<sup>th</sup> National assembly took an oath; Mr. Nawaz Sharif for the 3<sup>rd</sup> time became the Prime Minister of Pakistan, Syed Khursheed Ahmed Shah became opposition leader, Mr. Ayaz Sadiq became the Speaker and Nisar Ali Khan as the deputy Speaker of 14<sup>th</sup> National Assembly, and “marked the constitutional transition of power from one democratically-elected government to another for the first time in the history of Pakistan” (PILDT, 2013). However, the 14<sup>th</sup> National Assembly of Pakistan has accomplished numerous landmark initiatives including significant legislations during his five year term.

### Legislations by 14<sup>th</sup> National Assembly

Legislation is the major and predominant function of parliament. Both Houses of Parliament, work together with full cooperation to carry out the basic work of legislation. The procedures to introduce or adoption of bills is mentioned in article 70-77 and it is mutually dependent on both Houses. National Assembly enjoys an exclusive jurisdiction in the assembly except for the money bills (Rizvi D. H., 2013). During five-year of term, the 14<sup>th</sup> National Assembly of Pakistan, passed 205 legislative bills, including 182 government bills and 23 private member bills.

But constitutional amendments adopted 136 legislations and 49 significant legislations after the approved by other House and final assent of the President. However, the 13<sup>th</sup> National Assembly passed 134 and 12<sup>th</sup> National Assembly 34 bills during his five year of term. Some key laws briefly summarized are as under:

**Important Legislations Timeline by 14<sup>th</sup> National Assembly of Pakistan:**

No	Legislations	Date of Passage
1	The Constitution (Thirsty-First Amendment) Act, 2018 (KP-FAT merger)	28 <sup>th</sup> May, 2018
2	Unification of 9 electoral Laws into one Comprehensive Electora Law	10 <sup>th</sup> July, 2018
3	The Transgender Persons (Protection of Rights) Act, 2018	19 <sup>th</sup> Dec, 2018
4	The Prevention of Trafficking in Persons Act, 2018	31 <sup>st</sup> May, 2018
5	The Supreme Court and High Court (Extension of Jurisdiction in Federally Administrated Tribal areas) Act, 2018	14 <sup>th</sup> April, 2018
6	The Public Interest Disclosure Act, 2017	21 <sup>st</sup> August, 2017
7	The Coasts of Litigation Act, 2017	23 <sup>rd</sup> May, 2017
8	The National Commission on the Rights of Child Act, 2017	2 <sup>nd</sup> October, 2017
9	The Alternative Dispute Resolution Act, 2017	13 <sup>th</sup> April, 2017
10	The Right of Access to Information Act, 2017	16 <sup>th</sup> October, 2017
11	Hindu Marriage Act, 2017	17 <sup>th</sup> March 2017
12	The Witness Protection, Security and Benefit Act, 2017	7 <sup>th</sup> , June 2017
13	The Coasts of Litigation Act, 2017	23 <sup>rd</sup> May, 2017
14	The Pakistan Climate Change Act, 2017	28 <sup>th</sup> March, 2017
15	The Criminal Law (Amendment) (Offences in the Name or on Pretext of Honour), 2016	19 <sup>th</sup> October 2016
16	The Criminal Law (Amendment) (Offences Relating to Rape) Act, 2016	19 <sup>th</sup> October 2016
17	The Islamabad Capital Territory Local Government Act, 2015	6 <sup>th</sup> August, 2015
18	The Constitution (Twenty-first Amendment) Act, 2015	6 <sup>th</sup> January 2015
19	The Security Act, 2015	18 <sup>th</sup> May, 2015
20	The Pakistan Army Act, 2015	6 <sup>th</sup> January, 2015
21	The Gas Infrastructure Development Cess Act, 2015	19 <sup>th</sup> May, 2015
22	The Anti-Terrorism (Amendment) Act, 2014	6 <sup>th</sup> June, 2014
23	The Service Tribunals (Amendment) Act, 2014	6 <sup>th</sup> June, 2014
24	The Protection of Pakistan Act, 2014	2 <sup>nd</sup> July, 2014
25	The legal practitioners and bar councils Act, 2014	6 <sup>th</sup> June, 2014

**Role of Senate**

Senate is the House of Federation in Pakistan and emphasizing citizen issues in befitting manner from all federating units. Immediately, after Senate elections in March 2015, the House undertook assorted reforms to improve the working and made certain additions and amendments, which “underscored the parliament rightfully asserting itself and taking more seriously its duties of oversight” (Ellie, 2010) which are briefly summarized.

**List of Important Bills passed by the Senate and was lapsed in National Assembly:**

<b>Sr#</b>	<b>Bills passed by the Senate (2013-18)</b>	<b>Date of Passage</b>
1	Prevention of Cruelty to Animals (Amendment) Bill, 2018	8 <sup>th</sup> February, 2018
2	Transgender Persons ( Protection of Rights) Bill, 2017	7 <sup>th</sup> March, 2017
3	The Criminal Law (Amendment Bill), 2017 (Omission of Section of PPC)	21 <sup>st</sup> August, 2017
4	Pakistan Bait-ul-Mal ( Amendment) Bill, 2017	30 <sup>th</sup> October, 2017
5	The Unattended Orphans (Rehabilitation and welfare)	27 <sup>th</sup> August, 2016

**List of Important Resolutions Text presented by Senate 2013-2018:**

<b>No</b>	<b>Text about Resolutions</b>	<b>Date of Passage</b>
1	“The House recommends that the government should facilitate all those persons who left Pakistan at the time of partition and settled in other countries, in case they want to visit their motherland for religious or tourism purposes or they want to make investment or engage in some trade and business in the country”	18th December, 2017
2	“The House recommends that the government should launch a separate channel of PTV for children to foster their interest in education, science, general knowledge, and creativity, and to inculcate in them the true spirit of culture, identity and ideology of Pakistan”	6th November, 2017
3	“The House recommends that the government should present all international conventions, treaties, covenants, and commitments before the senate for ratification”	11th October, 2017
4	“The House strongly condemns the act of terrorism committed in our brotherly neighbor, Iran, attacking the parliament in Tehran and Mausoleum of Imam Khomeini”	8th June 2017
5	“The House recommends that the government should effective steps to implement the provision of clause(3) of article 172 of the constitution of the Islamic republic of Pakistan in letter and spirit”	10th April 2017
5	“The House recommends that the government should buy electronic voting machine for election commission of Pakistan”	7th March 2016

