



USAID
FROM THE AMERICAN PEOPLE

PAKISTAN LEGISLATIVE STRENGTHENING PROJECT

Quarterly Report (January 1 - March 31, 2009)

Contract No. DFD-I-00-04-00129-00
(15th Quarterly Report for Task Order 01)

April 2009

This report was produced for submission to the United States Agency for International Development. It was prepared by Development Alternatives, Inc., submitted by Christopher Shields, Chief of Party.

Development Alternatives, Inc.

Quarterly Report (January 1 – March 31 2009)

Contract No. DFD-I-00-04-00129-00

(15th Quarterly Report for Task Order 01)

This quarterly report is submitted to the Project CTO Humaira Ashraf of the Office of Democracy and Governance of USAID-Pakistan Mission under the guidelines as stated in Clause A.6 of the contract.

Table of Contents

I. OVERVIEW	4
II. CROSS-CUTTING AND SUPPORTING TASKS	5
III NATIONAL AND PROVINCIAL-LEVEL PROGRAMMING	6
INTRODUCTION AND SUMMARY	6
COMPONENT 1: Representation Improved	7
COMPONENT 2: Improved Lawmaking	11
COMPONENT 3: Oversight/Accountability	15
COMPONENT 4: Improved Management/Infrastructure	18
IV. COOPERATION WITH OTHER DONORS	21
V. ADMINISTRATIVE MATTERS	22
VI. CHALLENGES ENCOUNTERED AND REMEDIAL SOLUTIONS	23
Appendix 1: Project Background	25
Appendix 2: PMP Results Narrative	26
Appendix 3: FATA Caucus Report	30
Appendix 4: Committee Chairs Session Documents*	34
Appendix 5: Survey Findings*	38

* Some or all documents of this Appendix are attached Electronically

I. OVERVIEW

During this quarter, PLSP formally hired the Executive Director of the Pakistan Institute of Parliamentary Services (PIPS) and established his interim offices and support staff. PIPS is now fully engaged as a PLSP partner in training and research, including joint preparations with the Senate and UNDP for New Member Orientation expected after the March 2009 Senate elections, which resulted in 50 percent turnover.¹

The Project also completed phase I of strategic planning, which produced detailed Strategic Planning Frameworks for Punjab and NWFP Assemblies, and conducted strategic planning orientations for Balochistan and Sindh Assemblies. The National Assembly Speaker also formally nominated its SP Committee. This is the first such instance in the democratic history of Pakistan where members and secretariat staff have come together to develop an institutional strategic framework to spell out the needs of their Assemblies through a long-term, viable planning document.

PLSP conducted the first meeting of National Parliament members from the Federally Administered Tribal Areas, who unanimously agreed to form a formal FATA Caucus to improve lawmaking and oversight of development and security issues affecting the region.

The Project fully engaged the Chair and Secretariat of the National Assembly Public Accounts Committee, which culminated in a meeting with a PAC subcommittee on Donor Coordination, the Auditor General of Pakistan, the Asian Development Bank and the project and USAID. PLSP has begun to deliver on an agreed package of assistance including development of the PAC Website and assessment of the PAC and its Secretariat, which will be completed during the next quarter. Finally, the project obtained input from parliamentary leadership and other stakeholders to produce a draft scope of work for a possible project extension until May 2009.

Following the launch of the Women Caucus in Punjab Assembly in February – and in the midst of the Strategic Planning Retreat outside Lahore for Punjab and NWFP Assemblies – the Supreme Court of Pakistan announced its decision to disallow PML-N leader Nawaz Sharif and his brother Shabaz Sharif -- Punjab's chief minister – from holding public office. This resulted in Governor Rule of Punjab and set President Zadari and his main political rival on an extreme collision course. The quarter was marked by the threat of the Long March, which was aborted before coming to Islamabad, and by political horse trading which continues as an aftermath of the break between the PPP and PML-N coalition in the Punjab Assembly.

While the project was able to complete the Strategic Planning, other planned activities in Punjab – including training and advanced work with the Women Caucus - were on hold due to the Assemblies' suspension. Instability in and near Peshawar continues to make project travel difficult to NWFP, although the program continues through the work of the Provincial Coordinator.

¹ The Senate of Pakistan held indirect elections in March 2009 for 50 of its 100 seats, resulting in a majority for the Pakistan People's Party. This results in 50% turn-over of the house, as Senators can only serve one consecutive term.

II *Crosscutting/Supporting Tasks*

Task 0.1 – Regular Meetings of the Legislative Development Steering Committees Instituted

National Assembly and Senate: The Project did not hold a National Parliament LDSC during this quarter. Several Senators on the LDSC were outgoing, and elections for the new Senate (and hence new nominations for the LDSC) were not held until the end of March. In addition, during the previous quarter, the LDSC had advanced key issues such as the PIPS bill, selection of the PIPS Director and the building design, while other key issues for National Parliament LDSC consideration – such as the establishment of the PIPS Board and the advancement of strategic planning – will be addressed during the next quarter. Instead, the project held a series of individual meetings with key stakeholders, including regular meetings with the Deputy Speaker of the National Assembly who Chairs the LDSC, as well as consultations on key issues with other members such as MNA Ayaz Sadiq with regards to activities with the Public Accounts Committee.

Punjab: The Project held an LDSC meeting on Jan 16, 2009. The Deputy Speaker chaired the meeting. The meeting was attended by COTR Humaira Ashraf in addition to PLSP staff. The meeting addressed the goals of the current extension, and discussed ideas for a future USAID project. The members raised the desire for support on digitalization of laws; exchange visits/study tours, printing of an annual diary for members and video conferencing equipment to facilitate exchange amongst the Assemblies. Most of these ideas have since been incorporated into strategic plans or proposed for the next extension. Minutes of the meeting are attached in Appendix III.

Balochistan, Sindh and NWFP: Except in Punjab, the Project did not hold LDSC meetings in the Provincial Assemblies. Instead the focus was on meetings of the Strategic Planning committees as this was a priority activity. To better facilitate the strategic planning process, many of LDSC members of the respective assemblies were appointed to serve on the Strategic Planning Committees, maximizing their effectiveness.

Task 0.2 – Coordination of Project Activities with Secretaries

The Final Report of the December 2008 Secretaries Conference was distributed to all stakeholders. In addition, each Assembly Secretary was consulted regarding plans for a project extension, including equipment and capacity building needs and their relationship to draft strategic planning documents. The Secretaries of Balochistan and Sindh are also members of the respective Strategic Planning Committees.

Task 0.3 – Project Monitoring and Evaluation

A quarterly update of Monitoring and Evaluation of PLSP results is appended, along with a qualitative narrative.

III. NATIONAL AND PROVINCIAL LEVEL PROGRAMMING

INTRODUCTION AND SUMMARY

This quarter's highlights include major advancements on the realization of a professional, state of the art training and research institution to serve all the Assemblies, including the hiring and orientation of the PIPS Executive Director and continued cooperation on the design of the PIPS building and PIPS organization.

A second focus was on preparations for a five-month strategic planning process in each Assembly. All houses but the Senate, who just completed elections by the end of the quarter, selected their Strategic Planning Committees. Orientations on the process were held in all provincial houses, and a strategic planning retreat followed for Punjab and NWFP. PLSP completed arrangements for a retreat for Sindh and Balochistan for the first week of April.

In the meantime, the project continued to manage the PIPS interim facility at the Parliament Lodges, providing research support services and utilizing the facility for continued capacity building of members and staff. In terms of training activities, PLSP launched its work with committees, hosting orientations for the new Chairs in three provincial houses and the National Assembly. Intensive training with committees was not completed, as most houses still have not named the majority of their committee Chairs. In cooperation with the Senate Secretariat and UNDP, the project completed plans and training curriculum for the new Senator Orientation to begin in April.

Key Activities and Accomplishments

Improved Representation

- Over the previous quarter, the average number of total unique visitors to the Websites continued to increase by 20 percent, from 11,200 per month to almost 14,079 per month.
- Agreed upon content for PAC Website design.

Improved Law-making and Oversight

- National Parliament Extended FATA Parliamentary Group (FATA Caucus) was initiated under the leadership of Deputy Speaker.
- The Punjab Assembly officially launched the Women Caucus in presence of the majority of the women members, the Speaker and USAID.
- Three committee receptions were held to orient committee chairs on key functions of standing committees in Punjab, NWFP and the National Assembly. A total of 59 committee chairs attended these receptions, which represents 2/3 of the Chairs elected by that period.
- Development plan solidified with National Assembly Public Accounts Committee Members and staff; PAC Website initiated.

