

REPORT ON THE GENERAL ELECTIONS 1988



VOLUME I

**ELECTION COMMISSION OF PAKISTAN
ISLAMABAD**

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CHAPTER — I

THE AFTERMATH OF 1985 GENERAL ELECTIONS

The Constitution of the Islamic Republic of Pakistan, 1973 which was held in abeyance under the Proclamation of 5th July, 1977, was revived with effect from March 10, 1985, under the Revival of the Constitution of 1973 Order, 1985 (P.O. No. 14 of 1985) subject to the amendments specified in the Schedule thereof.

2. The Parliament and the Provincial Assemblies elected in February–March, 1985, started functioning and the President made oath of office on March 23, 1985, for a new term of five years under the Constitution.

3. The President, in exercise of the powers vested in him under Article 91(2) of the Constitution, nominated Mr. Mohammad Khan Junejo, a Member of the National Assembly, as the Prime Minister. The Prime Minister-designate made oath of office on March 23, 1985, and obtained unanimous vote of confidence from the members of the National Assembly on March 24, 1985. The new Prime Minister formed the Federal Cabinet to run the Government.

4. Similarly, the new Chief Ministers were nominated by the Governors in the Provinces. They received vote of confidence from their respective Provincial Assemblies and formed their cabinets to run the Provincial administration.

5. The Constitution (Eighth Amendment) Act, 1985, was enacted by Parliament on November 11, 1985. The Proclamation of the Withdrawal of Martial Law was made and Martial Law was lifted from the country on December 30, 1985. The Laws (Continuance in Force) Order, 1977, the Provisional Constitution Order, 1981, the Election Commission Order, 1977 and the Election Commission (Reconstitution) Order, 1980, were repealed under the Proclamation of Withdrawal of Martial Law.

6. Ban imposed on the activities of the political parties under Martial Law Regulation No. 48 on October 16, 1979, continued to remain in force

under the Provisional Constitution Order, 1981. With the repeal of Provisional Constitution Order, the political activities in the country revived and the provisions of the Political Parties Act, 1962, became operative. The process of registration of political parties, which had remained suspended, recommenced on January 20, 1986.

7. With the revival of the Constitution, provisions relating to the conduct of elections and the appointment and duties of the Chief Election Commissioner and the Election Commission became operative with effect from December 30, 1985. Pursuant to the provision of Article 217 of the Constitution, Mr. Justice S.A. Nusrat, Judge of the Supreme Court of Pakistan, was nominated to act as Chief Election Commissioner from that date. Under Article 218 of the Constitution, the President constituted on January 19, 1986, an Election Commission consisting of the following:—

1. Mr. Justice S.A. Nusrat,
Acting Chief Election Commissioner.
2. Mr. Justice Muhammad Rafique Tarar,
Judge, Lahore High Court.
3. Mr. Justice Ally Madad Shah,
Judge, Sind High Court.

8. Mr. Justice Ally Madad Shah retired as a Judge of the High Court and he was replaced by Mr. Justice Abdul Razzak A. Thahim of Sind High Court as a member of the Commission with effect from the 7th December, 1987.

9. The general elections to the National Assembly and the Provincial Assemblies were held in 1988 under the superintendence and directions of the Election Commission.

CHAPTER — II**STRUCTURE OF THE PARLIAMENT
AND PROVINCIAL ASSEMBLIES****Form of Government**

The Constitution of the Islamic Republic of Pakistan envisages a federal form of Government for the country. The federating units are the provinces of Baluchistan, the North-West Frontier, the Punjab, Sind, the Islamabad Capital Territory and the Federally Administered Tribal Areas.

The President

2. The President is the Head of State and represents the unity of the Republic. He is elected by an electoral college consisting of the members of the National Assembly, the Senate and the Provincial Assemblies. The term of office of the President is five years. A person holding office as President is eligible for re-election to that office for another term. No person can hold that office for more than two consecutive terms.

The Parliament

3. At the federal level, the legislature is called the Parliament (Majlis-e-Shoora) which is bicameral. The Parliament of Pakistan consists of the President and two Houses known as the National Assembly and the Senate.

Provincial Assemblies

4. Each Province has its own legislature called the Provincial Assembly. The Federal Capital and the Federally Administered Tribal Areas do not have representation in any of the four Provincial Assemblies. Composition of the Provincial Assemblies has been explained in a table appearing at paragraph 15.

Election by secret ballot

5. All elections under the Constitution are held by secret ballot.

Separate Electorates

6. Election to the National Assembly and the Provincial Assemblies is held on the basis of separate electorates for the Muslims and the minority communities by direct and free vote. Persons enrolled on the electoral rolls for the Muslims vote for election of Muslim members and the persons enrolled on the electoral rolls of a particular community of the non-Muslims are entitled to vote for election of members of that community in the National Assembly or a Provincial Assembly.

Composition of the National Assembly

7. The National Assembly has a total number of 237 seats. Of these, 207 Muslim seats are allocated to the Provinces on the basis of population. Twenty seats have been reserved for women. The following table would show the composition of the National Assembly:—

Province/Area	Muslim Seats	Seats reserved for women	Total
The Federal Capital	1	—	1
Federally Administered Tribal Areas	8	—	8
Punjab	115	12	127
Sind	46	4	50
N-W.F.P.	26	2	28
Baluchistan	11	2	13
Total:—	207	20	227

In addition, ten seats have been reserved in the National Assembly for the minority communities as under:—

(1) Christians

— 4

- | | | |
|--|---|---|
| (2) Hindus and persons belonging to the Scheduled Castes | — | 4 |
| (3) Sikh, Budhist and Parsi communities and other non-Muslims | — | 1 |
| (4) Persons belonging to the Qadiani group or the Lahori group (who call themselves Ahmadis) | — | 1 |

Mode of election to the National Assembly

8. Members of the National Assembly from the Muslim seats are elected by the Muslim voters and the non-Muslim members of each minority community are elected by the voters belonging to that community.

9. Women members of the National Assembly from a Province are elected by the electoral college consisting of the members of the National Assembly from that Province in accordance with the system of proportional representation by means of a single transferable vote.

Composition of the Senate

10. The Senate has a total membership of 87. Seats are allocated to the Provinces on equal representation basis without taking into account the population factor. Each Province has 14 general seats and five special seats for Ulema, technocrats and other professionals. Three seats have been allocated to the Federal Capital and eight seats have been assigned to the Federally Administered Tribal Areas.

11. The composition of the Senate is indicated in the following table:—

Province/Area	General Seats	Special seats for Ulema, technocrats & other professionals	Total
1	2	3	4
The Federal Capital	3	—	3

1	2	3	4
Federally Administered Tribal Areas	8	—	8
Punjab	14	5	19
Sind	14	5	19
N-W.F.P.	14	5	19
Baluchistan	14	5	19
Total:—	67	20	87

Mode of election to the Senate

12. Election to the seats allocated to a Province in the Senate is held in accordance with the system of proportional representation by means of a single transferable vote by the electoral college consisting of members of the Provincial Assembly concerned.

13. The members of the Senate from the Federally Administered Tribal Areas are elected by the members of the National Assembly representing these areas, each member of the National Assembly having as many votes as the number of seats to be filled. Candidates securing the highest number of votes are declared elected according to the number of vacant seats.