6	"The House recommend that government should revisit Indus water treaty, in order to make new provisions in treaty so that Pakistan may get more water for it rivers"	7th March 2016
7	"The House recommends that the government should take immediate steps to establish natural science museums in the country"	9th November 2015
8	"The House recommend that the government should take effective steps to ensure universal salt iodization in order to prevent devastating impacts of iodine deficiency in the country"	11th May 2015
9	"The House recommends that the government should take effective steps to check the sea intrusion along with coastal areas of Baluchistan and Sindh particularly Karachi, Thatta, and Badin"	9th March 2015
10	"The House recommend that effective steps may be take to achieve the millennium development goals"	18th August 2014
11	"The House recommends that the government may take arrangement for establishment of institute for boarding and lodging of orphan children"	21th January 2013
12	"The House recommends that the government may establish necessary legislation and take special steps for creating awareness amongst the masses to respect elders"	17th December 2012
13	"The House facilitates the Hindus Community of Pakistan on the celebration of Diwali, the house reiterates that all minorities, are all equal citizens of Pakistan"	13th November 2012

#### Five year Performance Indicator of 14<sup>th</sup> National Assembly (2013-18)

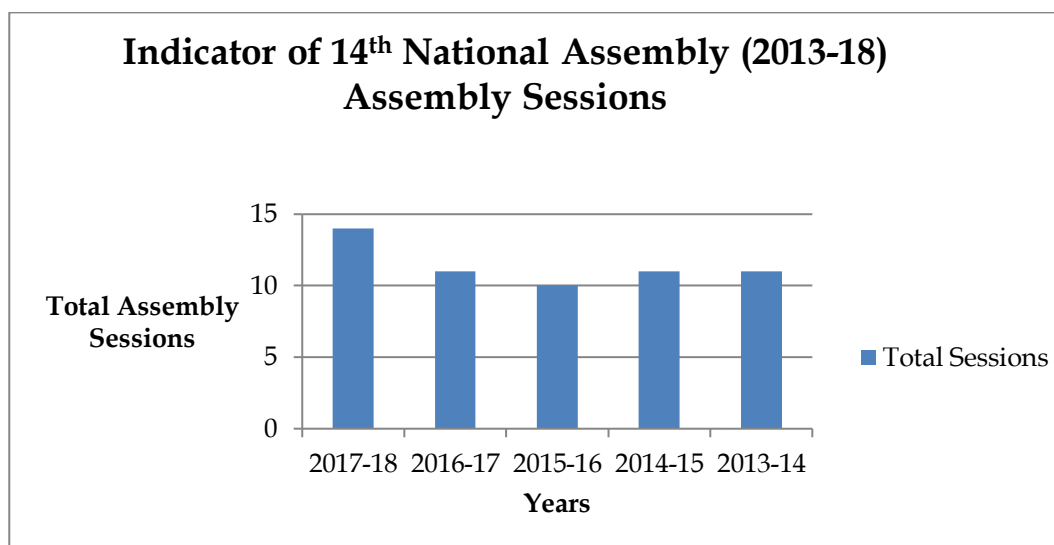
No	Text about Resolutions	Date of Passage	No	Text about Resolutions	Date of Passage	No
1	Total Sessions	14	11	10	11	11
2	Assembly Sittings	108	97	99	92	103
3	Joint Sittings	02	05	04	17	01
4	Working Hours per Sittings	3Hours 5 minutes	3 hours 58 minutes	3 Hours 10 minutes	3 hours 3 minutes	3 hour and 7 minutes
5	Total Working Days	148	133	135	127	130
6	Total Working Hours	293 Hours	363 hours and 7 minutes	394 Hours	281 hours and 25	322 hours

		minutes				
7	Average attendance per sitting	189	205	208	194	222
8	Ordinances Laid	00	05	00	10	12
9	Number of Sittings attended by the Leader of the House	29	31	11	33	07
10	Total Working days of the Budget Sessions	20	20	15	14	17
11	Total Working Hours of the Budget Sessions	80 hours and 20 minutes	88 hours and 35 minutes	76 hours and 2 minutes	83 hours and 22 minutes	73 hours and 35 minutes
12	Resolution on Agenda	86	90	100	72	116
13	Resolutions passed	36	40	44	33	56
14	Starred Questions	1321	1839	1987	1681	1890
15	Unstarred Questions	568	541	1021	980	2084
16	Submitted Questions	1,889s	7,802	3,008	6,331	8,660
17	Quorum Identification	65	42	26	07	19
18	Lack of Quorum	51 times	41 times	26 times	18 times	21 times
19	Calling Attention Notices on Agenda	98	89	127	91	128
20	Calling Attention Notices taken up	69	74	111	70	104
21	Adjournment Motion received	139	131	145	104	256
22	Privilege Motion	56	70	71	45	65

	received					
23	Government Bills passed	46	50	59	08	11
24	Private Member Bills Introduced	45	68	44	35	45
25	Private Member Bills Passed	14	09	00	00	00
26	Total Number of Passed Bills	55	46	16	08	11
27	Presidential Address to Parliament	01	01	01	01	01
28	Number of Active Members	306	270	295	260	304