Improved Infrastructure and Management

- Strategic planning was launched in all Provincial Assemblies, and two Assemblies completed their strategic planning framework.

The following local short-term consultants completed assignments during the quarter:

- Former NA Speaker Mr. Fakhar Imam, who helped facilitate strategic planning.
- Mr. Imran Rivzi of KZR Associates, for strategic planning facilitation.

Summary of Plans for Next Quarter

- Complete final Strategic Plans for all houses.
- Conduct member orientation for new Senators elected in March 2009.
- Finalize short-term tasks under the current extension.
- Support key committees, beginning with the Public Accounts Committee. We will support a Conference of Committee Chairs to reinvigorate recommendations for additional committee resources/powers and related Rules of Procedure changes.
- Launch Balochistan Website (continually postponed due to security and logistics issues related to USAID ability to travel to Quetta.)
- Launch new National Assembly Public Accounts Committee (PAC) Website.
- Launch Women Caucus in two Assemblies.

COMPONENT 1: Representation Improved

Summary and Impact

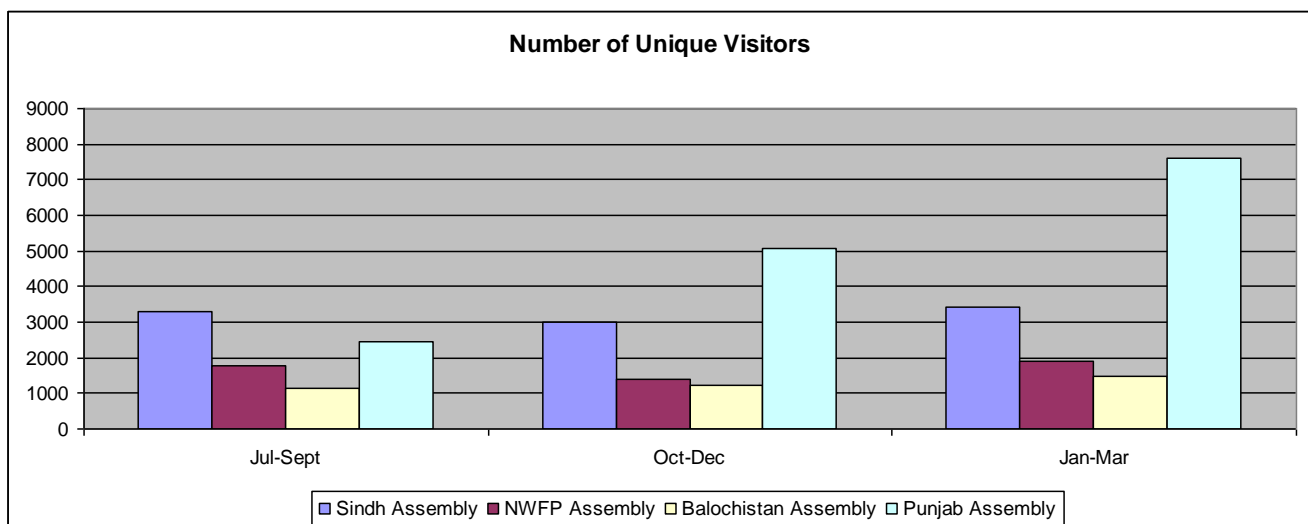
The project launched local and international tenders for telecasting for the National Assembly. The NA Secretariat did not provide the project necessary physical access to the Assembly hall required to obtain additional information for the bidders until the end of March. As such, vendor selection and installation will take place next quarter.

All Provincial Assembly Websites continued to show increased usage quarter over quarter, with the Provincial Assemblies accepting formal responsibility for continued management and updating of the sites.

Task 1.1 – Websites Development

The websites of the provincial assemblies are updated regularly as the assemblies meet, and a sizeable number of visitors are visiting these websites. Not only did each Assembly Website continue to grow each month (January – March) in terms of number of visitors, but overall the rate of usage is on average 20 percent higher than last quarter. In **Punjab and Sindh**, the Secretaries of the Assembly and the respective focal persons signed a document officially handing over responsibility of Website management and updating from the project to the Assembly.

In the **National Assembly**, PLSP progressed on the development of the PAC website, as outlined in Component Three.



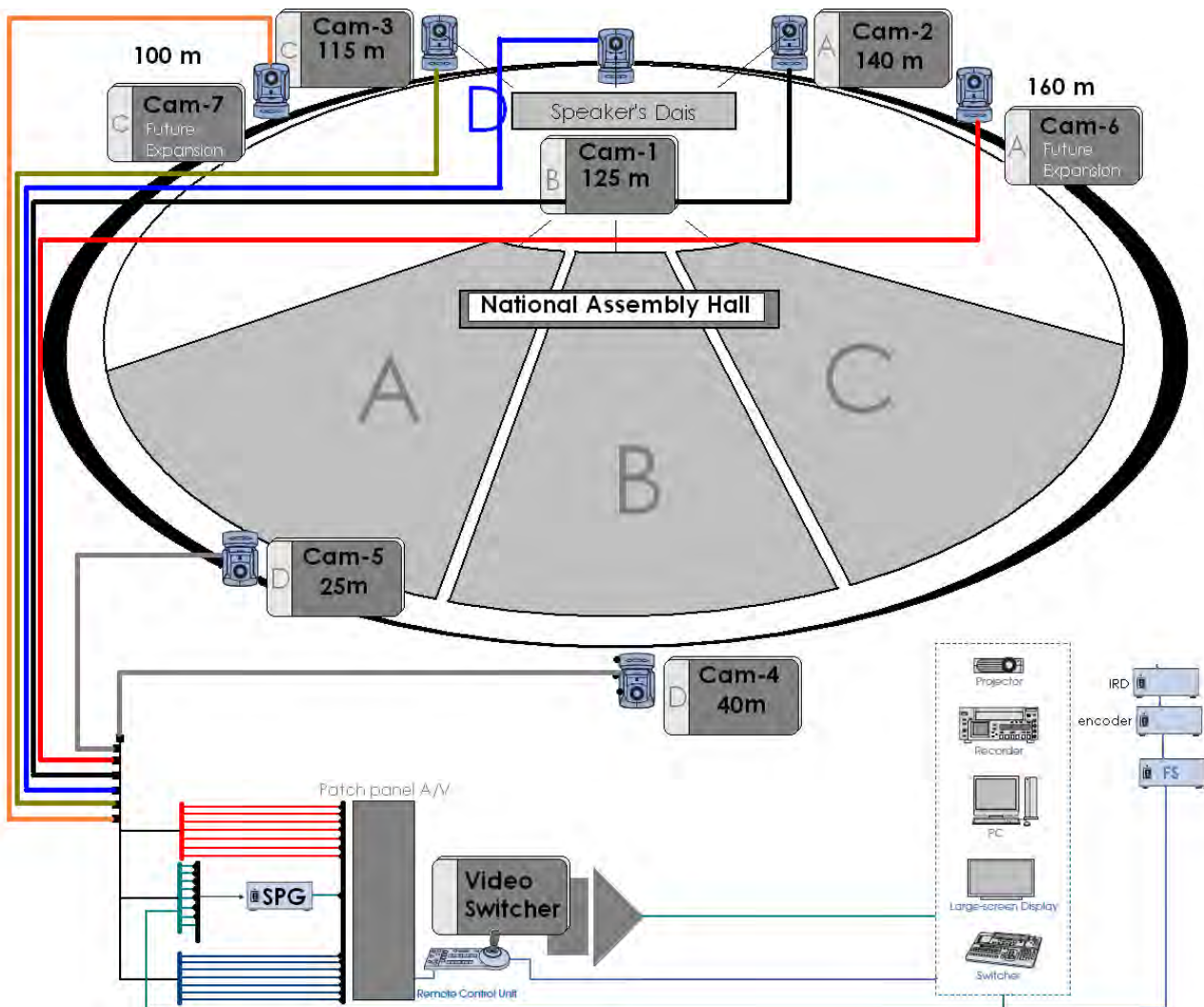
Task 1.2 – Broadcasting of Parliamentary Sessions

During the last quarter, PLSP began the procurement process for telecasting equipment both locally and internationally, based upon a recommended equipment list from the NA which was vetted and amended by our international parliamentary telecasting consultant. Initial local bids were opened in the presence of National Assembly representatives in March.

Owing to the size of the procurement, PLSP determined that a more formal public tendering process must be completed both locally and in the U.S. This process led to additional questions from the bidders regarding some of the specifications and the physical space allocation.