14. The members of the Senate from the Federal Capital were previously elected by all members of the National Assembly through motions decided in the open House. This mode has been modified in 1988 to the extent that members of the National Assembly elect members of the Senate from the Federal Capital in accordance with the system of proportional representation by means of a single transferable vote by secret ballot.

Composition of the Provincial Assemblies

15. Composition of the Provincial Assemblies is tabulated below :—

Provincial Assembly	Muslim Seats	Seats reserved for non-Muslims					Total non-Muslim Seats	Seats reserved for women	Total Seats
		Christians	Hindus & persons belonging to the Scheduled Castes	Sikh, Budhist and Parsi communities and other non-Muslims	Persons belonging to the Quadiani group or the Lahori group (who call themselves Ahmadis)				
1	2	3	4	5	6	7	8	9	
Punjab	240	5	1	1	1	8	12	260	
Sind	100	2	5	1	1	9	5	114	
N-W.F.P.	80	1	—	1	1	3	4	87	
Baluchistan	40	1	1	1	—	3	2	45	
Total :—	460	9	7	4	3	23	23	506	

Mode of election to the Provincial Assemblies

16. As in case of the National Assembly, members of the Provincial Assemblies from the Muslim seats are elected by the Muslim voters and the members of each minority community are elected by the voters enrolled on the electoral roll of that community. Women members of a Provincial Assembly are elected by the electoral college consisting of the members of that Assembly in accordance with the system of proportional representation by means of a single transferable vote.

CHAPTER — III

THE ELECTORAL ROLLS

Immediately after the culmination of the process of general elections to the National Assembly, the Provincial Assemblies and the Senate in May, 1985, the Election Commission took up plans for the future. Preparation of electoral rolls was given the first priority.

The electoral rolls

2. An accurate and authentic electoral roll or register of voters provides sound basis for free, fair and impartial elections. In all democratic countries, the electoral roll is generally used by the election authorities for conduct of elections to various tiers of the democratic institutions as also by the political parties for organizing their election campaign.

3. In Pakistan, the electoral rolls are used for:—

- (a) election to the National Assembly and the Provincial Assemblies by the Election Commission;
- (b) the conduct of Referendum by the Election Commission, if called under the Constitution; and
- (c) election to the local councils by the Provincial Election Authorities which are separate from the Election Commission.

Need for preparation of fresh electoral rolls

4. The existing electoral rolls had been originally prepared during 1978-79 and were updated in 1982-83. A large number of entries in these rolls had become obsolete due to deaths, shift of population, etc., and a large number of persons who attained the age of 21 years thereafter had become qualified to be enrolled as voters. In addition, the changes made in the territorial limits of some of the administrative units since the preparation of existing rolls in 1978-79, also required that the register of voters should conform to the existing units. In order, therefore, to afford an opportunity to all persons entitled to be enlisted as voters and also to provide for separate

electoral rolls for each of the four categories of the non-Muslims, preparation of the fresh electoral rolls was decided upon by the Chief Election Commissioner.

Computerisation of Electoral Rolls

5. Before embarking upon the task of actual preparation of electoral rolls, the Chief Election Commissioner gave due consideration to the modernisation and computerisation of the entire process of elections in Pakistan. For this purpose, he —

- (a) constituted a Working Group consisting of experts from the Election Commission, the Registration and Census Organisations, Pakistan Computer Bureau to carry out intensive study of the feasibility of the scheme of automation of National Registration System and preparation of draft electoral rolls as a by-product of that system; and
- (b) invited Dr. Theo Metzen, a Consultant from West Germany, to visit Pakistan for a pre-feasibility study/discussion on the use of electronic data processing and vote counting machines.

6. After due deliberations, the Working Group made the following recommendations:—

- (a) Fresh electoral rolls for the local council elections scheduled to be held in the second half of the year 1987, may be prepared by the Election Commission through the conventional method, as provided by the Electoral Rolls Act, 1974 and the Electoral Rolls Rules, 1974. These rolls may be utilized for the purpose of subsequent general elections by updating/revising them in accordance with the procedure laid down in the law.
- (b) After the proposal regarding automation of National Registration System is finalized in all respects and implemented by the Registration Organization, the task of preparation of draft electoral rolls from the data computerized by that Organisation be undertaken jointly by the Election Commission and the Registration Organization in a few selected districts as a pilot

project. The scope of this exercise can thereafter be expanded fully or to a reasonable extent, and improved further in the working of pilot project. The draft electoral rolls for the entire country may thus be prepared through the data computerized under the automation scheme after the preparation of rolls in 1987.

- (c) Since the electoral rolls have to be published both in Urdu and Sindhi languages in case of Sind Province and in Urdu in case of other Provinces, the Registration Organization may, in the meantime, explore the possibility of producing the computer print-outs in these two languages.

7. With regard to the preparation of electoral rolls, the German consultant generally agreed with the recommendations of the Working Group. After taking into account both the reports, the Chief Election Commissioner decided to prepare the fresh electoral rolls through conventional method as envisaged by the Electoral Rolls Act, 1974 and the Electoral Rolls Rules, 1974.

Legal Frame Work

8. Under Article 219 of the Constitution, the Chief Election Commissioner is charged with the duty of preparing the electoral rolls for election to the National Assembly and the Provincial Assemblies, and revising such rolls annually. The relevant law under which the electoral rolls are prepared and maintained is embodied in the Electoral Rolls Act, 1974 and the Electoral Rolls Rules, 1974.

9. The Electoral Rolls Act, 1974 provides that the electoral rolls shall be prepared under the superintendence, direction and control of the Chief Election Commissioner. The concept of the separate electorates for the Muslims and the non-Muslims has been introduced by the Constitution. Under Article 51(2A) and Article 106(3) of the Constitution, non-Muslims have been divided into four categories as per detail given below:—

- (1) Christians.
- (2) Hindus and persons belonging to the Scheduled Castes.
- (3) Sikh, Budhist and Parsi Communities and other non-Muslims.
- (4) Persons belonging to the Quadiani group or the Lahori group (who call themselves Ahmadis).

The system of separate electorates envisages that the Muslim voters are entitled to vote at an election to a Muslim seat and the non-Muslim voters, belonging to a particular community, vote for election of member of that community of the non-Muslims in an Assembly.

10. The Constitution and the Electoral Rolls Act, 1974 provide that a person shall be entitled to be enrolled as a voter in an electoral area if—

- (a) he is a citizen of Pakistan;
- (b) he is not less than 21 years of age;
- (c) he is not declared by a competent court to be of unsound mind; and
- (d) he is, or is deemed under section 7 of the Electoral Rolls Act, 1974, to be resident in the electoral area.

Provincial Laws

11. The Provincial laws relating to the formation and election of local councils provide that the electoral rolls prepared for election of members of the Provincial Assemblies shall be the electoral rolls for election to the local councils. These rolls are required to be utilized by the Provincial Governments, for elections to local councils, after necessary adjustment, arrangements, adaptation or adoption to meet their requirement. In order, therefore, to facilitate the use of electoral rolls for elections to the Assemblies as well as to the local councils, the Chief Election Commissioner decided to prepare new rolls in consultation with the Provincial Governments in the light of the President's Directive No. 315 dated 29th July, 1985.