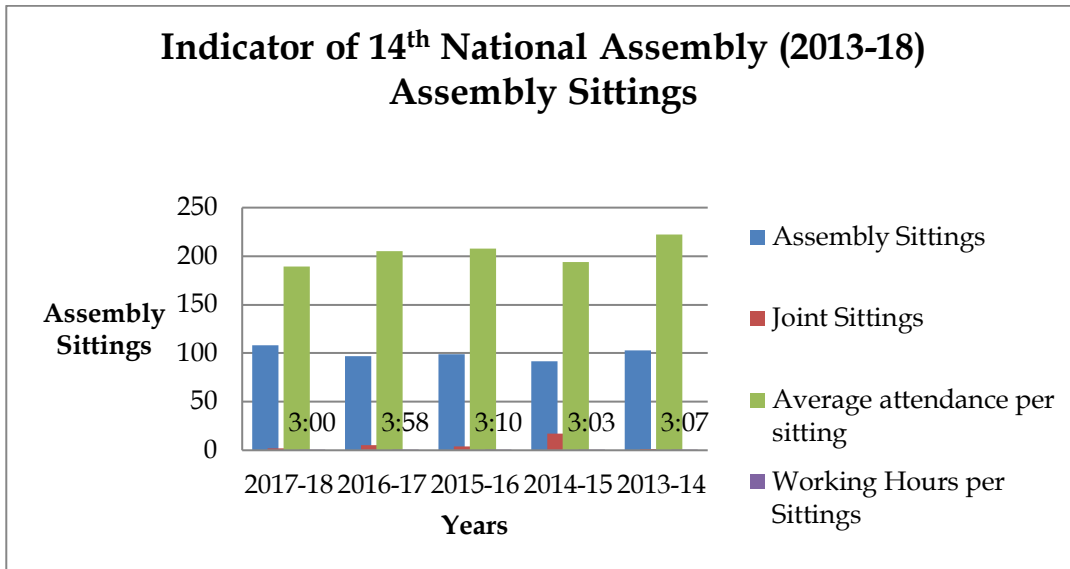
### Assembly Sessions

The 14<sup>th</sup> National Assembly of Pakistan held total 57 Sessions, 13 were joint Sessions and 44 were regular Sessions. The following graph shows total Assembly sessions during 2013-2018.



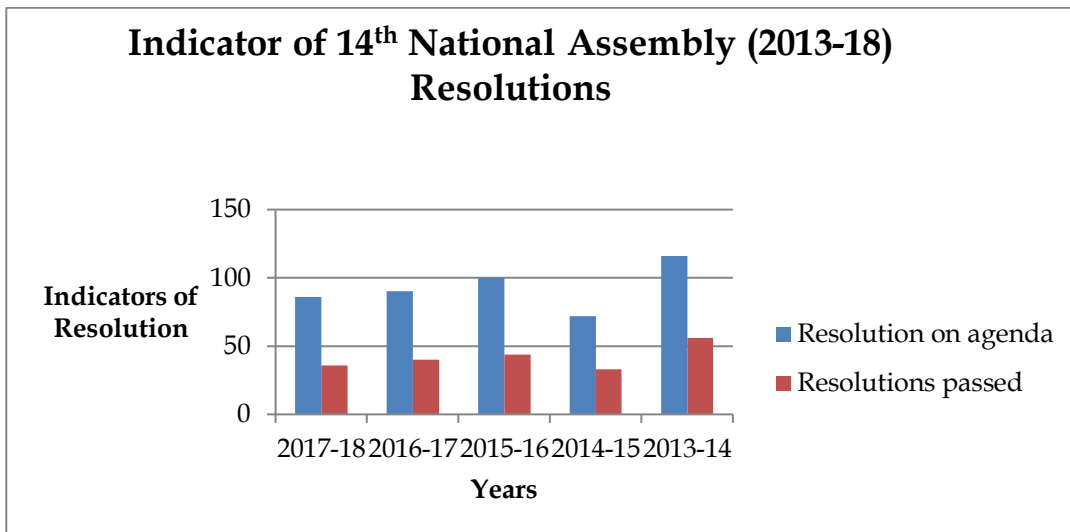
### Assembly Sittings

The House held 499 total sittings during his five year of term, 29 were joint sittings and average sitting presence had remained 1,018. The following graph shows total assembly sittings of 14<sup>th</sup> National Assembly during his five year of term.



### Resolutions

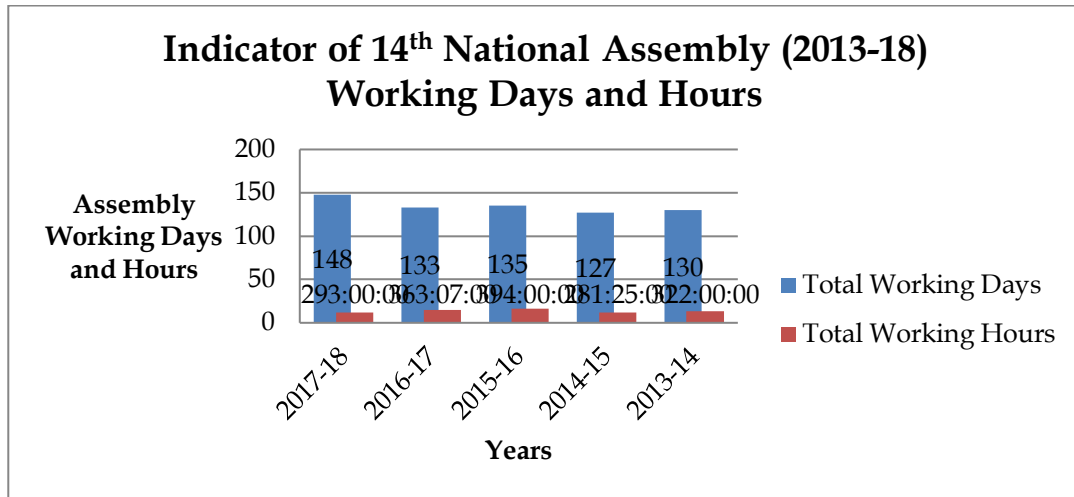
Resolutions are written motion in law and through a deliberative body adopted (Kerr, 1996). The House makes recommendations, expresses its opinion, or conveys a message on an important and specific matter, through resolutions. The 14<sup>th</sup> National Assembly passed total 209 Resolutions during five year of his term. The followings graph shows total passed Resolutions.