Only after repeated requests – including a direct request to the Deputy Speaker in his role as LDSC Chairman, was a PLSP consultant allowed into the Assembly Hall at the end of the quarter to obtain

the necessary information. A more detailed layout for installing the telecasting equipment was prepared immediately after obtaining this access. The layout comprises National Assembly Hall (power cable paths to walls, surface materials – where to run wires and how to mount cameras to wall), Control Room and media connection area.



The final bidding, procurement and installation will be completed during the next quarter.

Task 1.4 – Media Training

Media training was planned for five houses for this quarter, utilizing one or both of PLSP's proven trainers. Unfortunately, one of PLSP's media trainers was incapacitated, and after several rounds of negotiation, PLSP could not come to terms with the second trainer on a daily rate that met USAID regulations, as the Consultant failed to provide sufficient corroboration to justify approval of the waiver to award the requested daily rate. PLSP is examining other media trainers with similar qualifications and expects to hire a new trainer and complete this training in April.

Task 1.6 – Policy Dialogue and Related Activities

Local Government Reform: The DTW Project completed a series of dialogues and working groups to develop draft policies around local government reform in each province. These dialogues included some MPAs whose participation PLSP helped facilitate.

Since under the Sixth Schedule the President must provide consent for the local government policy reforms and draft legislation to be introduced, PLSP conducted a meeting with the DTW COP in February to advise him on the political and constitutional steps to undertake. We explained that no legislative steps can be taken – including introduction of policies or draft bills in Committees – without the prior approval of the national Executive. It is neither legally nor politically possible. PLSP advised DTW instead that they need to work through the Federal Ministry of Law to get the nod to go forward in the Provincial Assemblies. We offered to assist DTW make the necessary contacts and conduct a joint meeting. It also should be noted that even though the Sixth Schedule is set to expire in August 2009, it is possible the President will have it extended.

Electoral Reform: PLSP staff conducted a meeting with IFES personnel next steps for cooperation. During the quarter, several changes occurred on the Electoral front, including the unexpected naming of a new Director for the ECP. Additionally, PLSP agreed to again assist IFES in distributing their Election Tribunal Report via the national and provincial resource centers.

Publications

PLSP published a pocket-size guide book, *Parliament in Brief*. It is based on one-pagers it prepared for the orientation sessions for the National and Provincial Assemblies in March-April 2008 and offers basic information on Rules and Procedures, proceedings and parliamentary terms. The booklets were distributed through PRC, shared with NGOs such as FAFEN and with parliamentary journalists and libraries. Similar guide books are being prepared in the coming quarter for the other Houses.

In addition, the project prepared a compendium of one-page briefing papers for the orientation of the newly-elected Senators.

Summary of Plans for Next Quarter

- Final Procurement and installation of telecasting equipment
- Launch of PAC Website
- Media skills workshop for all members
- Assist IFES to distribute their Election Tribunal Report via Project resource centers.
- Follow-on Policy Dialogue on Electoral Processes
- “*Parliament in Brief*” guide books for Senate and Provincial Assemblies printed and distributed to respective Houses, relevant NGOs and journalists.

COMPONENT 2: Improved Lawmaking

Summary and Impact

The Senate of Pakistan held indirect elections in March 2009 for 50 of its 100 seats, resulting in a 50% turn-over of the house, as Senators can only serve one consecutive term. Accordingly, PLSP worked with the PIPS Executive Director, UNDP and with the Senate Secretariat to create a comprehensive New Member's Orientation of the newly-elected members, some of whom are holding public office for the first time.

The project continued its support for the development of the PIPS. Namely this quarter the lawmaking team is assisting PIPS in developing its research capacity through official launching of the "Research on Request Services."

The project also undertook a review of the legislative drafting train-the-trainers network, and formed a plan to improve training delivery.

Finally, the lawmaking advisor oversaw the collection and analysis of the Members' Survey.

Task 2.1 Legislative Management Modules

Project Director and Operations Manager met with Punjab Assembly IT Director and Project Focal person to discuss status of outstanding issues related to implementation of legislative management software. While the legislative management software is already in use, there are previously identified issues to be resolved by NETSOL.

Meeting with NETSOL held on Jan 15 to establish remaining issues to be finalized, which will bring the contract to closure. In the meeting it was determined that previously identified issues related to licenses, previously identified outstanding software gaps and conflicts and warranty/maintenance agreements must be completed before final payment is issued.

Task 2.1 – Conduct Members Orientation 2009

PLSP staff met numerous times with PIPS, UNDP, Senate Secretariat to create a comprehensive Member Orientation for new Senators. PLSP helped craft the agenda, identified and hired some of the trainers and provided background materials and training modules. Training will be held under the PIPS banner.

The training – to be held by mid-April – includes the following topics:

- Role and Functions of Senate Secretariat
- Rules of Procedures and Business of the House
- Question Hour
- Committees
- Legislative Process (An Overview)

Task 2.2 – Develop Pakistan Institute for Parliamentary Services (PIPS)

Support the Planning and Institutional Development of PIPS

Hiring of the Executive Director: In January, the Speaker of the National Assembly and the Chairman of the Senate formally confirmed the nomination of Mr. Goraya as the new PIPS Executive Director.

Mr. Goraya joined the project immediately, as he will be a PLSP employee for six months as PIPS attains its formal structure and budget. The Project helped him to establish offices in the temporary PIPS facilities in the Parliament Lodges and physically transferred support staff from PLSP to PIPS.

PIPS Budget: Mr. Goraya submitted a comprehensive budget for PIPS staff and operations to the National Assembly, to be funded in the July 1, 2009 cycle. The Assembly has approved 50 percent of his request, which meets the requirement of initial PIPS operations.

Development of Research Services and Documents

The Project re-launched the PIPS Research on Request service to Senators and Members through PIPS, with new brochures advertising PIPS. This service, which has recruited a cadre of 50 reputable researchers from all over the country, provides Members access to broad array of topics.

As an example of the type of research requests handled this quarter:

1. Senator Saleh Shah requested PIPS conduct detailed research on Internally Displaced Persons who are displaced as a result of conflict in the Northern Areas. This research is a key part of a presentation Senator Shar will make at an international conference in April.
2. MNA Ms. Raheela Baloch, who also now serves as an advisor to the Ministry of Textile and Industry, asked PLSP for an urgent briefing on Feb 26 about Committee Rules and Procedures, responsibilities of Parliamentary Secretary and role of a Parliamentary Chair. The legislative capacity team discussed the recommendations from the Committee Chairs Conference, especially the suo motto powers of Committees, how draft Legislation is assessed in the Committee in addition to apprising her of different steps of legislation and the procedure of Committees in amending the same.

Other Tasks: Support Development of Caucuses

Extended FATA Parliamentary Group (FATA Caucus), National Parliament

PLSP hosted an event to bring together FATA Members of the National Parliament as well as Members from surrounding constituencies. The goal of the meeting was to introduce and obtain political buy-in for a legislative "FATA Caucus" of National Assembly and Senate members. The meeting and reception was hosted by the Deputy Speaker of the National Assembly at the Interim PIPS facilities. All FATA and Adjacent Constituency Members were invited, and ten attended, mostly from the National Assembly.² The members present elected to form such a caucus and selected three MNA's to form a working group to draft the bylaws of the Caucus, which the Deputy Speaker later requested be renamed the *Extended FATA Parliamentary Group*. The names of two Senators were later sent to PLSP to add to the working group. A full report on the event and next steps is attached in Appendix IV.

Women's Caucus, Provincial Assemblies

PLSP made progress in each Assembly on the establishment of the Women's Caucuses. The Women's Caucus was officially launched in Punjab, the Deputy Speaker of Sindh agreed to expand and refocus the existing Women's Caucus, and the women of Balochistan produced draft bylaws. In March, the Deputy Director and Training Coordinator met with MNA Nafeesah Shah, who is the Secretary of the National Assembly Women's Caucus. She shared a host of useful information regarding the processes of the NA Caucus, as well as their draft by-laws that were vetted by the

² Senate turn-out was lower than originally anticipated as the new Senator swearing-in ceremony was held the same day -- a decision on the exact date and time of swearing in was not announced by the Senate until immediately before the day hence the FATA event could not be shifted.

National Assembly's legal officers. She agreed to act as a technical resource to the Provincial Assembly Caucuses as they move forward in their development.

Punjab – PLSP held a series of meetings this quarter with the Women's Caucus advisory group of members, in preparation for an official launch February 23. The advisory group finalized the draft by-laws and selected an interim Executive body of a Chair (from PPP), Deputy Chair (from PML-N), and Secretary (MQM). The advisory group was opened to all members and a dozen volunteered to head sectoral and administrative sub-committees of the caucus. The group identified basic education for girls, early marriages and incidents of acid throwing as some of the key issues for its legislative agenda.

