



## Use of State Resources for Political Campaigns

Pre-U30/14-April-2013

# Government offices, buildings used in political campaigning

## Introduction

This report highlights the use of state resources by political parties and candidates for election campaigns in various National Assembly (NA) constituencies around the country. It has been prepared from information gathered by Free and Fair Election Network's (FAFEN's) Constituency Long-Term Observers (CLTOs) from March 24 to April 2, 2013. FAFEN CLTOs are tasked to observe the participation of government officials in political activities and whether there is any campaign material, such as party flags, banners, posters, stickers and wall chalking, on or in the premises of government offices. They also observe announcements of development schemes as part of campaigning.

## Summary

FAFEN observers noted inappropriate use of state resources in nine districts (12 NA constituencies) of Punjab, five districts (six constituencies) in Sindh, three in Khyber Pakhtunkhwa (KP), and one each in Balochistan and Federally Administered Tribal Areas (FATA).

FAFEN observers witnessed six government officials seeking votes for candidates in five constituencies, including two in Sindh, two in Punjab, and one in Balochistan. Two instances involved campaigning for PPPP candidates, two for independent candidates, and one each for candidates of Muttahida Qaumi Movement (MQM) and Jamaat-e-Islami (JI).

In 15 NA constituencies, FAFEN observers noted 16 instances of campaign materials on the front walls of government buildings and 10 instances of campaign materials inside various government properties. Eight cases were in Punjab, four in Sindh, two in KP and one in FATA. The materials of Jamiat Ulema-e-Islam-Fazlur Rehman (JUI-F) and independent candidates were seen outside state property most frequently, while Pakistan Peoples Party Parliamentarians (PPPP) had campaign material inside government buildings most frequently.

## Legal Framework

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

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

Article 14 of the Code stipulates that "no candidate or any person on his behalf shall, openly or in secret, give any subscription or donation, or make promise for giving such subscription or donation, to any institution of their respective constituency or to any other institution."

Three new development schemes were announced by a representative of PPPP in one constituency of KP and of Pakistan Muslim League (PML) in two constituencies in Punjab.

The following table summarizes FAFEN's observation of the use of state resources for political purposes from March 24 to April 2, 2013:

Participation of Government Officials in Political Campaigns			
Province	District	Constituency	Constituency Name
Punjab	Mianwali	NA-71	Mianwali-I
	Faisalabad	NA-78	Faisalabad-IV
Sindh	Kamber Shahdadkot	NA-206	Kamber Shahdadkot
	Shaheed Benazirabad	NA-214	Nawabshah-II
Balochistan	Mastung	NA-268	Kalat-cum-Mastung
Use of Government Buildings for Campaign Material			
Punjab	Bhakkar	NA-73	Bhakkar-I
		NA-74	Bhakkar-II
	Gujrat	NA-105	Gujrat-II
	Narowal	NA-116	Narowal-II
	Kasur	NA-141	Kasur-IV
		NA-143	Okara-I
	Okara	NA-144	Okara-II
Sahiwal	NA-160	Sahiwal-I	
Sindh	Kamber Shahdadkot	NA-207	Larkana-cum-Shikarpur-cum-Kamber Shahdadkot
	Jamshoro	NA-231	Jamshoro
	Dadu	NA-233	Dadu-II
	Karachi West	NA-240	Karachi West-II
KP	Tor Ghar	NA-21	Mansehra-II
	Tank	NA-25	Dera Ismail Khan-cum-Tank
FATA	Khyber Agency	NA-45	Tribal Area-X
Initiation of Development Schemes			
Punjab	Bahawalpur	NA-186	Bahawalpur-IV
		NA-187	Bahawalpur-V
KP	Dera Ismail Khan	NA-24	Dera Ismail Khan

## 1. Government Officials' Participation in Political Activities

FAFEN observers witnessed six government officials seeking votes for candidates in five constituencies, including two in Sindh, two in Punjab, and one in Balochistan. Two instances involved campaigning for PPPP candidates, two for independent candidates, and one each for candidates of MQM and JI.

In Kamber Shahdadkot (NA-206), the observer saw an official of Polytechnic College seeking vote for an independent candidate, while a Health Department official was seen seeking votes for an MQM candidate in the same area.

The observer in Shaheed Benazirabad (NA-214) saw the District Coordination Officer (DCO) having a private meeting with a PPPP candidate, and the observer in Faisalabad (NA-78) reported that the patrolling police personnel were seeking votes for an independent candidate.