President's Directive

12. The President's Directive was to the following effect:—

- “(a) Although we have now had elections to the Local Bodies twice, and to the Provincial Assemblies and the National Assembly once, yet there does not appear to have been any appreciable improvement in the state of the electoral rolls. I am aware that the subject of improvement of electoral rolls is constantly under

review of the Election Commission; and it was discussed also recently during my meeting with the German expert whom you had invited to visit Pakistan. As he rightly pointed out, on this occasion, the information available to us, with regard to individual members of the electorate, is so incomplete and shabby that it cannot even be computerised. I am sure you must have taken note of his observation that, for a country like Pakistan, centralised preparation, or compilation, of electoral rolls, is neither feasible, nor advisable. In view of this, we have to devise some alternative ways and means of improving the state of present electoral rolls. For a trial run, the next Local Bodies elections, due in 1987, should be taken as the target, and, finally, the rolls be brought as up to date as possible within our means by the next General Elections in 1990.

- (b) There is considerable weight in the opinion, expressed earlier on by several experienced civil servants and some objective politicians, that the best course is to entrust the task of preparation of electoral rolls to the local administration. In other words, assisted by appropriate staff, Naib Tehsildars, Tehsildars, Assistant Commissioners, and Deputy Commissioners, in their capacity as Agents of the Chief Election Commissioner, could carry out a house-to-house campaign, and remodel and update the entire electoral rolls in the next two years.
- (c) This is not such a difficult job. In order to implement it, I suggest that a team of experts from the Election Commission selected by the Chief Election Commissioner, should carry out an assessment and prepare a policy brief, which should be discussed at a special meeting to be chaired by me. This meeting should also be attended by the Provincial representatives, some selected heads of local administration, and other specially invited suitable persons."

Consultation with Provincial Governments

13. The Provincial Governments were accordingly associated by the Commission with this project closely from the stage of initial planning. Involvement of the Provincial Governments with this work was considered to be essential for two reasons; firstly, the officers and staff of Provincial

Governments were to be engaged for carrying out the field operations and, secondly, the Provincial Governments were required to hold elections to the local councils on the basis of new rolls. It was, therefore, necessary to determine the basic or minimal unit as electoral area so as to facilitate the use of new rolls for election to the local councils, which is a smaller unit, and for election to the National Assembly or a Provincial Assembly with bigger constituencies. Several meetings of senior officers of the Commission and the Provincial Governments were held to thrash out details of this country-wide operation. The Chief Election Commissioner also met the Provincial Chief Secretaries and Secretaries, Local Government Departments, and in consequence the enumeration plan, as at Annex-I, was approved.

Use of identity card

14. The question of indicating the identity card numbers against the names of voters in the electoral roll was also discussed in detail with the representatives of the Provincial Governments. The obvious merit of inclusion of national identity card number in the roll was to prevent, or at least substantially reduce, bogus voting at the time of poll. The following demerits, however, came to light during the course of consideration of this question :—

- (a) Identity card number consisted of eleven digits and two dashes. Sufficient space will have to be provided for a thirteen digit identity card number of each voter on the roll. Consequently, each page will have only one set of entries instead of the existing double column. Consumption of paper and printing charges will resultantly increase.
- (b) Indication of identity card number on the application for enrolment by the voter in the first instance and then its transcription to draft roll and the final roll provided sufficient chances of making mistakes. A large number of incorrect identity card numbers were likely to appear on the final roll. Spurious identity card numbers will affect the authenticity of electoral roll to a great extent.
- (c) After the final publication of rolls, correction of identity card number will deface or disfigure the existing entries, thereby making them illegible.
- (d) Inaccurate identity card numbers will provide a chance of making frequent objections by the Polling Agents, thus retarding progress of smooth polling on the polling day.

- (e) Comparison of identity card number with entries on the roll by polling staff will also slacken the pace of polling.
- (f) An unscrupulous Presiding Officer may turn out an otherwise genuine voter from the polling station on account of inaccurate identity card number appearing on the roll. Inaccurate identity card number could thus be abused to the disadvantage of a voter by the Presiding Officer to disenfranchise him.
- (g) Possession of national identity card was not prescribed as one of the qualifications of voters under the law. This pre-condition, if super-imposed through administrative measures, was not considered to be in consonance with the spirit of the Constitution and law.

15. Weighing the arguments for and against the proposition, it was decided that identity card number should not appear on the roll as its appearance on the roll will create more problems for the voters as well as for the officials organising the election than provide facility to them. The object of preventing bogus voting can well be achieved by making production of national identity card mandatory, under the law, for the identification of voters at the polling stations.

Printing of rolls through computerized process

16. In order to improve the quality of new rolls, several proposals were considered. A committee of officers was constituted to explore the possibility of printing the rolls through the computerised process of "Noori Nastaaliq". After making necessary inquiries from the concerned agencies, it transpired that computerized process was too expensive and the capability and capacity of the local presses was too limited to undertake such a voluminous work. It was, therefore, decided to arrange the printing of rolls through the Printing Corporation of Pakistan.

Electoral machinery

17. For accomplishment of the task of preparation of fresh electoral rolls, necessary machinery was evolved in accordance with the provisions of law. Major components of the electoral machinery were the District

Registration Officers, Assistant District Registration Officers, Revising Authorities, Registration Officers, Assistant Registration Officers, the Supervisors and the Enumerators.

18. For the timely and satisfactory completion of all phases of the process involved in the preparation of new rolls in a district, the Chief Election Commissioner appointed all Deputy Commissioners and Political Agents as District Registration Officers for their respective districts/agencies. Although the Deputy Commissioners were associated with this work in the past, yet their appointment as District Registration Officers, the Deputy Commissioners held superior charge over the Registration Officers of their districts and they were generally required to perform the following duties in this connection :—

- (a) to oversee all arrangements and logistics;
- (b) to co-ordinate the work of Registration Officers in the district;
- (c) to ensure timely appointment of Enumerators and Supervisors according to the procedure laid down by the Commission;
- (d) to ensure completion of all phases and processes efficiently on the due date;
- (e) to provide necessary assistance to the Registration Officers and guidance to the public, as and when required;
- (f) to keep a strict watch over the progress of work and to inform the Provincial Election Commissioner of all developments from time to time;
- (g) to remove bottlenecks, if any, by sorting them out on the spot; and
- (h) to submit fortnightly report to the Provincial Election Commissioner on the progress of work in their districts.

The District Registration Officers were, however, not required to perform any legal functions under the provisions of the Act and the Rules.

19. To assist the District Registration Officer in an effective manner, the Election Officers/Assistant Election Commissioners in each

enumeration proceedings on March 31, 1986. The Chief Election Commissioner announced the procedure and the following schedule of different phases relating to the preparation of fresh electoral rolls in a Press Conference held at Karachi on 30-3-1986:—

(a) Enumeration proceedings by total coverage of all residential units in the country.	31-3-1986 to 30-6-1986
(b) Preparation of manuscript of draft electoral roll	1-7-1986 to 9-8-1986
(c) Draft publication of electoral rolls for inviting claims, objections and applications	10-8-1986
(d) Filing of claims and objections	11-8-1986 to 31-8-1986
(e) Disposal of claims and objections by the Revising Authorities	1-9-1986 to 30-9-1986
(f) Incorporation of decisions on claims and objections and preparation of manuscript of final electoral roll	1-10-1986 to 20-11-1986
(g) Printing of electoral rolls	21-11-1986 to 1-5-1987

26. On demand of the public and the political parties, the schedule was, however, revised twice and the task was ultimately accomplished as per following schedule:—

(a) Enumeration proceedings by total coverage of all residential units	31-3-1986 to 31-7-1986
(b) Preparation of manuscript of draft electoral rolls	1-8-1986 to 9-9-1986

district were appointed as Assistant District Registration Officer. They performed all administrative work in the district relating to the preparation of electoral rolls and also worked as Staff Officers of the District Registration Officers as before. The Assistant District Registration Officer kept liaison with the Registration Officers, the Deputy Commissioners and the Provincial Election Commissioners.