The launch was attended by the Speaker, Michael Hryshchyshyn and Humaira Ashraf of USAID and Bryan D. Hunt of the U.S. Consulate. The turn-out was very high: a majority of women members of the Punjab Assembly attended, as well as about 30 members of the electronic and print media. Despite letters informing the parliamentary leaders of the selection of the advisory group, and information distributed to all women members several times over several months regarding the process, a group of women, mainly from PPP, vociferously complained that they had not been consulted in the process. There was an unexpected objection over the selection of the interim Executives, particularly the Chair – MPA Azma Zahid Bukhari – which appeared to be personality rather than politically based. At the event, the Speaker agreed to himself facilitate the first meeting of the Women's Caucus to air any issues. The interim Executive group also made it clear that they would step down and the women could elect new leadership if necessary.

Unfortunately, in the week following the launch, the Punjab government crisis occurred when a court ruled that the Chief Minister was ineligible to hold office, resulting in the suspension of the Provincial Assembly and Governor's rule imposed. One month later, the Supreme Court overruled the lower court and the suspension was lifted. However, due to the disruption, the Assembly operated for some days in relative chaos as political coalitions and alliances continued to shift. Accordingly, the first official Women's Caucus meeting in Punjab will be held next quarter as the political situation is clarified.

Sindh – The Project conducted several meetings with Deputy Speaker Syeda Shela Raza. The Deputy Speaker was given the by-laws of the National Assembly Women's Caucus as a model to improve the existing structure she has already established in Sindh, which currently is more based on individual constituency outreach to women than collective policy-making. As a follow-up, the Deputy Speaker met with the Speaker of the National Assembly, Fahmida Mirza, to discuss the Sindh Women's Caucus and how to learn from NA experience.

The Deputy Speaker has commented that she is the driving force behind the Women's Caucus, and that the women members seem to lack interest or energy for this in general. During the next quarter, PLSP will conduct workshops and trainings with women members to revitalize their interest and to link the group with a clear legislative agenda.

Balochistan – MPA Dr. Ruqiya finalized the draft bylaws based on PLSP input and the National Assembly model. Due to security concerns, a follow-up meeting with the DCOP and women members to discuss the draft bylaws had to be cancelled, and is rescheduled for April.

Summary of Plans for Next Quarter

- PLSP will work with IFES to hold another electoral process event, based on consultations.
- Conduct presentations on Comparison of the Rules and Procedures of all Houses to harmonize these with regard to Committee Effectiveness, Public Hearings and Telecasting.
- Continue to support marketing of PIPS Research on Request Services to all members of the new Parliament and cater for any Research/ Informational Requests.

- Assist PIPS to finalize its Board of Directors membership and structure through the National LDSC.
- Work with PIPS to develop Administrative/Financial Policies.
- Continue to assist PIPS in identifying and hiring qualified research staff.
- Facilitate meetings and further trainings for Women's Caucuses.

COMPONENT 3: Oversight/Accountability

This quarter's activities focused on work with the Public Accounts Committee, preparations for pre-budget sessions and content review of oversight modules for the Senate Orientation. In addition, the Oversight Advisor was tasked to help oversee Strategic Planning, as outlined in Component Four.

Task 3.1 Strengthening the National Assembly Public Accounts Committee (PAC)

PLSP conducted several meetings with PAC members and staff to solidify the proposed package of assistance. These included:

February 18 – Invitation to observe PAC Hearing on the Ministry of Environment: The Chair of the committee brought a number of Ministry officials to task for specific financial irregularities the PAC had discovered. Deputy Director, Oversight Advisor and USAID attended. Michael Hryshchyn. spoke briefly with the Chair afterwards regarding USAID interest in supporting the PAC. This was followed by a brief meeting with the PAC subcommittee established for Donor Coordination, the PAC Secretary and the Auditor General of Pakistan. The group agreed to a more formal meeting in March to discuss PLSP assistance.

March 24 – Meeting between PLSP, USAID, Auditor General, PAC subcommittee, PAC Secretariat and Asian Development Bank: The major outcomes agreed upon by PLSP and the stakeholders include:

1. Move forward with PAC Website Development.
2. Conduct meeting with other donors such as the Asian Development bank to coordinate activities with PAC/Auditor General. USAID agreed to coordinate this for early April.
3. PLSP to develop a scope of work and recruit an expert to undertake a needs assessment of PAC and its Secretariat, with a goal of May 2009 for the assessment; the assessment should lead to both short-term and long term recommendations which may be undertaken by USAID as well as other donors.
4. PLSP will coordinate activities with the anticipated hiring of two consultants from ADB to be provided to update PAC systems and procedures.

March 25 – Meeting between PLSP staff and Secretary Soomro: The primary purpose of the meeting was to discuss the PAC Website. Following are the agreements which emerged from the meeting.

1. The Project will provide to PAC a profile of individual or firm who will be assigned the work of website development by March 27, 2009 (Completed this quarter)
2. The website's homepage should not be too heavy with graphics, etc. so that it can be opened quickly. The homepage should be finalized quickly, and it will contain introduction of the PAC and other pages containing members' profile to be given by each member him or herself and current activities of the PAC. A link to the summary of meeting minutes will also be posted on the homepage. As the website is populated with information, other pages shall be included such as history of PAC, Archives relating to PAC such as earlier decisions and reports of PAC.
3. The website will include the Reports of the Auditor General to the National Assembly.

In addition, by the end of the quarter PLSP had identified and contacted four qualified consultants to undertake the PAC assessment.

Task 3.2 Improved Accountability of the Budget Process

The government's 2008 commitment to submit the budget to the National Assembly two to three months in advance is not likely to be met. Current plans are to submit the 2010 – 2011 budget on

June 1. Intensive budget training will therefore occur in the next quarter. However, as indicated below, new Committee Chairs were briefed on the budget process in three houses.

3.3 Committee Capacity Building

During the reporting period the project held separate orientations for the **Punjab, Sindh and National Assembly** newly-elected Committee Chairs. Reception invitations were sent by the Speakers in the provinces and the Deputy Speaker in the National Assembly. Briefly the agenda of the Committee Chairs Reception was:

- Presentation on PLSP Activities and PIPS – Christopher Shields
- Presentation on Committees Powers and Responsibilities – Fakhar Imam
- Presentation on Mid-year Review of the Budget – Aizaz Asif

The agenda and Committee and Budget presentations are attached in Appendix VI.

The basic purpose of the orientation/reception was to share with the Chairs the history of the project, apprise them of the support PLSP can offer and most importantly bring together the Speaker as the custodian of the Assembly and Committee Chairs as the most important arm of the legislature for executive oversight to work together to strengthen the committee system. The reception provided a unique opportunity where new Committee Chairs, in the presence of their Speaker -- who is the custodian of the committee system - are able to candidly voice their capacity building needs and raise issues which impede functioning of their committees. This activity will be followed by intensive training for committees as they become activated.

In the “Conference of Chairs of Standing Committees” arranged by PLSP in February 2007 one of the key recommendations that emerged during the meeting was the “Establishment of Council of Committee Chairs” that was to meet on regular basis to identify critical areas in committee functioning that need improvement. The report from the conference was also shared with members providing them in documented form shared experiences from the previous assemblies on how committees can be made for effective. It was urged upon members and the Speaker to establish a forum of “Council of Committee Chairs” in their respective assemblies – something which must be done formally by the respective Speakers - so they could collectively work towards strengthening the committee system.

In **Punjab**, the Committee Chairs present urged Speaker Rana Muhammad Iqbal to amend rules that prevented committees from meeting till an issue was referred to it by the Assembly³. Similarly in Punjab Committees do not have suo-moto powers and neither is there a provision for public hearings that is a key tool to link committees with the public. In his concluding remarks, Speaker Rana thanked PLSP for arranging the reception and urged Committee Chairs to present their recommendation to amend rules to empower committees.

In **NWFP** also the Chairs openly shared their views on the present committee system and the areas that needed improvement. The Speaker of NWFP Assembly, Mr. Karamatullah Khan, thanked PLSP for arranging the reception and lauded the opportunity for the first time Chairs to share their views on how to improve their working.

Summary of Plans for Next Quarter

- Additional meetings with Committee Chairman will be held in Sindh Assembly, and the Senate, presuming the Senate names Committee.
- Budget Trainings will be held in all Houses.