### Working Days and Hours of 14<sup>th</sup> National Assembly

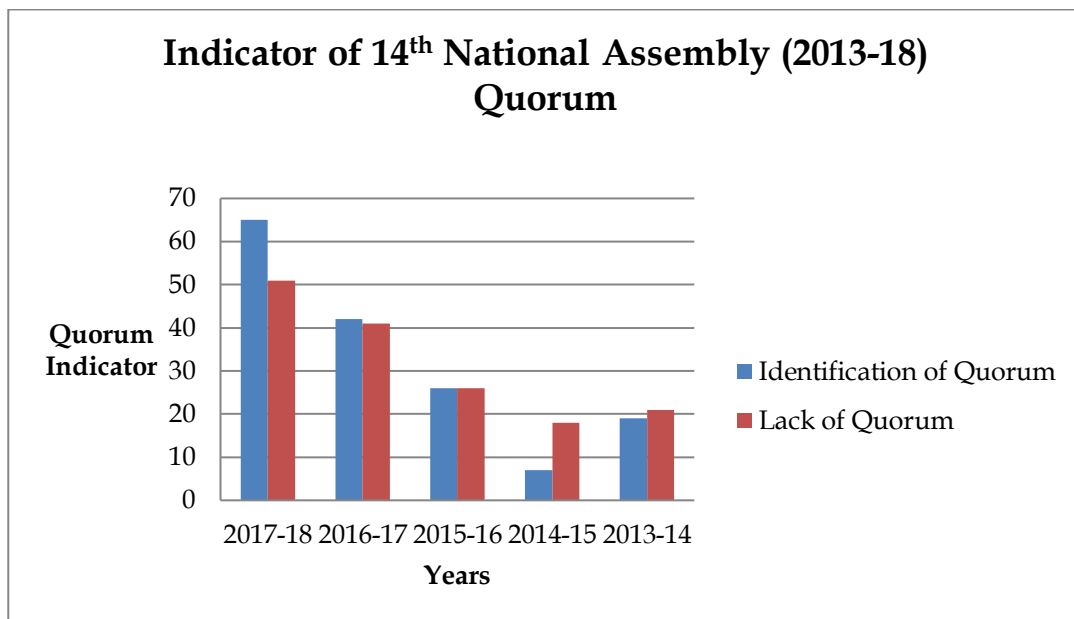
The following graph shows the total working days and hours of Assembly Proceedings of 14<sup>th</sup> National Assembly during 2013-2018.





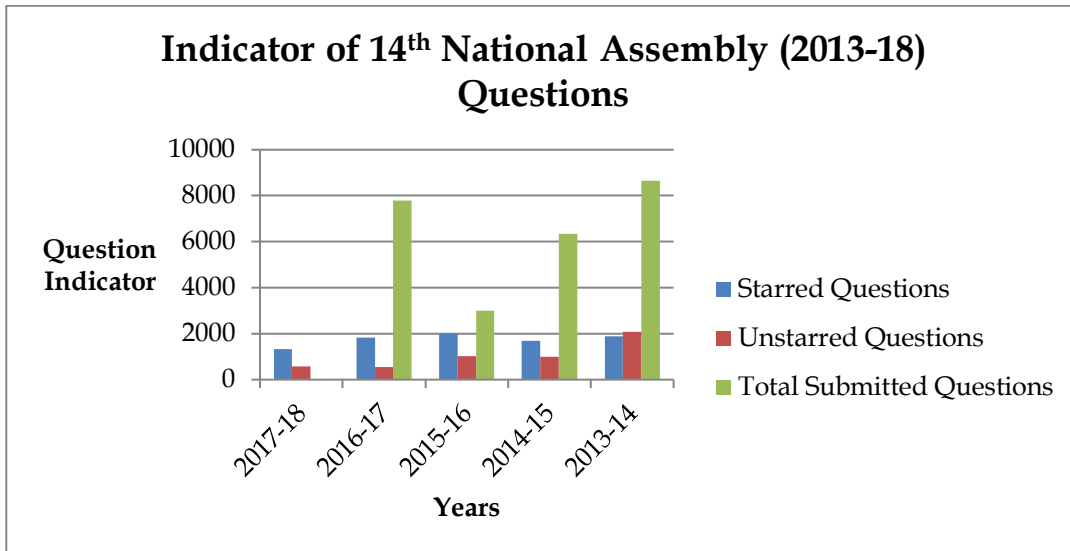
### Quorum

“Quorum is the minimum number of members of assembly necessary to conduct the business of the assembly. Under article 55(2) of the constitution,  $\frac{1}{4}$  of the total membership of the assembly is required for Quorum” (Zaka M. R., 2018). During 5 year of 14<sup>th</sup> National Assembly total identification of Quorum was 159 and lack of quorum were 157 times.