20. For the completion of this gigantic task of national importance, a well-knit task force consisting of 309 Registration Officers, 1,028 Assistant Registration Officers, 288 Revising Authorities, 12,999 Supervisors and 37,841 Enumerators were engaged by the Chief Election Commissioner for a total number of 52,824 electoral areas in the country as per detail given below:—

<i>Province/Area</i>	<i>No. of Electoral Areas</i>
Federal Capital	285
Punjab	28,277
Sind	8,193
N-W.F.P.	9,211
Baluchistan	6,858
Total:—	<u>52,824</u>

21. The Registration Officers were appointed from amongst the Additional Deputy Commissioners, Additional District Magistrates, Assistant Commissioners, Extra Assistant Commissioners and Officers of equivalent status. The Assistant Registration Officers were drawn from Tehsildars, Mukhtiarkars, Assistant Education Officers, Head Masters of High Schools, etc. The appointment of Revising Authorities was made from amongst the Judicial Officers.

22. School teachers, Patwaries and junior employees of various Government Departments were appointed as Enumerators. Supervisors were appointed from Head Masters of Middle and Primary Schools, Qanungos/Supervisory Tapedars, Agriculture Field Assistants and other employees of that level from Government and semi-Government Organizations. Appointment of the employees of local bodies as Enumerators and Supervisors was, however, prohibited for administrative reasons.

Forms of Enrolment

23. As far as possible, the forms required to be used in this process were simplified within the frame work of law. Various forms and registers were printed and distributed to the enumerators and Supervisors well before the commencement of enumeration proceedings. These forms were supplied to the public free of cost. Detail of the forms and registers printed and supplied for preparation of the rolls in 1986-87 is tabulated below :—

Item	Punjab	Sind	NWFP	Baluchistan	Total
Forms —					
I	56,000	17,000	12,000	7,800	92,800
II	12,250,000	4,735,900	3,037,100	1,080,000	21,103,000
III	1,260,000	387,100	253,100	90,000	1,990,200
IV	1,125,000	473,100	210,800	77,000	1,885,900
V	385,000	190,600	70,000	26,000	671,600
VI	385,000	190,600	70,000	26,000	671,600
VII	26,000	12,500	12,000	450	50,950
VIII	480,000	439,500	15,900	20,000	955,400
IX	160,000	34,500	25,400	9,000	228,900
X	35,000	53,600	1,000	1,300	90,900
XI	13,000	34,300	400	800	48,500
XII	13,000	30,300	400	800	44,500
Registers —					
Claims	3,500	600	300	250	4,650
Objections	1,500	600	300	250	2,650

24. In addition, the manual of instructions for the guidance of Registration Officers and Assistant Registration Officers, along with the relevant law, was supplied to the Registration Officers and Assistant Registration Officers simultaneously. Similarly, Manual for the Revising Authorities was supplied to all Revising Authorities for their guidance. A booklet containing instructions for the guidance of Enumerators and Supervisors was also published and distributed to them. A brief course was arranged at district/tehsil/sub-division level for the training of Enumerators and Supervisors to make them understand fully the relevant legal provisions and the procedure for the registration of voters.

Schedule for enumeration

25. All administrative arrangements for the preparation of fresh electoral rolls were finalised in time and the stage was set to launch the

- | | |
|---|-------------------------------|
| (c) Draft publication for inviting claims and objections | 10-9-1986 |
| (d) Filing of claims and objections | 11-9-1986
to
30-10-1986 |
| (e) Disposal of claims and objections by the Revising Authorities | 1-11-1986
to
31-11-1986 |
| (f) Incorporation of decisions on claims and objections and preparation of manuscript copies of final electoral rolls | 1-12-1986
to
31-12-1986 |
| (g) Checking of the manuscripts by the Election Officers | 1-01-1987
to
31-01-1987 |
| (h) Printing of electoral rolls | 4-2-1987
to
30-9-1987 |
| (i) Final publication | 8-10-1987 |

Publicity

27. The Election Commission had chalked out a phased publicity programme for various stages of the enumeration proceedings through Radio, TV and the national and regional newspapers. The publicity programme was meant to educate the masses in the procedure of enrolment and other relevant information. The District Registration Officers and Registration Officers were required to make local arrangements for publicity for the guidance of public to inform them of the Registration Officers and Assistant Registration Officers of their areas and the display centres of electoral rolls, when published. In addition, paid advertisements in all the national, regional and local newspapers

were also arranged to publicize the dates fixed for various phases of the operation.

Procedure of enrolment

28. As a first step, the enumerator was required to survey the area to prepare a list of households of the area assigned to him. This list was checked by him through a physical verification of the house-holds and by comparison with the previous electoral rolls. Thereafter, the enumerators visited each house personally and obtained from the head of house-hold a statement containing requisite particulars of such persons living there as were eligible to be enrolled as voters. After obtaining and verifying the statements from all house-holds, the enumerator passed on to the Supervisor these statements, duly arranged in serial order, along with the list of house-holds. The Supervisor further verified the entries in all statements after a personal house to house visit. The forms, duly corrected, checked, verified and signed by the Supervisors, were then passed on to the Assistant Registration Officer concerned who, in turn, verified the entries to the extent of 10% by personal house to house visit.

29. The manuscript roll was prepared by the enumerators in a printed register. From this register, three copies of the roll were prepared for preliminary publication. The roll for the Muslim voters of each area was prepared in two parts, one for male voters and the other for female voters. Similarly, the roll of non-Muslim voters of each category was split into two parts, one containing the names of male voters and the other of the female voters.

Draft Publication

30. The draft rolls were published on September 10, 1986 through-out the country for the purpose of inviting claims for fresh enrolment, objection to the enrolment of a person and applications for correction of existing entries in the rolls. The draft rolls were placed on display at about sixty thousand display centres for public inspection in each electoral area, ward and sub-ward, such as schools, post offices, union council offices, in addition to the offices of Registration Officers, Assistant Registration Officers and Election Officers, etc.

Registration of voters on draft rolls

31. In all 4,80,09,545 voters were brought on the preliminary electoral rolls as per detail given below:—

<u>Area/Province</u>	<u>Voters enrolled on draft rolls.</u>
The Federal Capital	1,89,074
Punjab	2,88,83,001
Sind	1,05,86,862
N-W.F.P.	59,33,333
Baluchistan	24,17,275
Total:—	<u>4,80,09,545</u>

Special Inquiries

32. In the meantime, the Election Commission started receiving complaints of over-enumeration and under-enumeration of voters from different parts of the country. The Chief Election Commissioner took a serious note of these complaints and directed senior officers of the Commission to personally investigate the complaints. The Commission remained active throughout the process and entertained all complaints from individuals and the political parties, without any exception. All complaints were investigated and the Commission spared no effort in making this national document as authentic and accurate as possible.