³ Rule 148(2) – Rules of Procedure of the Punjab Assembly

- Detailed orientation session on Committee Effectiveness
- Work with key committees such as Public Accounts Committee and the Senate and National Assembly Standing Committees on Finance to share the FRM. The provincial PRMs will be shared with the respective provincial Standing Committees on Finance⁴.
- All other standing committees for which the Budget Analysis Tools (BAT)⁵ have been developed will also be oriented on the usage of the tool.
- Initiate detailed training on Budget Processes
- Assist key committees in public hearings.

⁴ This is subject to formation of committees and election of Committee Chair

⁵ These are Education, Health, Environment, Food Agriculture and Livestock, Labour Manpower and Overseas Pakistanis, Population Welfare, and Communications.

COMPONENT 4: Improved Management/Infrastructure

2008 Member Survey

PLSP completed a two-part survey of members of the National Assembly, Senate and four Provincial Assemblies between October and December, 2008. The first part analyzed members' perceptions of the workings of their respective houses, including how the Secretariats are functioning. The second part asked questions specific to PLSP performance

The Survey was undertaken for multiple purposes:

- As a performance monitoring tool, to compare project progress year on year in a limited number of areas where a baseline is available;
- As a benchmark of attitudes for the new Assembly elected in 2008;
- As environmental data for consideration during strategic planning;
- As a way to enhance or improve PLSP services; and,
- As a tool for USAID in deciding future activities for legislative strengthening, based upon identified strengths and weaknesses of the parliaments and members needs.

PLSP Services Survey

House	Sample Size
National Assembly	10%
Senate	15%
NWFP	18%
Punjab	11%
Balochistan	20%
Sindh	29%

Member Survey (Attitude toward Institution and Secretariat)

House	Sample Size
National Assembly	11%
Senate	11%
NWFP	14%
Punjab	11%
Balochistan	15%
Sindh	20%

Data Collection: Supplementing distribution of the surveys in English and Urdu through survey focus groups, member meetings, training sessions and the PRCs and PITCRs, in February PLSP again hand delivered copies to each member in a effort to boost response rates (PLSP past experience suggested members only fill out the data on-site with project assistance, but the project wanted to ensure all members at least received the survey.) The total percentages for each house are listed in the tables at right.

For preliminary strategic planning data, the project aimed for at the very minimum 10 percent samples in the larger houses (National Assembly, Punjab and Sindh) and 15 percent response in the smaller houses. A total of 156 members completed the first survey, and 170 completed the review of PLSP services. As a percentage of the total number of seats in the Assemblies, the sample size for both reflects data with an overall probability of 95% accuracy, and an interval of plus or minus 8 percent for each answer.⁶

Findings: The findings from all houses combined are presented in Appendix V. Preliminary results for all Provincial Assemblies were presented at strategic planning events during the quarter. During the next quarter the project will share detailed findings with each Secretariat and Speaker.

Strategic Planning

During the reporting period the project successfully launched the Strategic Planning (SP) exercise in all the four provincial assemblies. Upon briefing, each Speaker nominated a Strategic Planning Committee, comprising members of treasury and opposition across all political parties, and key secretariat staff. PLSP and its consultants from local firm KZR Associates then conducted a half day

⁶ (i.e. if 44% of the sample answered "to some extent" to the question "Your respective Assembly Secretariat provides adequate assistance to all Members", we can assume between 40 and 48% of all members would have given the same answer.)

orientation session for each house, as the concept of strategic planning was not previously familiar to them.

Following the orientation on Strategic Planning members of the four SP Committees were invited to a two-day retreat to draft a Strategic Planning framework that will form the basis of the Strategic Plan. During this quarter, PLSP conducted a retreat for the **NWFP and Punjab** Assemblies and planned the Sindh/Balochistan retreat for early April.

Orientation – All four Provinces: The orientation session gave a detailed presentation on the process and objectives of Strategic Planning. The orientation was designed to be participatory, making it mandatory for each participant to contribute in the process. Before the presentation every participant was requested to identify one key personal strength and one key factor they considered a challenge in performing their role as legislators effectively. Input from participants set the pace for the orientation session and by the end of the exercise they had developed the Mission Statement for their Assembly. In addition the orientation session included a briefing on the SWOT (strengths, weaknesses, opportunities and threats) Analysis since it was the tool that members used to kick-off the two-day SP retreat.

Strategic Planning Retreat – NWFP and Punjab: The SP retreat for was successfully held at the Lahore Country Club in Muridke from the 24 to 26 February, 2009. SP committee members of Punjab and NWFP participated in the retreat. PLSP staff and facilitators ran two days of exercises and planning processes. Feedback from members on the retreat was extremely positive – they found the exercise not only useful but also valued the opportunity to interact and share experiences with their counterparts from another province⁷.

“The interaction of all in the group was quite good and we learnt a lot in pursuance of rest of the group. I was able to learn more and more while working with the whole team, got encouraged and learnt from their experience.”
Member Strategic Planning Committee

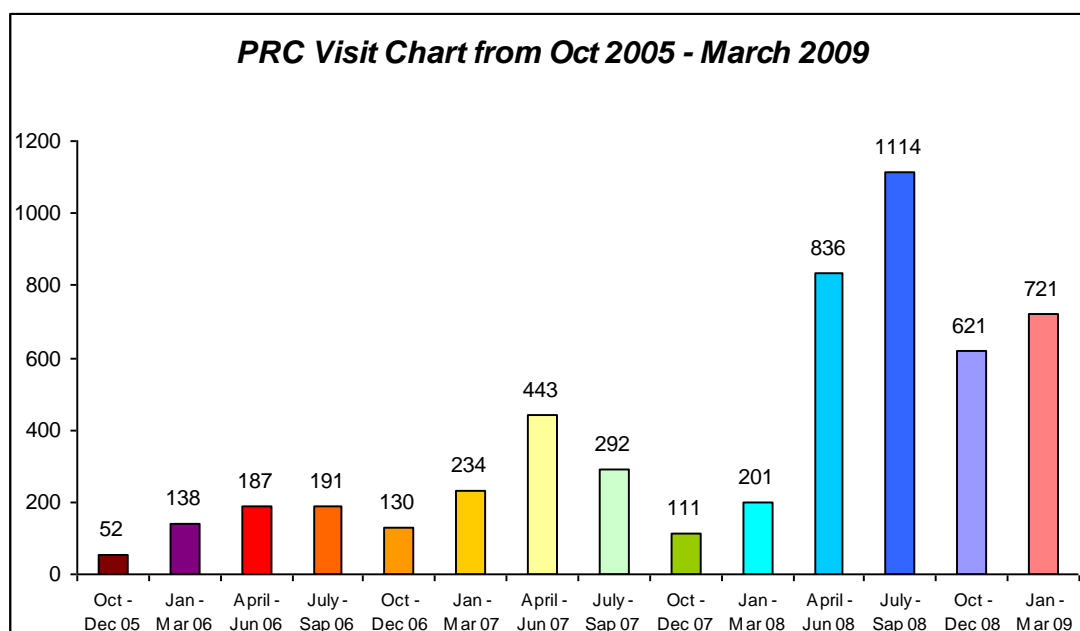
The idea of conducting an off-site retreat served the purpose extremely well as members not only got a chance to get away from their daily routine but more importantly also were able to focus on developing the framework without distractions. It should be noted that although the Punjab Assembly was suspended during the retreat and some members were summoned to Lahore (as a result of the Supreme Court decision affecting the Sharif brothers), four members stayed behind to finalize the framework on behalf of the whole group.

The detailed agenda of the retreat is attached along with the developed framework for the two provinces.

Task 4.1 Resource Centers (PRC and PITRCs)

Parliamentarians Resource Center (PRC): In the first quarter of 2009 the PRC continued its Activities. Different political parties and National Assembly Public Accounts Subcommittee continued meeting in the PRC conference room regularly. In the previous quarter, the PRC introduced “*Usage of Online Social Networking in Parliamentary Affairs for MPs*” in collaboration with the Information Resource Center (IRC) of the US Embassy. The PRC Coordinator followed up with MPs who attended the networking seminar, assisting them to establish web blogs and using other online tools. The PRC staff continues its assistance to MPs in development e-communication tools, including the establishment of personal e-mail addresses.

⁷ Feedback forms did not require members to mention their names to encourage them to give their comments without any reservation.



During this quarter the PRC saw increased usage by MPs. A total 122 individual Parliamentarians – 20 female MPs and 102 Male MPs – used PRC facilities, compared to 123 in the last quarter. The total number of visits by MPs was 721, compared to 621 in the last quarter. The PRC served on 8.01 average users per day in this quarter, compared to 6.75 in the last quarter.