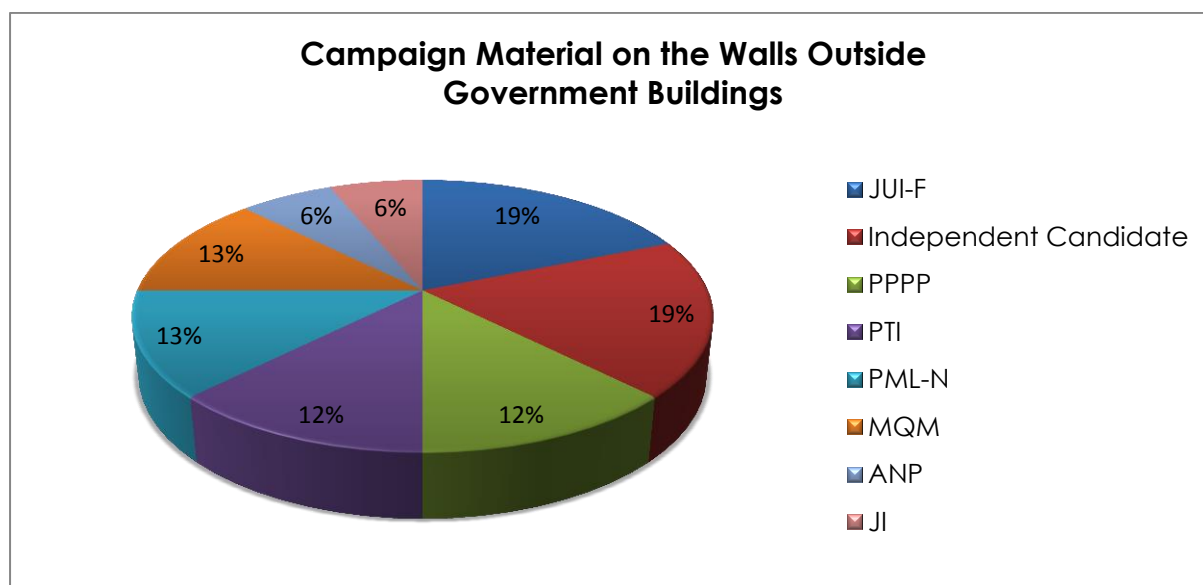
In Mianwali (NA-71), the observer saw a Government Boys High School principal seeking votes for a candidate of JI, while another education department official was seen seeking votes for a PPPP candidate in Mastung (NA-268).

## 2. Use of State Resources for Political Campaigns

### 2.1 Campaign Material on the Walls Outside Government Buildings

FAFEN observers saw 16 campaign materials (five banners, five posters, three wall chalking, two flags and one hoarding) on the walls outside government buildings in nine constituencies. Four constituencies are in Punjab, three in Sindh, one in KP and one in FATA.

JUI-F and independent candidates had the highest number (three each) of campaign material outside state buildings, followed by PPPP, Pakistan Muslim League-Nawaz (PML-N), Pakistan Tehreek-e-Insaf (PTI) and MQM (two each), and JI and Awami National Party (ANP) (one each).

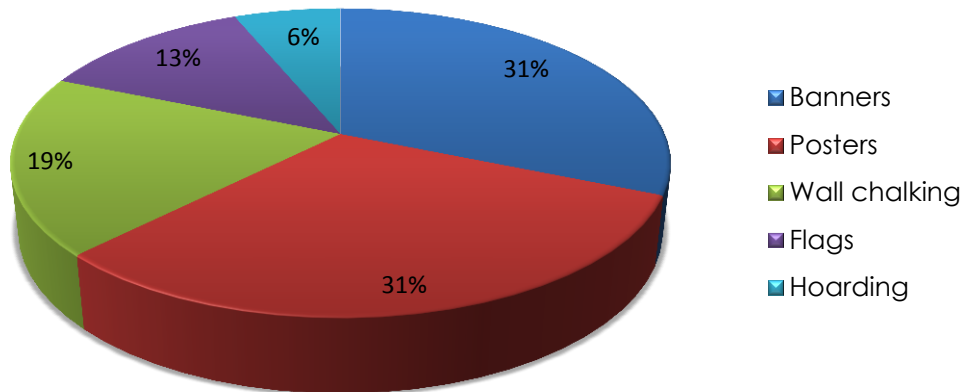


FAFEN observers reported seeing three banners of independent candidates on the walls of railways and education offices in Khyber Agency (NA-45), while ANP's banner was seen on the Education Department's office wall in the same constituency. In Tank (NA-25), the observers saw a wall chalking of JUI-F on a grid station.

The observer in Okara (NA-144) saw the same party's hoarding and poster on a women's college and high school respectively. The same observer also saw PML-N's poster on Deputy Superintendent of Police (DSP) office wall, while the observer in NA-143 (also in Okara) saw PML-N and PTI posters outside the District Council Building. Meanwhile, the observer in NA-105 saw a PTI flag on the wall of Gujrat Electric Power Company office.

FAFEN observers saw PPPP's banner on the Town Municipal Administration (TMA) office wall in Dadu (NA-233) and a wall chalking on a local government office in Jamshoro (NA-231). JI also had its poster on the police department's office in Jamshoro, while MQM's flag and poster were seen on the walls of the town office in Karachi West (NA-240) and TMA Office in Sahiwal (NA-160).