Additions, Deletions ordered by the Chief Election Commissioner

33. As a result of this extra effort, the preliminary electoral rolls of two sub-divisions, namely, Batagram of Mansehra district, and Duki-Sinjawi of Loralai district, were scrapped as a whole and fresh rolls were ordered to be prepared. In addition, enrolment of 8,322 eligible persons as voters and removal of the names of 1,48,648 ineligible persons from the rolls of various areas was ordered by the Chief Election Commissioner. The highest number of

names of ineligible persons removed from the electoral rolls was 51,458 in Kachhi district and 49,763 in Jacobabad district. All complaints about omissions or bogus entries were promptly processed and disposed of on merit.

Claims, Objections and applications for correction

34. With reference to the preliminary list of voters, 3,08,433 claims for new entries, 3,33,063 objections against the entries appearing in the roll and 24,791 applications for correction of existing entries therein were filed throughout the country. Break-up of the claims, objections and applications is given in the following table:—

Province/Area	Claims for additions	Objections for deletions	Applications for corrections	Total
Punjab	1,60,455	2,12,949	16,491	3,89,895
Federal Capital	1,213	704	84	2,001
Sind	72,290	90,940	5,394	1,68,624
N-W.F.P.	28,173	14,358	2,146	44,677
Baluchistan	46,302	14,112	676	61,090
TOTAL:—	3,08,433	3,33,063	24,791	6,66,287

The claims, objections and applications were adjudicated upon by 291 Revising Authorities within the specified time.

35. As a result of decisions of the Revising Authorities, the following position ultimately emerged:—

Applications for	Total number	Accepted	Rejected
(1) Additions	3,08,433	1,59,367	1,49,966
(2) Deletions	3,33,063	1,58,730	1,74,333
(3) Corrections	24,791	18,079	6,712
TOTAL:—	6,66,287	3,36,176	3,31,011

After incorporation of decisions of Revising Authorities, the manuscript of final electoral rolls was prepared.

Printing of electoral rolls

36. Before handing over the manuscript of final rolls to the printers, the manuscripts were thoroughly and meticulously checked and scrutinized by the Election Officers with original records so as to ensure error-free printing of the lists of voters. They again compared the calligraphed pages with the manuscripts and made necessary corrections, wherever required. The printing of electoral rolls was arranged by the Printing Corporation of Pakistan on behalf of the Election Commission. The rolls relating to the Punjab, NWF and Baluchistan Provinces were printed in Urdu. In case of the rolls of Sind Province, every entry printed in Urdu was repeated in Sindhi language also. The Printing Corporation of Pakistan engaged 169 Printing Presses for printing of the rolls as under :—

Islamabad	—	2 Presses
Punjab	—	119 Presses
Sind	—	22 Presses
NWFP	—	23 Presses
Baluchistan	—	3 Presses
		<hr/>
	Total :—	169 Presses
		<hr/>

Number of copies printed

37. Two hundred copies of the new electoral rolls were printed. Of these, the Commission placed one hundred printed copies of the rolls at the disposal of Deputy Commissioners, on behalf of the Provincial Governments, for holding the ensuing elections to the local bodies. Fifty copies of rolls of the Cantonment areas were made available to the Cantonment Executive Officers for local bodies elections in these areas.

38. The Commission made special arrangement to preserve the remaining one hundred copies of the rolls at the district headquarters for elections to the National Assembly and the Provincial Assemblies.

Electoral rolls for FATA

39. Procedure for preparation of electoral rolls in respect of Federally Administered Tribal Areas has been laid down under the Preparation of Electoral Rolls (FATA) Order, 1975 (P.O. No. 1 of 1975). Under this Order, the franchise is restricted to Maliks, who are in receipt of Maliki Allowance or Lungi Allowance or are Mowajib Elders and who are not less than 21 years of age. The rolls of these areas are required to be prepared by the Political Agent or, as the case may be, the Deputy Commissioner concerned for each constituency of the Federally Administered Tribal Areas falling within his jurisdiction. In view of the restricted franchise, house to house enumeration is not necessary in these areas.

40. The rolls for the Federally Administered Tribal Areas were required to be prepared on the basis of constituencies. Since the rolls of the constituencies were already available, fresh preparation of rolls of these areas was not undertaken alongwith enumeration proceedings launched in the rest of country on March 31, 1986. Article 5 of the Preparation of Electoral Rolls (Federally Administered Tribal Areas) Order, 1975 empowered the Chief Election Commissioner to make amendments in the electoral rolls of these areas. Since the constituencies of FATA remained unchanged for 1988 general elections, the process of making amendments in the rolls of these areas continued upto October 7, 1988. Constituency-wise voting strength of these areas as on January 14, 1985 for 1985 General Elections and as on October 7, 1988 for 1988 General Elections is given below:—

No. & Name of Constituency	Name of Agency/ Tribal Area	Voting strength for 1985 elections as on 14-1-1985	Voting strength for 1988 elections as on 8-10-1988	Increase
1	2	3	4	5
NA-27 Tribal Area-I	Mohmand Agency	8,927	9,333	(+) 406
NA-28 Tribal Area-II	Kurram Agency	1,393	1,393	—
NA-29 Tribal Area-III	Orakzai Agency	7,902	8,592	(+) 690
NA-30 Tribal Area-IV	North Waziristan Agency	1,400	1,441	(+) 41
NA-31 Tribal Area-V	South Waziristan Agency	1,137	1,138	(+) 1

1	2	3	4	5
NA-32 Tribal Area-VI	Bajaur Agency	6,348	7,338	(+) 990
NA-33 Tribal Area-VII	Khyber Agency	2,777	3,737	(+) 960
NA-34 Tribal Area-VIII	Tribal Areas adjoining Peshawar, Kohat, Bannu and D.I. Khan.	1,377	1,431	(+) 54
TOTAL:—		31,261	34,403	(+) 3,142

Final Publication

41. The final electoral rolls were published throughout the country on 8th October, 1987 and displayed at prominent public places for general information of the public. In all, the names and particulars of 4,78,69,856 voters were brought on the final electoral rolls which consisted of 14,49,589 pages. The fresh electoral rolls came into force immediately on final publication and the previous rolls prepared in 1979 simultaneously ceased to exist.

42. The number of voters enrolled at the preliminary stage, the number of additions and deletions made by the Revising Authorities and the Chief Election Commissioner and the final figure of voters, as on October 8, 1987, have been tabulated in the following statement:—

Sl. No.	Province	No. of voters brought on the preliminary electoral rolls (1986-87)	Number of claims			Number of objections			Number of applications for corrections					Names enrolled by the Chief Election Commissioner	Names deleted by the Chief Election Commissioner	Number of voters registered on the final electoral rolls (1986-87)
			Filed	Accepted	Rejected	Filed	Accepted	Rejected	Filed	Accepted	Rejected	Filed	Accepted			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15		
1.	Federal Capital	189074	1213	700	513	704	341	363	84	70	14	52	289	189196		
2.	Punjab	28883001	160455	84130	76325	212949	102097	110852	16491	12067	4424	2204	16503	28850735		
3.	Sind	10586862	72290	41771	30519	90940	39512	51428	5394	3809	1585	1126	59354	10530893		
4.	N.W.F.P.	5933333	28173	15488	12685	14358	7858	6500	2146	1529	617	—	2287	5938676		
5.	Baluchistan	2417275	46302	17278	29024	14112	8922	5190	676	604	72	4940	70215	2360356		
G/Total:—		48009545	308433	159367	149066	333063	158730	174333	24791	18079	6712	8322	148648	47869856		

Population and Voters

43. The total population of Pakistan, as recorded by 1981 Census, was 8,42,53,644. The population of Muslims was 8,14,50,057 (96.67%) and that of the non-Muslims was 28,03,587 (3.33%). Excluding the population of FATA, the population of the rest of the country was 8,20,55,097. The population of the FATA was not taken into account for the reason stated in paragraphs 39 and 40.