In addition to the usual facilities provided to MPs (Internet service, photocopying, fax services, documents prints and other services) considerable interest was expressed in providing Computer and English Language Skills Enhancement session, which the Project provided.

PITRCs (Provincial Level): The PITRCs of the four provincial assemblies remained a central point for providing services and skills enhancement opportunities for Members and Assembly staff during this quarter. The PITRCs continued to provide meeting space, venues for Computer Training for Assembly Staff and members, research services, and expanded Internet Service to key officers of the Houses.

In anticipation of project closedown and/or a continued project with stronger emphasis on Assembly buy-in, the Provincial Coordinators – in cooperation with the PIPS Executive Director – discussed the need to shift funding for the PITRCs from the PLSP budget to that of the Assemblies. The PIPS is involved as these centers will become PIPS training satellites.

While the Secretariats agreed to absorb these costs in their 2010 budgets, there is some question as to whether this handing over will limit Provincial Coordinator – and therefore project – physical access to the Assemblies and Members. As such, this issue is being discussed with USAID in light of a probable extension.

Summary of Plans for Next Quarter

- PLSP will continue to operate the Parliamentarians' Resource Center at Parliament Lodges and the Parliamentarians Information & Technology Resource Centers in the four Provincial Assemblies, until they are turned over to PIPS.
- One final review of training needs will be conducted during the next quarter to ensure that all trainings related to the current project have been completed.
- Continuation of Computer and English Language (legislative terminology) skills enhancement.

IV. COOPERATION WITH OTHER DONORS/PROJECTS

- The Project continues to cooperate with its USAID Partner Organizations. At the request of IFES, PLSP helped distribute 1250 ETM Final Reports to Members of all Assemblies and the Senate, in English and Urdu.
- The Project developed a joint curriculum and training agenda with UNDP for the Orientation of new Senators to be held in April.
- Project and new PIPS Executive Director met with Marta Semper, Deputy Head of Aid for the Canadian International Development Agency (CIDA) to discuss possible areas of coordination with Parliamentary Centre in Ottawa.
- The Project met with the parliamentary assistance Assessment Team of the European Commission which is determining the scope of its planned 2 year, €5 million project to start later in 2009.
- Meeting held with the Asian Development Bank (ADB) to discuss respective programming related to the National Assembly Public Accounts Committee; Project Director met with new ADB Country Director.

V. ADMINISTRATIVE MATTERS

- The project submitted information to USAID for a possible one-year cost extension.
- The project still awaits formal approval of the work plan revisions submitted in September from the last cost extension (April – December, 2008), and a formal reply to DAI's response to USAID comments on the current (January – June 2009) workplan submission.

VI. CHALLENGES ENCOUNTERED AND REMEDIAL SOLUTIONS

- **Security Situation and Provincial Assembly Access**

Problem: Street battles in Sindh and in Balochistan between and amongst ethnic groups and political parties have considerably curtailed staff movement.

Remedial Solution: Project has worked with security personnel to take each issue on a case by case basis. If Provincial Resource Centers must close early, staff are expected to continue work using laptops and Blackberries and to consult with the Secretariat.

- **Security Situation and Provincial Travel for USAID D&G Officials**

Problem: Due to the increasingly unstable security conditions and resultant travel restrictions on USG personnel – particularly in Peshawar and Quetta, it is becoming increasingly difficult to schedule public events with the Provincial Assemblies with full USAID D&G Office participation. This has impacted efforts to implement at least one major Project event, the public launch of the Balochistan website. Several times events – such as meetings for the Women’s Caucus – were also cancelled because of a specific security threat preventing travel of Islamabad-based staff.

Remedial Solution: Project has worked with Provincial Assemblies to ensure sufficient time for security arrangements to be made, when possible. The project has considered other methodologies – for example, bringing women members from NWFP to Islamabad for meetings. For NWFP specifically, the project has a new security protocol with assistance provided by DAI Corporate personnel.

- **Telecasting Procurement Delays**

Problem: Necessary access to National Assembly Hall was not allowed for Project consultant to properly assess spatial and logistical requirements needed to issue US Tender.

Remedial Solution: Working through the good offices of the LDSC Chair, Deputy Speaker Faisal Karim Kundi, a site visit was arranged by the end of the quarter, to be conducted by the Telecasting STTA Rohail Khan on 1st April.

- **Governor’s Rule in Punjab**

Problem: In late February, political developments resulted in the removal of the Chief Minister of Punjab, followed by the immediate imposition of gubernatorial rule in the Province of the Punjab. These developments effectively shut down the Punjab Assembly, impacting both on Project events planned in conjunction with the Punjab Assembly, particularly the Strategic Planning Retreat for the Punjab and NWFP Assemblies that was underway at the time of the announcement.

Remedial Solution: Project maintained constant contact with Punjab Assembly Secretariat – despite the further disruption caused by the replacement of the Secretary of the Assembly in response to a court case filed by the Secretary named in the final days of the PML-Q control of the Assembly then ousted by the incoming Assembly leadership; continuing all regular services through the PITRC, as well as maintaining informal contact with the Assembly political leadership, which was reinstated in late March.

- **LDSC meetings**

Problem: LDSC meetings have not been held on regular basis, as envisioned by Project. At the National Level, parliamentary scheduling issues combined with the end of the Senate term delayed meetings at this level. At the Provincial Level, security issues affected plans to conduct LDSC meetings in Balochistan and NWFP; the suspension of the Assembly in the Punjab disrupted plans to conduct meetings there; and, as of the end of this quarter the Sindh Assembly has yet to appoint an LDSC.

Remedial Solution: The Project will work with the Deputy Speaker to hold a national LDSC meeting; in the Provincial Assemblies, the Project will work around the security and scheduling issues in Balochistan, NWFP and The Punjab. Assurance has been received from the Speaker of the Sindh Assembly that he will name those LDSC members shortly.

- **Committee Chair Session in Sindh Assembly**

Problem: Plans to conduct Committee Chair Session for Sindh Assembly was originally planned to be adjacent to the March Assembly Session, however, the Speaker was called away and required that the Committee Chair Session not be held until the April Assembly Session.

Remedial Solution: The Project confirmed the date of the April Session and began preparations to hold the Committee Chair Session at that time.

- **Strategic Planning Committees National Assembly & Senate**

Problem: National Assembly did not name its Strategic Planning Committee until 17th March, and the Senate failed to name its Strategic Planning Committee at all by the end of the quarter.

Remedial Solution: Through the intervention of the National Assembly Deputy Speaker and former National Assembly Speaker Fakhar Imam, the Speaker of the National Assembly named a Strategic Planning Committee on 17th March. The Committee was scheduled to meet in early April. In the Senate, no Strategic Planning Committee was named, owing to Senate Elections on 9th March. By the end of the quarter, the new Senators had not yet been sworn into office, but the Project laid the groundwork for a meeting with the incoming Chairman Senate to resolve the matter.

- **Media trainings**

Problem: Administrative issues and suspension of Punjab Assembly disrupted plans to conduct media training in Lahore.

Remedial Solution: One of PLSP's media trainers was incapacitated, and after several rounds of negotiation, PLSP could not come to terms with the second trainer on a daily rate that met USAID regulations, as the Consultant failed to provide sufficient corroboration to justify approval of the waiver to award the requested daily rate. Media trainings are planned for the next quarter.

Appendix I – Project Background

The **Pakistan Legislative Strengthening Project (PLSP)** is a three and one-half year initiative funded by the US Agency for International Development (USAID) and implemented by Development Alternatives, Inc. (DAI). The project is working with the National Assembly and Senate and the provincial assemblies in NWFP, Balochistan, Sindh and Punjab. The project will operate from September 2005 through December 2008. DAI IQC subcontractors include the National Conference of State Legislatures, Social Impact and the State University of New York Center for Legislative Development.

Program activities in each of the legislatures focus in four general technical areas. While some activities are common to each house, PLSP is responsible for ensuring that implementation is tailored to the specific needs of each assembly. The main areas of PLSP work include:

Representation – Assisting Pakistani parliaments provide information to the public and receive input from citizens during the legislative process. Key tasks include: media coverage of parliament, public hearings, parliamentary websites, dissemination of legislative records, parliamentary public relations strategies.

Law Making – Assisting Pakistani parliaments, including members and staff, improve the structures and mechanisms by which legislation is analyzed, debated, and passed. Key tasks include: committee structures, library and research, legislative drafting and development of a Pakistan Institute for Legislative Studies.