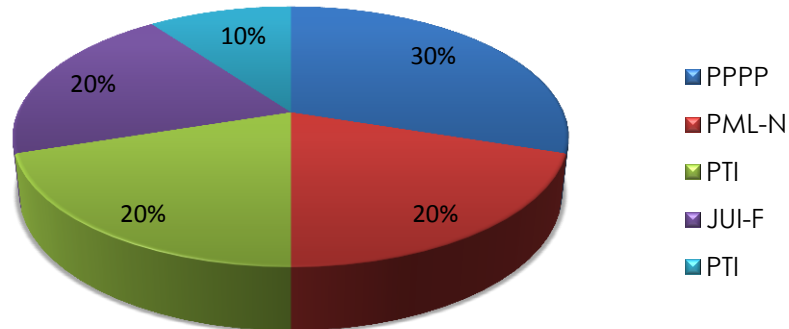
### Types of Campaign Material on Government Buildings



### 2.2 Campaign Material Inside Government Buildings

FAFEN observers reported seeing 10 campaign materials (four posters, two wall chalking, two banners, one hoarding and one flag) of five political parties inside government buildings in six constituencies. PPPP had its campaign material inside three government buildings, followed by MQM, PML-N and JUI-F (two each) and PTI, which had its campaign material inside one office.

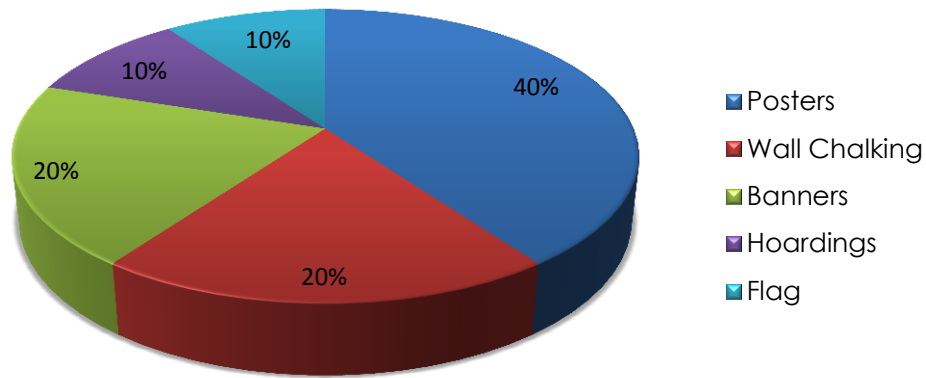
### Campaign Material Inside Government Offices



FAFEN observers reported seeing PPPP's banner and wall chalking at the police department and local government office in Jamshoro (NA-231) and another banner inside the TMA Office in Dadu (NA-233). PML-N's poster was seen inside the District Council Building in NA-143 and DSP office in NA-144, both of which are located in Okara.

The observer in NA-144 saw PTI's wall chalking inside a government postgraduate college and JUI-F's poster and hoarding inside a government high school and women's college. Meanwhile, observers in Sahiwal (NA-160) and Karachi West (NA-240) saw MQM's posters and flags in the TMA and town office, respectively.

### Types of Campaign Material Inside Government Offices



### 3. Development Schemes

CLTOs also observed the initiation of development schemes by political leaders. FAFEN observers noted the inauguration of a new road by a PPP leader in Dera Ismail Khan (NA-24), which is estimated to benefit at least 5,000 people.

In addition, the observer in Bahawalpur (NA-187) saw the inauguration of a new electricity supply line by a PML leader which will benefit at least 1,000 people. The same leader launched another electricity supply project in NA-186, also in Bahawalpur, which will benefit another 150 people once completed.

### Recommendations

Based on its repeated observations of state employees and resources involved in political campaigning, FAFEN reiterates its recommendations that:

1. ECP should take strict and equitable action against parties and candidates violating the Code of Conduct, including engagement of government employees in campaigning, posting political campaign materials on or in government property, and making promises of specific development schemes to induce voters.
2. Political parties and citizens should observe the conduct of public officials and use of public offices across the country and should promptly report any violations of the Code of Conduct to the ECP and other relevant authorities.

### About FAFEN

The Free and Fair Election Network (FAFEN), established in 2006, is a coalition of 42 leading civil society organizations working to strengthen all forms of democratic accountabilities in Pakistan. Governed by the Trust for Democratic Education and Accountability (TDEA), FAFEN also implements robust programs in-between elections related to monitoring parliamentary affairs, connecting constituents to their elected representatives, monitoring the performance of public and elected institutions and advocating electoral and democratic reforms.

## **FAFEN Election Program**

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

## **FAFEN Election Observation Methodology**

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

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