44. As against the population of 8,20,55,097, the number of voters registered on the final electoral rolls was 4,78,69,856. The following table gives the Province-wise detail of the voters registered on the rolls of the Muslims and the non-Muslims :—

Province/Area	Population	Registered voters	Percentage
1	2	3	4
(1) The Federal Capital	3,40,286	1,89,196	55.60%
(2) Punjab	4,72,92,441	2,88,50,735	61.00%
(3) Sind	1,90,28,666	1,05,30,893	55.34%
(4) NWFP	1,10,61,328	59,38,676	53.69%
(5) Baluchistan	43,32,376	23,60,356	54.48%
TOTAL :—	8,20,55,097	4,78,69,856	58.34%

45. The percentage of registered voters in relation to population was 58.34% which appears to be reasonable. Perfection can not be claimed in a man-made document but, judging from all standards of comparison, the percentage of 58.34% was a fair reflection of the total voting strength of persons who were of the age of 21 years and above. The percentage of registered voters further indicates that no large scale over-enumeration or omission had taken place in the country as a whole.

46. Population and voting strength of the Muslims and non-Muslims, as registered in 1986-87, appears in the following Table:—

Voters by Religion	1981 Population	Voters registered in 1987	Percentage of voters to population
1	2	3	4
(1) Muslims	7,92,59,649	4,65,09,992	58.68%
(2) Christians	13,04,495	6,57,759	50.42%
(3) Hindus and Scheduled Castes	12,75,291	6,94,330	54.44%
(4) Sikhs, Budhists, Parsis and other non-Muslims	1,12,291	5,216	4.64%
(5) Quadianis	1,03,271	2,559	2.48%
TOTAL:—	8,20,55,097	4,78,69,856	58.34%

47. Out of 4,78,69,856 registered voters, the number of male voters was 2,56,98,002 and the number of female voters was 2,21,71,854. The percentage of male voters was 53.68% and the percentage of female voters was 46.32% of the registered voters.

48. The Constitution requires that elections to the National Assembly and the Provincial Assemblies shall be held on the basis of separate electorates for the Muslims and the non-Muslims. For the purpose of elections, the minority communities stand divided by the Constitution into four groups, viz : (1) the Christians, (2) Hindus and Scheduled Castes, (3) Sikh, Budhist and Parsi communities and other non-Muslims and (4) Quadianis. Pursuant to the Constitutional provisions, the Commission prepared new rolls separately for each group of the non-Muslim voters and for the sake of distinction, the rolls were printed in different colours as per detail given below:—

(1) Muslim voters

— White

- | | | |
|--|---|--------|
| (2) Christian voters | — | Pink |
| (3) Hindus and Scheduled Castes voters | — | Blue |
| (4) Sikh, Budhist, Parsi and other non-Muslim voters | — | Yellow |
| (5) Quadiani voters | — | Green |

49. The electoral rolls of all the five categories of voters, both male and female, of an electoral unit were grouped together in the form of a book in the above order. In cases where no voter of a particular category of the non-Muslims was registered, a certificate to that effect was invariably recorded on the paper of prescribed colour and added to the relevant roll. Similar certificates were also appended to the rolls in case of "Be-Chiragh" areas. Outer cover or the title page of the roll of each unit indicated particulars of the electoral unit and a list of the voting strength of each category of voters. In other words, the new roll is a self-contained register of voters of an electoral unit.

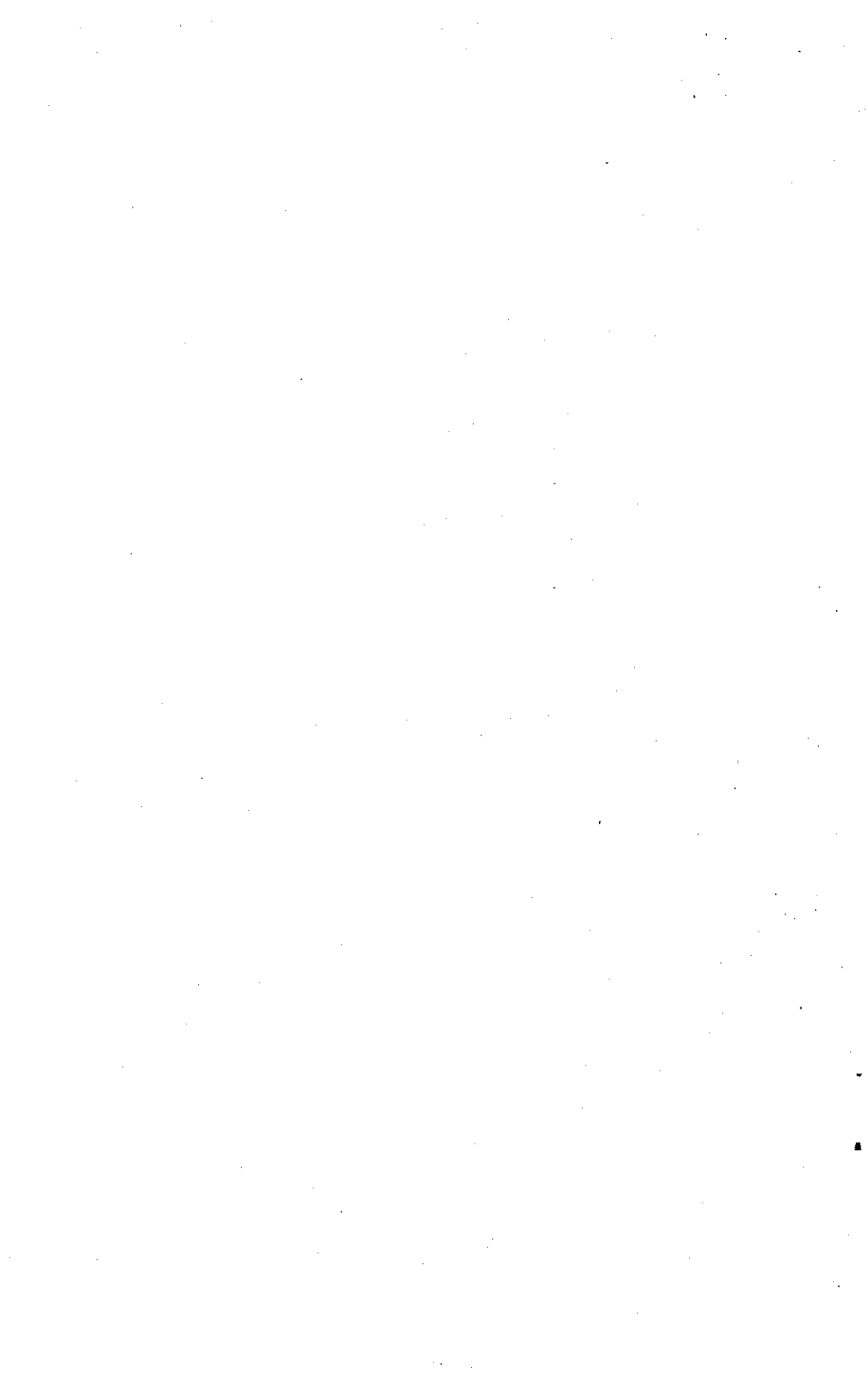
50. Taking advantage of the past experience, a much smaller but well defined area was adopted as a basic unit for the preparation of the electoral rolls. Subsequent addition of new names at the end of the rolls of the same locality has been made possible. This arrangement was made with a view to facilitating assignment of voters of the same locality or area to one and the same polling station on the eve of the polls. This was not possible previously because of larger size of the basic unit.