Oversight/Accountability– Assisting Pakistani parliaments oversee government operations, particularly in the area of budget formulation and implementation. Key tasks include: budget formulation, budget process, question time, and public auditing

Management/Infrastructure – Assisting Pakistani parliaments improve the day to day management and operation of the legislative process. Key tasks include: equipment and hardware and software improvements, archiving and legislative records management.

The Pakistan Institute for Parliamentary Services (PIPS) will be the key institutional legacy of the project. All training and technical assistance activities will be designed to support the future operations of PIPS.

Each assembly has identified “focal persons” to coordinate with PLSP staff and each has established a Legislative Development Steering Committees to develop work plans and prioritize institutional needs. The Steering Committees serve as the formal interface with the PLSP.

This activity supports USAID/Pakistan mission’s Strategic Objective (SO) 4.0 seeking the promotion of a “More participatory, representative and accountable democracy in Pakistan,” and specifically Intermediate Result (IR) 4.1 “Improved Representation and Responsiveness of National and Provincial Legislatures.”

Appendix II – PMP narrative

Performance Monitoring Plan Update Quarter 1, CY 2009

During this quarter, PLSP finalized the survey of **PLSP Services** (preliminary data was shared in the last PMP, which is updated.) PLSP received a total of 170 completed questionnaires, representing a statistically significant sample size for a population of 1100 members. Seventy-one percent of the survey respondents reported that they had been beneficiaries of PLSP assistance. Where applicable, the findings are compared below to previous PLSP baseline data and show positive trends especially in the area of research support, training and use of the resource centers.

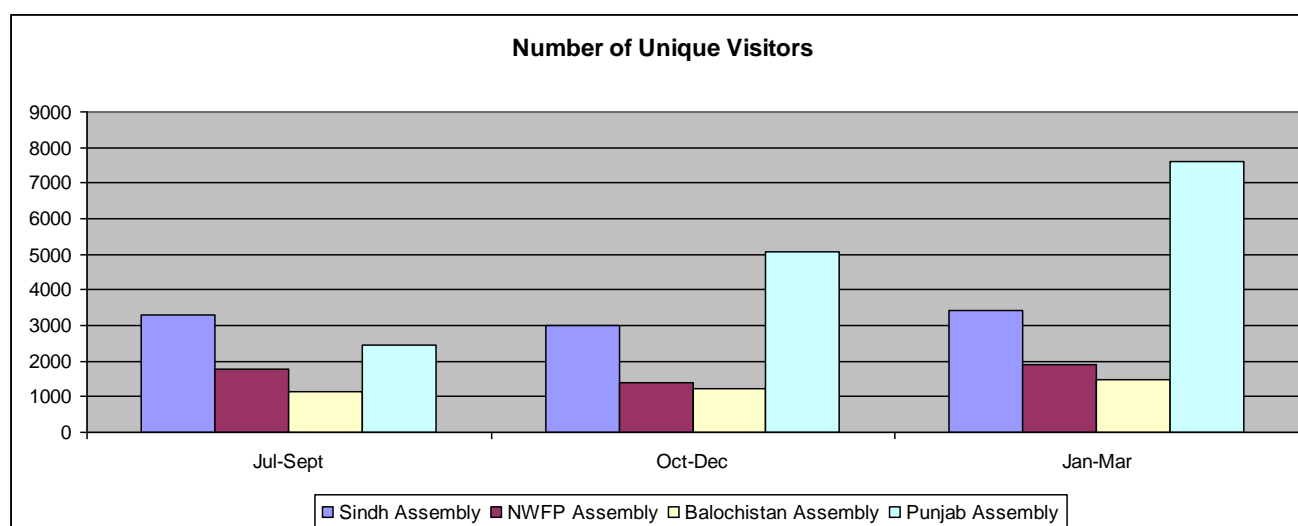
Statistical data on parliamentary website usage and Members usage of the PRC and PITRCs are very positive. We note that a subcommittee of the National Assembly Public Accounts committee utilized the PRC for special meetings this quarter.

A committee survey has not been completed (to compare to a baseline of 2007 survey) as committees – with a few exceptions such as the Public Accounts Committees – have only just begun to meet and function.

Qualitative measures are also positive – PLSP achieved its milestone of having the Provincial Assemblies draft strategic plans (in table form, which PLSP and its consultants will convert into narrative plan), which reflect thoughtful input of the respective Strategic Planning Committees. The National Assembly lags behind although the Speaker finally named the Committee Members this quarter and the Deputy Speaker has assured his commitment.

Representation

Parliamentary Websites - The use of the parliamentary websites climbed since the last quarter. The unique visitors to the Provincial Assembly Websites rose on average by 20 percent, and was particularly high in the Punjab Assembly. See the charts below on internet usage.



Telecasting - In the Member Survey of the functioning of the houses and their Secretariats, an average of 86% of the respondents across five houses agree or strongly agree that telecasting should be instituted, suggesting both a growing awareness and political will for this activity.

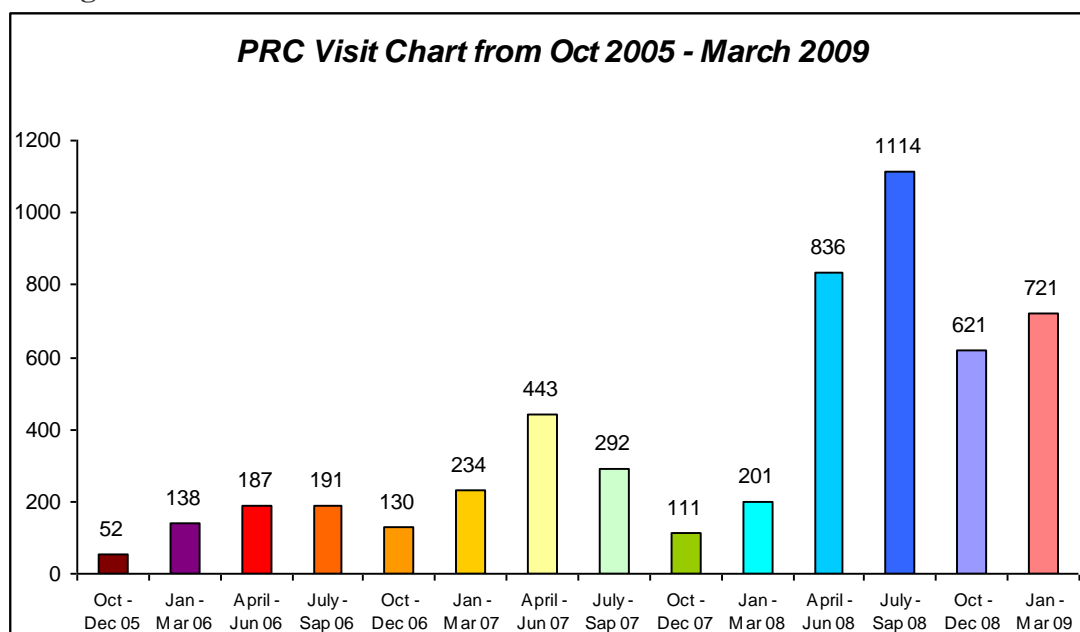
For the National Assembly, telecasting equipment went out for tender, and the local tender process was completed this quarter as expected. However, PLSP learned that due to the size of the procurement, a formal international tender also was required (PLSP previously had directly contacted companies on an informal basis.) Those bids are due May 1. Although PLSP did not achieve its goal of selecting the bidder and beginning the procurement process this quarter, this activity should be completed during the current extension. One major delay was the National Assembly Secretariat's initial refusal to let past and current IT consultants on the floor of the house, to gather necessary information and measurements about the space, which was required by the proposed international vendors. Late in the quarter, with the intervention of the NA leadership, the PLSP consultant was able to access the Assembly.

Lawmaking

In the PLSP Services Survey, 88% of the respondents agreed that the PIPS interim facility in Parliament Lodges is "an important source for carrying out Research, Policy Dialogues and Training." 46% of those "strongly agreed" with this statement. (100% of National Assembly respondents agreed, with 57 percent strongly agreeing – the slight discrepancy between the Provincial and National Assemblies is likely due to the fact that the Interim PIPS is located in Islamabad, where National Parliament members have more frequent access. This supports the goal in future projects to enhance the PITRCs at PIPS Satellite research and training centers, and to "brand" them as such.

Of the PLSP/PIPS "Research on Request" Services respondents rated "in-depth research papers" and "in-person briefings" as the two most popular forms of research they are accessing. In this quarter, the Lawmaking team working in cooperation with PIPS staff and experts to complete six research policy papers for Members, achieving the target goal of at least five per quarter as PIPS is in its start-up mode.