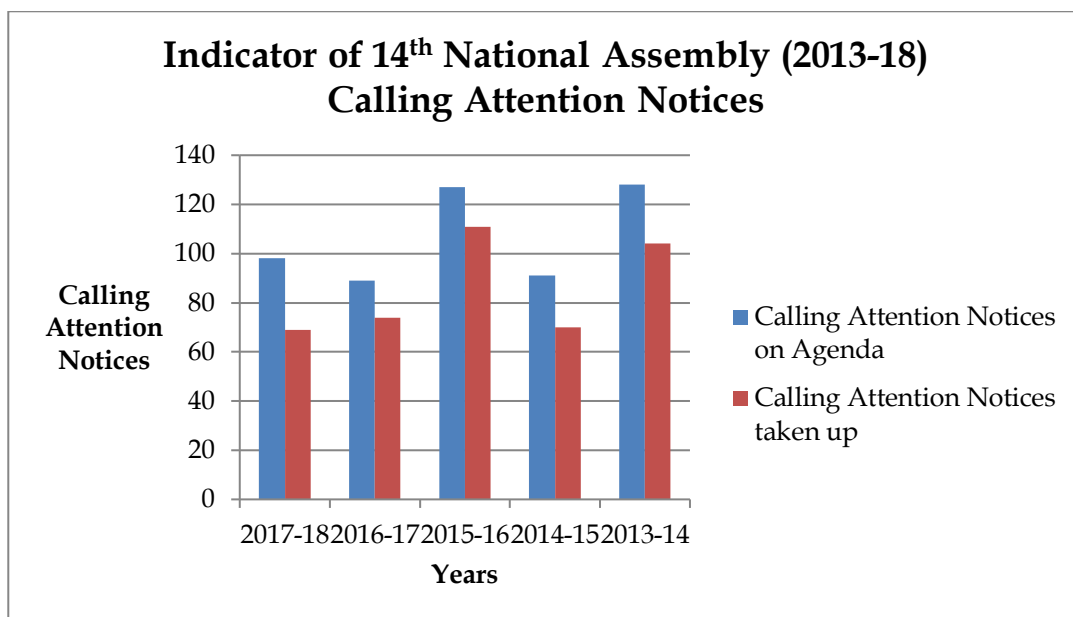
### Question Hour

Question hour is a fixed time for question/answering but under the rules. During the five parliamentary year of 2013-2018, average 3,357 questions were asked every year.



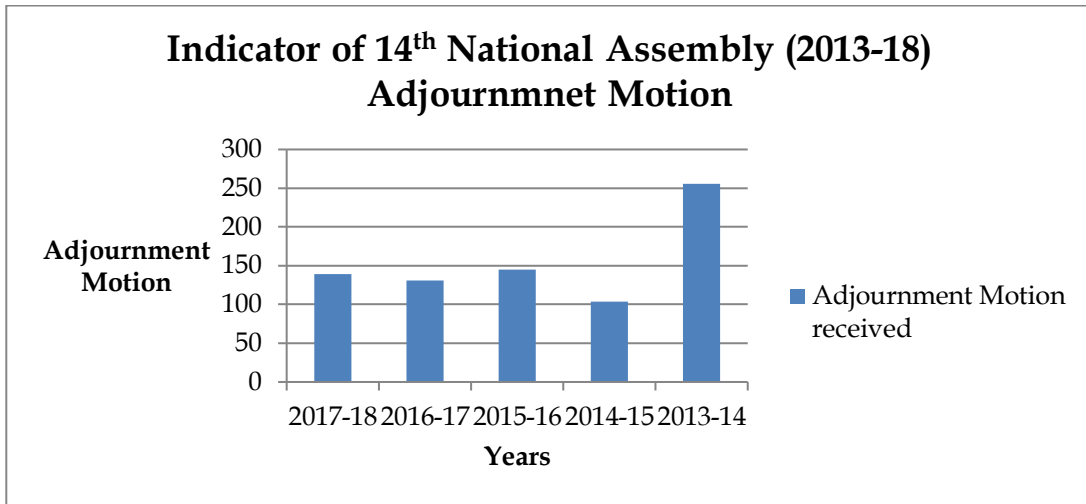
### Calling Attention Notices

For drawing the attention of government to a public interest matters, lawmakers use Calling Attention Notices. The 14<sup>th</sup> National Assembly presented total 533 Calling Attention Notices agenda and 428 were taken up during his five year of term.



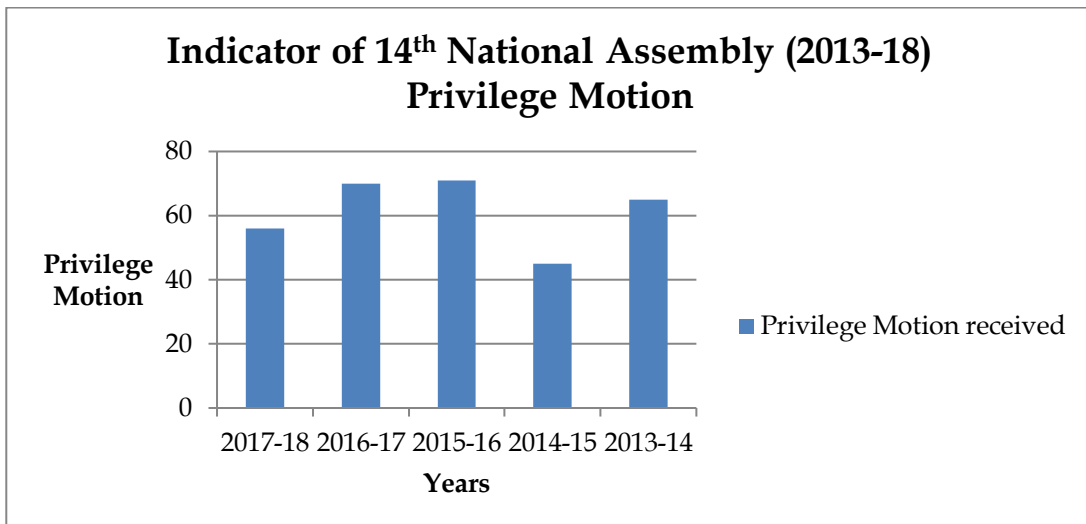
### Adjournment Motion

“Adjournment Motion is a motion to adjourn the business of the assembly for the purpose of discussing a definite matter of immediate urgent public importance” (Zaka M. R., 2018). The 14<sup>th</sup> National Assembly received total 775 Adjournment Motion during his five year of term.