51. The quality and typography of the previous electoral rolls was generally considered to be faulty for sub-standard calligraphy and printing. The new rolls were uniformly printed on a better quality paper, in manageable foolscap size, in accordance with the style, specification and typography which was prescribed by the Commission and circulated to the printers before-hand.

Updating, maintenance and sale of electoral rolls

52. Amendment to the electoral rolls is a continuous process under section 18 of the Electoral Rolls Act, 1974. The electoral roll has to be updated, maintained and kept in a state of readiness for use in elections. Keeping in view the importance of this voluminous national document, the process of its updating, maintenance and sale was streamlined on a scientific basis.

Elaborate procedure was devised for this purpose in a broucher titled "Usage & Maintenance of Electoral Rolls" which was published in Urdu for the first time and supplied to the field offices of the Commission.



CHAPTER — IV

ELECTION TO THE SENATE

Term of office of Senators

The Senate of Pakistan (Upper House of the Parliament) consists of 87 members who were elected in March, 1985 in accordance with the system of proportional representation by means of a single transferable vote. Clause (3) of Article 59 of the Constitution provides that the Senate shall not be subject to dissolution but the term of its members, who shall retire as follows, shall be six years:—

- (a) Of the fourteen members elected from each Province against the general seats, seven shall retire after the expiration of the first three years and seven shall retire after the expiration of the next three years.
- (b) Of the five members elected from each Province against the special seats for 'Ulema', technocrats and other professionals, two members shall retire after the expiration of first three years and three shall retire after the expiration of next three years.
- (c) Of the eight members elected from the Federally Administered Tribal Areas, four shall retire after the expiration of first three years and four shall retire after the expiration of the next three years.
- (d) Of the three members elected from the Federal Capital, one shall retire after the expiration of first three years and two shall retire after the expiration of the next three years.

2. The members of the Senate elected in 1985 were, therefore, required to be divided in two groups: the first group having three years' term of office and the second group having six years' term of office. The term of 41 members

was to be determined as three years and the term of 46 members was to be determined as six years, as would appear from the following table:—

Province/Area	General seats			Special seats			Term of office			Total
	Total	3 years term	6 years term	Total	3 years term	6 years term	3 years term	6 years term	6 years term	
1	2	3	4	5	6	7	8	9	10	
Punjab	14	7	7	5	2	3	9	10	19	
Sind	14	7	7	5	2	3	9	10	19	
N-W.F.P.	14	7	7	5	2	3	9	10	19	
Baluchistan	14	7	7	5	2	3	9	10	19	
Federal Capital Islamabad	3	1	2	—	—	—	1	2	3	
FATA	8	4	4	—	—	—	4	4	8	
TOTAL:—	67	33	34	20	8	12	41	46	87	

Procedure for drawal of lots

3. Section 82A of the Senate (Election) Act, 1975 provides that the Chief Election Commissioner shall draw lots to divide the members of the Senate into two groups in the prescribed manner. The manner for drawing of lots was neither prescribed in the Senate (Election) Act, 1975 nor in the Senate (Elections) Rules, 1975. After careful consideration, a detailed procedure for that purpose was prescribed and notified in the official Gazette *vide* S.R.O. 33(1)/88 dated the 19th January, 1988, as under:—

- (a) The proceedings shall be held in the presence of the Senators or their authorized representatives and such press and media representatives as may wish to attend;
- (b) identical slips containing the names of the Senators printed in english shall be used;
- (c) another set of identical slips containing the words "First Group — Three years' Term" and the words "Second Group — Six years' Term" printed in English shall be used;

- (d) the lots shall be drawn in the following alphabetical order of Urdu language :—
- (i) Baluchistan.
(general seats and special seats),
 - (ii) Punjab.
(general seats and special seats),
 - (iii) Sind.
(general seats and special seats),
 - (iv) North-West Frontier Province.
(general seats and special seats),
 - (v) Federal Capital,
 - (vi) Federally Administered Tribal Areas;
- (e) the drawal of lots shall take place separately for the general seats and the special seats of each Province;
- (f) two baskets or cartons, with lids, shall be placed in front of the Chief Election Commissioner, visible to the audience. One of the baskets, labelled as "Names", shall be utilized to contain the slips bearing names of the Senators and the other basket, labelled as "Term of office", shall be used for containing the slips indicating the term of office. Lots in respect of the Senators elected from the general seats of a Province shall be drawn first. One person from amongst the audience shall be invited at random by the Chief Election Commissioner to read out loudly the name printed on a slip and then fold that slip and put it in the basket meant for names. In this manner, the slips containing names of all the fourteen Senators elected to general seats from a Province shall be put in the concerned basket or carton and covered with lid. Thereafter, seven slips indicating "First Group—Three years' Term" and seven slips indicating "Second Group — Six years' Term" shall be picked up, read out loudly, folded and put in the basket labelled as the "Term of Office" and covered with lid. Both the baskets will be shaken well to reshuffle the slips placed therein in order to avoid any chance of identification;
- (g) another person from amongst the audience shall be asked by the Chief Election Commissioner to pick up one slip from each of the

two baskets turn by turn to make a pair *i.e.* the name of a Senator and his group and term of his office which shall be read out by that person and duly recorded by an officer of the Commission, signed and announced by the Chief Election Commissioner. The Senator concerned may also append his signatures against the entry of his name if he so desires. This process shall be repeated till all the slips in the baskets are exhausted;

- (h) thereafter, the slips containing the names of five Senators elected from the special seats of that Province shall be read out loudly, folded and put in one basket. In the other basket, two slips containing the words "First Group — Three Years' Term" and three slips containing the words "Second Group — Six years' Term" shall be read out, folded and put in the basket. The folded slips shall be reshuffled in the respective baskets to avoid identification and the process of drawing of lots, as in the case of the Senators from the general seats, shall be repeated;
- (i) in case of the Senators from the FATA, eight identical slips bearing names of the Senators shall be put in one basket and in the other basket four slips containing the words "First Group — Three years' Term" and another four slips containing the words "Second Group — Six years' Term" shall be put in the same manner as in case of the Senators from a Province. The process of reshuffling, picking up of the slips and the announcement of the result of the lots by the Chief Election Commissioner shall be the same as laid down for a Province;
- (j) In case of the Federal Capital, three identical slips containing the names of three Senators shall be put in one basket. In the other basket, one slip containing the words "First Group — Three years' Term" and two slips containing the words "Second Group — Six years' Term" shall be put. Each basket shall be covered with lid and reshuffled thoroughly to avoid identification. The rest of the process shall be the same as for the Provinces and the FATA; and
- (k) in case of drawal of lot for a vacant seat, the name of the person originally elected to that seat, and the name of the person succeeding him as a result of bye-election, if any, alongwith the words "seat vacant" shall appear on the slip to be put in the

basket labelled as "Names" and the lot shall thereafter be drawn. The Chief Election Commissioner shall record the term of office against the vacant seat having been drawn in the lot and this term of office shall be term of office of the person subsequently elected to fill this seat".