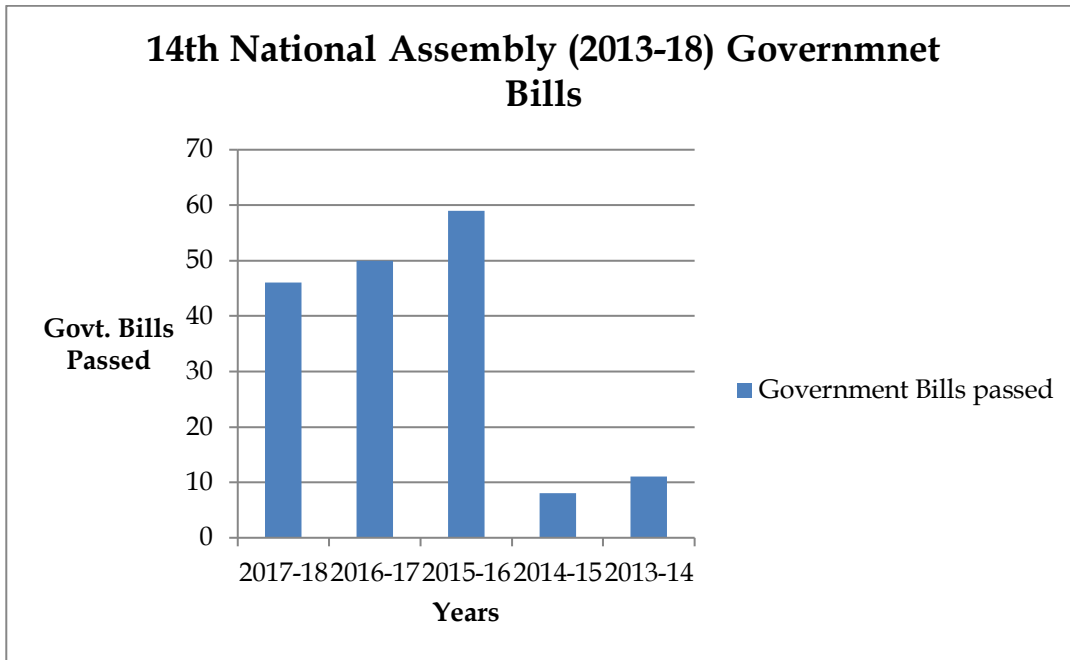
**Privilege Motion**

The 14<sup>th</sup> National Assembly received total 307 Privilege Motion during his five year of term. This graph shows five year performance of the Privilege Motions during 2013-18.



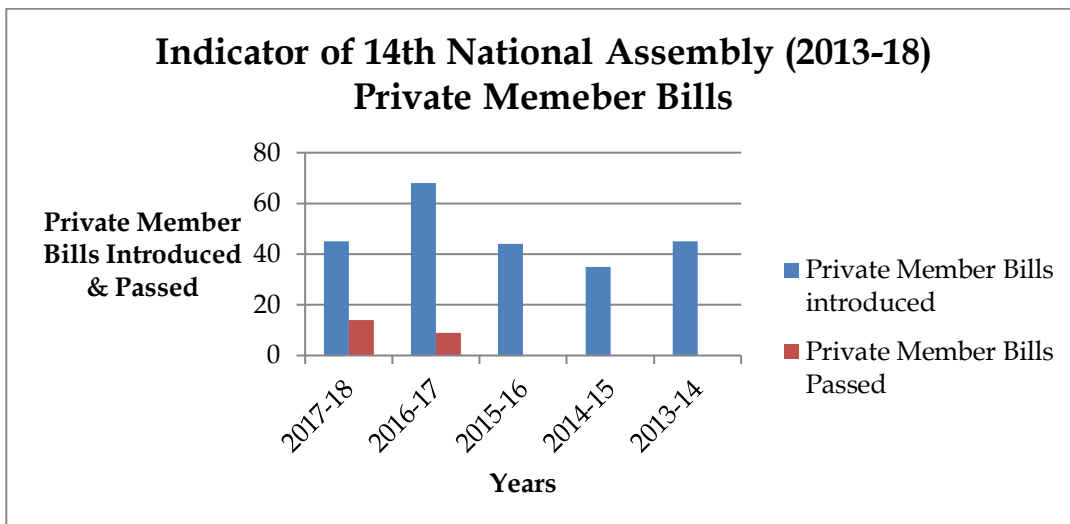
**Government Bills**

Government bills are those bills which are passed by simple majority and always introduced by a minister. The 14<sup>th</sup> National Assembly passed total 174 governmental bills during his five year of term. This graph shows the indicator of Government Bills during 2013-18.



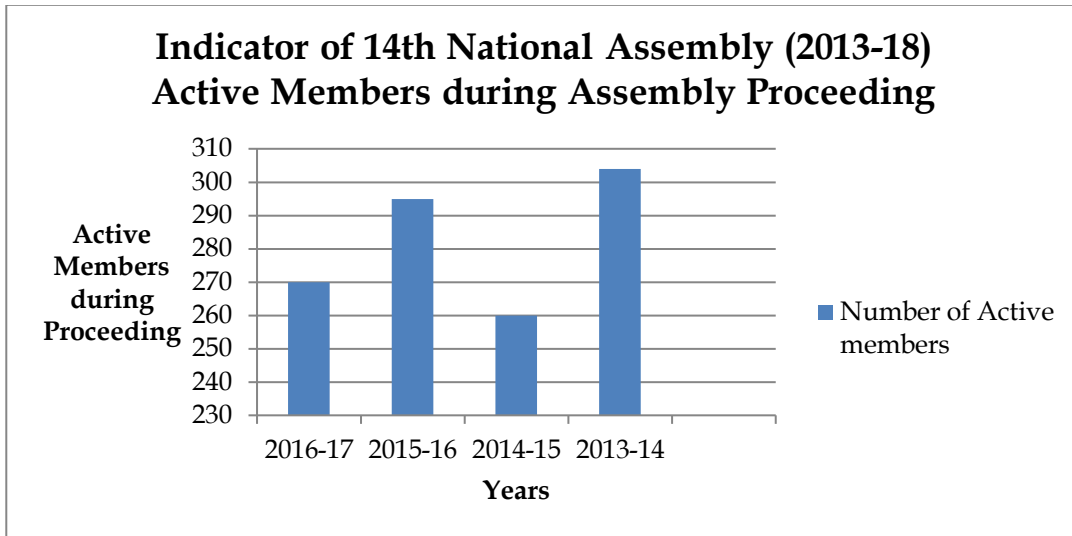
#### Private Member Bills

Private member bills are also passed by simple majority but introduced through any member of the House. More specifically, in Private Member bills agenda focused upon social issues such as national accountability, women and children rights, health issues, and curbing extremisms. The Assembly introduced total 237 private member bills during his five year of term but 23 were passed. This graph shows the indicator of Private Member Bills that were introduced and passed by 14<sup>th</sup> National Assembly during his five year of term.