Drawal of lots

4. The Chief Election Commissioner was thus in a position to hold proceedings for drawal of lots in accordance with the prescribed procedure. He accordingly decided to draw lots in the Parliament House, Islamabad, on January 30, 1988 and the following notification to that effect was issued on January 1, 1988:—

"No. F. 10(1)/86-Cord.—In pursuance of sub-section (1) of section 82A of the Senate (Election) Act, 1975 (LI of 1975), the Chief Election Commissioner is pleased to notify that the drawal of lots for the purpose of dividing the Members elected to the Senate from the Federal Capital, the Federally Administered Tribal Areas and the Provinces of the Punjab, Sind, Baluchistan and the North-West Frontier into two groups under clause (3) of Article 59 of the Constitution shall be held by him in the Parliament House, (Committee Room No. 2), Islamabad, at 10.00 A.M. on the 30th January, 1988".

5. The proceedings for drawal of lots took place at the Parliament House, Islamabad, on the due date, in the presence of a large number of the Senators, including the Chairman and Deputy Chairman, and the press representatives. The proceedings were also televised at the request of the Chief Election Commissioner for record and reference.

Term of office notified

6. The names of the Senators and term of their office, as determined by drawal of lots, were notified in the official Gazette the same evening. The term of three years of 41 Senators was due to expire on March 20, 1988 and the term of six years of the remaining 46 Senators would expire on March 20, 1991.

Election to resultant vacancies

7. In order to fill the seats to be vacated in the Senate by the first group of Senators on March 20, 1988, the following schedule of election was notified on January 21, 1988 :—

- | | | |
|-----|---|---|
| (a) | Nomination of candidates | 11-2-1988 |
| (b) | Scrutiny of nomination papers | 13-2-1988 |
| (c) | Last date for withdrawal of candidature | 25-2-1988 |
| (d) | Polling day | 3-3-1988 |
| (e) | Place of poll :— | |
| | (1) Punjab | Provincial
Assembly Building,
Lahore. |
| | (2) Sind | Provincial
Assembly Building,
Karachi. |
| | (3) NWFP | Provincial
Assembly Building,
Peshawar. |
| | (4) Baluchistan | Provincial
Assembly Building,
Quetta. |

Appointment of Returning Officers

8. The following Returning Officers were appointed for holding election to the seats noted against their names :—

- | | | |
|-------|---------------------------------------|---|
| (i) | The Provincial Election Commissioners | For the general and special seats of their respective Provinces |
| (ii) | The Joint Secretary (Elections) | For the seats of the Federally Administered Tribal Areas |
| (iii) | The Secretary, National Assembly | For the seats of the Federal Capital |

Nomination from the Provinces

9. In all 59 candidates filed nomination papers for 36 seats from the Provinces. Of these, 46 candidates were nominated for 28 general seats and 13 persons were nominated for 8 special seats, as per detail given below:—

Province	General seats		Special seats		Total	
	No. of seats	Candidates	No. of seats	Candidates	No. of seats	Candidates
1	2	3	4	5	6	7
Punjab	7	13	2	6	9	19
Sind	7	12	2	3	9	15
NWFP	7	12	2	2	9	14
Baluchistan	7	9	2	2	9	11
TOTAL:—	28	46	8	13	36	59

Election from the Punjab

10. There were thirteen candidates for seven general seats of the Punjab. As a result of withdrawal of candidature by four candidates and retirement of two candidates from the contest, seven validly nominated candidates were left in the field for seven general seats. Since the number of contesting candidates was equal to the number of seats, all of them were declared to have been elected unopposed.

11. Out of six candidates for two special seats, two candidates withdrew their candidature and two candidates retired from the contest. The remaining two contesting candidates were consequently declared elected to the Senate as a result of uncontested election.

Election from Sind

12. The total number of candidates for seven general seats of Sind was twelve. As a result of withdrawal of candidature by three candidates, nine contestants were left in the field. The poll was held on March 3, 1988, and seven candidates securing the highest number of votes were declared elected to the general seats.

13. As against two special seats, three persons had filed nomination papers. None of them withdrew from the contest. The poll was held on March 3, 1988, and of the candidates securing the requisite quota of votes were elected.

Election from N-W.F.P.

14. Twelve persons filed nomination papers for election to seven general seats from the NWFP. One of the validly nominated candidates withdrew his candidature. The election was contested by eleven candidates on March 3, 1988.

15. In case of election to two special seats, only two persons had filed nomination papers and they were declared elected unopposed.

Election from Baluchistan

16. For seven general seats from Baluchistan, there were eleven candidates. The nomination papers of two candidates were rejected. None of the validly nominated candidates withdrew from the contest. The election was contested by nine validly nominated candidates on March 3, 1988.

17. For election to two special seats, two persons filed nomination papers. The nomination papers of one candidate were rejected and the remaining one candidate was declared elected unopposed. Election to one unfilled seat was also held subsequently according to fresh schedule.

Election from FATA

18. In case of election to four seats from the FATA, the members of

the National Assembly from these areas formed the electoral college. There were then seven Members of the National Assembly in position instead of eight. Consequently, seven MNAs were able to propose and nominate only three candidates as one member of the National Assembly was, under the law, required to propose or nominate only one candidate to the Senate. Only 3 persons could thus file nomination papers for 4 seats and they were declared elected unopposed. Fourth seat remained unfilled. Election to this seat was also held subsequently.

Election from the Federal Capital

19. In all, three candidates filed nomination papers for one seat from the Federal Capital. Election was held under the Senate (Election of Members from the Federal Capital) Order, 1988, (P.O. No. 3 of 1988) and the name of the candidate returned from the Federal Capital was notified on March 20, 1988.

Completion of the process

20. The process of election to the Senate was thus completed and the names of the returned candidates from the Provinces and FATA were notified by the Commission on March 7, 1988, enabling them to make oath of their office as Senators in place of the Senators retiring on March 20, 1988, on the completion of their term of three years.

21. With the culmination of the process of drawing of lots and holding of election to the resultant vacancies, the cycle of six years' term of office for all members of the Senate was set in motion.

CHAPTER — V

REGISTRATION OF POLITICAL PARTIES

The Political Parties Act, 1962 (Act III of 1962) was promulgated on July 15, 1962 for the formation and regulation of political parties and amended in 1963, 1975, 1976, 1977, 1978, 1979, 1985 and 1988 for the purposes mentioned in the various amending ordinances.

2. Every political party was required to account for the source of its funds in accordance with the law as envisaged by clause (3) of Article 17 of the Constitution. No law was, however, enacted to make it mandatory for the political parties to render their accounts to audit.

3. The concept of registration of political parties and the manner of filing the statements of finances and accounts by the political parties for audit were simultaneously embodied in the Political Parties Act, 1962, by adding sections 3A and 3B through the Political Parties (Amendment) Ordinance, 1979, promulgated on August 30, 1979 and section 3C by Ordinance No. LIII of 1979, promulgated on 7th October, 1979.

4. Under the amended law, a political party was required to make application to the Election Commission for registration, along with copies of the foundation document or the party constitution, within a specified period. The Commission registered the political party applying for registration, after satisfying itself that—

- (a) the accounts of the party were subjected to audit ;
- (b) the party had published a formal manifesto, the party's foundation document, giving its aims and objectives and providing therein for election of its office bearers to be held periodically ;
- (c) the party had undertaken to publish any amendment to its manifesto or foundation document as and when such an amendment was made ; and