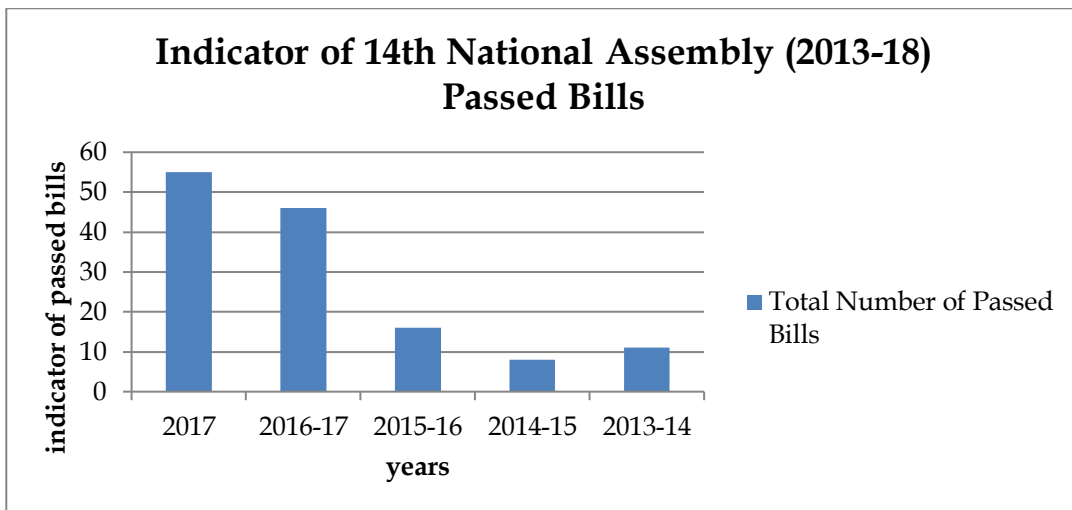
**Total Number of Active Members**

The following graph shows the indicator of active members during assembly proceedings from 2013-2018.



**Total Number of Passed Bills**

Bills are those which are introduced or presented by any member of House. Them after approval from both Hoses it becomes an Act. Basically, bills are proposal for amendments in the existing Constitution or making a new law. The 14<sup>th</sup> National Assembly passed total 136 bills, which become an Act, during his five year of term. This graph shows the total number of bills which are passed by both houses and presidential assent and then became an Act.



**Effectiveness, Accessibility and Transparency of 14<sup>th</sup> National Assembly 2013-18**

Sr #	Efficiency of the legislative Capacity of 14 <sup>th</sup> National Assembly	Accessibility and Transparency of 14 <sup>th</sup> National Assembly
1	Procedures for Full and Open Debates	Media Access to the Assembly
2	Effectiveness of Committees to Amend Draft Legislation	Freedom of Journalists to Cover the Assembly Proceedings
3	Procedure to Consult Various Interest Groups on Legislation	Communication with the General Public
4	Facilities to Introduce Private Member Bills	Ability to Attract Youth to the works of Assembly
5	Effectiveness of the Assembly in Ensuring Quality of the Passed Legislation	Channels of Direct Communication by the People to the Members of the Assembly
6	Conformity of Legislation to the Constitution	Availability of Channels of Communication with the Assembly to Civil Society Groups
7	Incorporation of Gender Equality Perspective in Assembly Working	Opportunity to Citizens' Direct Involvement in Legislation

**Budgets**

The 14<sup>th</sup> National Assembly of Pakistan is also unique because it presented and passing six annual budgets in the history of Pakistan. “The 6<sup>th</sup> budget 2018-19 saw it introducing landmark tax reforms to ease burden on salaried classes and effort to enhance tax net” (Zaka, 2018).

**Description about “National Action Plan against” Terrorism and Extremism**

One of the landmark achievements of 14<sup>th</sup> National Assembly of Pakistan was description about National Action Plan against terrorism, violence and extremism in all its forms, and indispensable steps were acquire to support the government such as necessary powers and mandates awarded to the law enforcing agencies to take effective steps by military courts.

**Human Rights Dilemma for World Awake**

Another landmark achievement of 14<sup>th</sup> National Assembly of Pakistan was to depict the blatant human rights violation in occupied Kashmir by India. Kashmir issue always remains a nuclear flashpoint and more than 7 Lac troops of India have committed worst despotism and state terrorism in the shape of torture, murder, rape and shooting of pellet bullets. The 14<sup>th</sup> National Assembly of Pakistan made it a precedence to depict the blatant human rights violation in occupied Kashmir by India and in 2017 drag out hosting 61<sup>st</sup> conference of (CPA)

“Commonwealth Parliamentary Association” to endorse posture of the principle of Pakistan on Kashmir issue. Sardar Ayaz Sadiq (Speaker National Assembly) wrote 196 letters to speakers of different parliaments to emphasize against the breach of human rights in Kashmir, and demanded political and diplomatic support for the Kashmiri struggle of freedom. Mr. Nawaz Shareef (Prime minister) had chosen 20 members exceptional envoy comprising renowned parliamentarians to draw attention to the “Kashmir cause and Indian brutalities in important countries of the world and to mobilize the world opinion on the plight of people of Indian occupied Kashmir” (Khattak, 2014).

### **Parliamentary Diplomacy**

The initiative goes to 14<sup>th</sup> National Assembly to promote connections between world parliaments. The 14<sup>th</sup> assembly was formulated 88 PFGs (Parliamentary Friendship Groups). During his tenure, number of parliamentary delegations and speakers visited Pakistan, and PFGs meetings were also held with different countries. In his 3<sup>rd</sup> parliamentary year Mr. Ayaz Sadiq was selected as a vice chairman and president of CPA (Commonwealth Parliamentary Committee). Same year multi-party parliamentary committee also established for effective oversight of CPEC to make it a revolutionary project. Dr. Fahmida Mirza was also elected as member of CPA, in 4<sup>th</sup> parliamentary year. In his 5<sup>th</sup> year, 33 members of parliamentary committee were comprises from national assembly of Pakistan to talk about threats related to national security.

### **Green Parliament**

Another initiative led by the 14<sup>th</sup> National Assembly in which country energy needs shifted on solar energy and thus became the first one parliament in the world to go green. This project of 1.8 MW energy productions has been fulfilled by Chinese Government support. “The Parliament of Pakistan is also first in the country which has been issued net metering license by NEPURA thus parliament contributes surplus energy to the national grid” (Khokhar, 2016).

### **International and National Conferences upon National Importance Matters**

The 14<sup>th</sup> National Assembly, during his five year term, led numerous conferences on vital issues, these are following ‘1<sup>st</sup> Regional Speakers Conference’ on the challenges of inter regional connectivity and terrorism, ‘1<sup>st</sup> SAARC Young Parliamentarians Conference’, ‘International Conference on the Role of Women Parliamentarians’ in strengthening social justice and democracy, ‘National Conference on Malnutrition’ and ‘National Conference on Millennium Development Goals’.

### **Speaker Conference, 2017**

In December 2017, another credit goes to the 14<sup>th</sup> national assembly by hosting the 'Speakers Conference' on "Interconnectivity for Regional Peace and economic Development" where speakers from China, Turkey, Afghanistan, Iran and Russia are invited by the Mr. Ayaz Sadiq (Speaker NA). This conference held to explore ways to collaborate and connect with each other for mutual progress and prosperity as well as to discuss the ways of handling the threats of terrorism in region.

### **Establishment of Parliamentary "Sustainable Development Goals, and Taskforces"**

The 14<sup>th</sup> National Assembly achieved bench mark, in 16<sup>th</sup> February 2016. In any Parliament of the world, Pakistan's Parliament had established first kind state-of-the art SDGs (Secretariat on Sustainable development Goals) which guarantee the execution of development goals. "In the wake of 18<sup>th</sup> Amendment, parliamentary taskforces were setup in all provinces, diving ownership of the development targets from all four provincial assemblies as well as legislative assemblies of Gilgit Baltistan, and Azad Jammu Kashmir. This taskforce comprises of 134 MPs across different political parties" (Malik, 2018).

### **Program of Parliamentary Studies**

In February 2015, Parliamentary Studies was also introduced as a new discipline in existing courses of Social Sciences by Mr. Ayaz Sadiq (Speaker National Assembly). The basic purpose to launch this program is to provide awareness to our youth about legislations, amendments and parliamentary business. Now, no less than 21 universities are offering research thesis, courses and degrees in parliamentary studies. It is the owner for Government College University Faisalabad which remains successful to motivate youngsters to explore parliament of Pakistan by research and 4 year program of Parliamentary Studies. Government College University Faisalabad is the first in Pakistani universities where first batch of this program 'BS Parliamentary Studies' successfully running.

### **Human Resource Reforms**

The 14<sup>th</sup> national assembly, for the first time were introduced the HR reforms. A one-to-one session was organized to enhance staff capability management with all relevant employees of National Assembly and especially focused upon remuneration, learning, development, recruitment and change management.

### **Unprecedented Corporation Sector Engagement**

The 14<sup>th</sup> National Assembly of Pakistan for the 1<sup>st</sup> time remained busy with the private sector under their mandate of "Corporate Social Responsibility". Surveys are conducted such as Automation Hardware, Energy audit, Infrastructure



Improvement, Lighting survey and Human Resource. All Private Sector of Pakistan also supported to this mandate.

### **Parliamentary Committees of 14<sup>th</sup> National Assembly at work**

The Parliament of Pakistan has two main effectual tools the Question Hour and Parliamentary Committees, to check the working of government. Well-functioning Committees are the spirit of a triumphant Parliament. In dealings, active and strong committees are instrumental with the demanded, complex and varied nature for business of parliament. Over the years, parliamentary Committees became an indispensable and integral part of the legislative system and check the work of government departments. For each ministry of the government there will be standing committees. Standing committees play a very crucial and vital role of monitoring and oversight the working of the relevant ministry of the government. It regards the brain, eyes, hands, and ears of the government in the parliamentary democracies. With the rouse of the 18<sup>th</sup> Amendment in Constitution, total working of the 14<sup>th</sup> National Assembly committees was reduced. There are 1 Special Committee, 1 Finance Committee, 3 Parliamentary Committees, 4 Non-Ministerial Standing Committees and 29 Ministerial Standing Committees were at work.

The 14<sup>th</sup> National Assembly Committees have hold several regular meetings and worked with full spirit. The 14<sup>th</sup> National Assembly's Standing Committees, on average have held 8.32 meetings in each year of his tenure, and through different Standing Committees total 19 reports have been equipped, out of them 10 reports have been equipped by the 14<sup>th</sup> National Assembly.

“This shows the effective working of the Committees of the 14<sup>th</sup> National Assembly, which in turn reflects upon the efficient working of the Assembly itself” (Zaka M. R., 2018).

### **Conclusion**

Parliament is the most important key for check and balance institutions because it is a most significant element of the national governance system. Parliament does not itself govern on country but it exercises the meaningful and effective supervision over legislative, executive, and administrative actions through the system of Committees and the Parliamentary procedures. Parliamentary functions are bound within the federal framework and in the form of written constitution. Its power, jurisdiction, authority, range and scope are also enormous. It's concluded in this research that the supremacy of Parliament should remain in maintained situation. The 14<sup>th</sup> National Assembly of Pakistan had performed their work more efficiently and tries to create the environment of mutual understandings with opposition parties.

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