Management and Infrastructure



PRC's and PITRC's: Ninety-five of survey respondents found the PRCs and PITRCs useful, with 60% saying they are "very" useful. Thirty-nine percent reported they use the centers at least once per week. As per the quality of the service 56% rated it "high" with most of the others rating it as moderate.

This quarter, multiple political parties and the Public Accounts Committee of the NA continued its meetings in national Parliamentary Resource Center conference room regularly. Following upon a training PLSP conducted last quarter on “*Usage of Online Social Networking in Parliamentary Affairs for MPs*”, PRC staff assisted members to make their own email addresses, and/blogs or websites for community outreach. Usage began to climb again after the historic high usage witnessed immediately after the 2008 elections and during the budget process last year.

In general, use of the PRC remained steady since last quarter in terms of the number of individual members, however those members made more frequent visits. For the period of Jan to Mar 2009, 122 different Parliamentarians (20 female MPs and 102 Male MPs) used PRC, (Compared to 123 last quarter). The total number of visits was 721 (Compared to 621 last quarter). The PRC served an 8.01 average users per day in this quarter (Compared to 6.75 last quarter).

	Average # of members visiting per day	Computer users	# of documents printed	Faxes sent	Copies made	News pubs	Use of T V for news, etc.	Meetings	Research Queries
Total Visits Q1 '09									
Male MNAs: 479									
Female MNAs: 149									
Total MNAs: 628									
Male Senators: 88									
Female senators: 05									
Total Senators: 93									
Total: 721	8.01	432	292	144	199	64	34	5	9

PLSP Services and Member Survey, Final Comparisons

The following analysis focuses on questions from both 2008 surveys that can be compared to findings of a 2007 PLSP survey for the National Assembly, to see if there are changes in opinions regarding parliament or PLSP services. Namely, this includes perceptions of Research Services and of the Parliamentary Resource center. In some cases we filter those NA responses in the 2008/9 survey to capture Members who served both in the last parliament and the current Assembly, to ensure opinions aren't simply linked to the different attitudes of new members.

Relevant comparative questions between 2007 and 2008 include: Survey Part I - questions one through six, questions 38 through 41: Survey Part II – questions one through six, questions 14 through 21. Overall, answers to these questions reveal significant improvement year over year in research services, and in the frequency and types of use of the Parliamentary Resource Center.

Respondent Profile

In the 2008/9 survey in total, the MNA respondents for each survey (33 for PLSP Services and 38 for the Assembly and Secretariat Survey) were nearly equally split between those new to the Assembly and those who had served previously. They represent six different political parties, plus a few self-identified independents. An average of fifty-two percent are male, and 48 percent female. A significant percentage – 43% serve on three or more Standing Committees. The 2007 survey included 20 members from nine parties.

In 2008, fifty-three percent of the NA respondents reported they have utilized PLSP services, such as trainings through the interim PIPS, research services, and the Parliamentary Resource Center.

National Assembly Research Unit

The Research Unit is being used by those participating in the survey, and the National Assembly perceptions on how well the unit serves their needs has improved over 2007. In 2007, almost 100% NA participants reported that they used the Research Unit only once or twice per month, while in 2008/9, 30% of respondents report using it more frequently - at least once per week.

PLSP has included training of parliamentary researchers in its activities, and it emphasizes the importance of research in all trainings.

MNAs use the Research Unit for analytical services more frequently than before. Respondents were asked to rank the services offered by the NA Research Unit in the order of frequency that they use them. In 2007, “Drafting Questions” and “Newspaper Clippings” were both ranked first by the respondents; Policy Briefing Papers were not ranked first or second by any of the MNAs.

However, in 2008, the MNA respondents rate “Background Information on Policy Issues” and “Policy Briefing Papers” as the most frequent services utilized. This analysis holds true when we filter only for respondents who have served both in the past and current Assembly.

Responding to an open-ended question regarding Secretariat Services, three of six of those who provided comments mentioned research services:

PLSP Parliamentary Resource Center

MNAs use the Resource Center much more frequently than before. A rising number of MNAs responding to the question (46 percent) indicate they use the Resource Center “at least once per week.” In the 2007 survey, the majority of MNAs indicated they used it once or twice per month; only 19 percent indicated they use it as frequently once per week. The members who say they “never” use the center fell slightly, from 30 to 28 percent.

Popularity of different PLSP Services

While we don’t have comparative data, PLSP thought it worth noting the popularity of training topics. The question was: *what is your opinion about the usefulness of the following assistance offered by PLSP?* Overall, the majority of respondents in all houses said the following trainings were “very useful”, in this order:

1. Management/use of PRCs (51% very useful; 46% useful)
2. Budget Analysis (56% very useful, 25% useful)
3. Website enhancement (51% very useful; 30% useful)
4. Internship Program (46% very useful; 35% useful)

Secretariat staff training and journalist training were the least popular, however they were still considered useful by 79% and 70%, respectively.

Appendix III – FATA Caucus



PAKISTAN LEGISLATIVE STRENGTHENING PROJECT

**Reception for FATA & Adjacent Constituency Members of the National Parliament
Introduction to the Formulation of a FATA Caucus/Group
Hosted by Honorable Faisal Karim Kundi, Deputy Speaker National Assembly
Pakistan Institute for Parliamentary Services (PIPS)
March 12, 2009**

Report

The USAID Pakistan Legislative Strengthening program sponsored an event to bring together FATA Members of the National Parliament as well as Members from Adjacent Constituencies. The meeting and reception was hosted by the Honorable Deputy Speaker of the National Assembly at the Interim Pakistan Institute for Parliamentary Services (PIPS) facilities in the Parliamentary Lodges. All FATA and Adjacent Constituency Members were invited, and ten attended.

The purpose of the meeting was to meet the FATA members -- including the new Senators who had been sworn in on that day -- and to discuss their role in parliament. Specifically, the idea of creating a “FATA Caucus” or all party group within the National Parliament was presented by PLSP. The FATA and Adjacent Constituency Members took the opportunity to present their concerns regarding security and development in their respective areas, as well as how as legislators they may strengthen their role. It was subsequently decided to name it the “**Extended FATA Parliamentary Group.**”

Mr. Fakhar Imam, Former Speaker of the National Assembly, opened the meeting by discussing FATA Members special constitutional and historical role in Pakistan.

The list of members attending and the FATA Caucus presentation by PLSP are attached.

Summary of Findings Specific to an Extended FATA Parliamentary Group Formation:

- As the parliament has no constitutional role to legislate in the FATA area, **FATA members are unique** and must communicate policy concerns to and through various federal actors, including the Office of the President, Governor of NWFP, the FATA Secretariat and its Political Agents, and the Ministry of SAFRON.
- The **members present voted unanimously to form a group** which would meet on a regular basis and promote a collective policy agenda to the above actors.
- Five members of the meeting will **immediately form a working group to begin drafting the bylaws** for a FATA Caucus, which will outline goals, membership and rules and procedure.
- The group will **provide a platform for oversight of government activity in the FATA, and it will define a policy agenda** and methodologies for advocating that agenda to all federal government actors with a role in FATA.
- The **group should include Members from Adjacent Constituencies**, as the issues of FATA spill over into those constituencies, and there are many internally displaced people from FATA now living in nearby settled districts.

- The **Extended FATA Parliamentary Group** should also be a platform for elected representatives to present their viewpoints to the international community.
- The PLSP will support the FATA Group in the above endeavors.

Summary of Findings of FATA Members on Development and Security :

- **There can be “no development without peace.”** Several members highlighted their concern that there must be a higher level of security in the area, before serious development activities can take root. One member gave the example of education – building schools has no positive effect unless children are in an environment where they can attend those schools safely.
- **But.... development “must start somewhere.”** Others in the group agreed that while security is a major issue, there is an immediate and desperate need for roads, dams and small factories that provide employment, in addition to health and education.
- **Parliamentarians have been ignored or sidelined in discussions or decisions regarding FATA development.** Members do not feel they are not consulted by any of the key federal actors.
- **Members distrust the FATA Secretariat** and specifically Political Agents. They feel there is a serious lack of transparency regarding the flow of development funds and that they have no power to oversee these funds.
- **FATA constituencies are not yet seeing any on-the-ground benefit from the supposed large influx of development monies to FATA.** This seems to be a consensus view, and they are disappointed in this regard by both the international donors and the Pakistan government.
- **Substantial amendments must be made to the Federal Crimes Regulation.** Many members raised this as a priority issue, and linked it back to the development vs. peace debate.
- **The Political Parties Law should be extended to FATA.** Several members raised this, and discussed the possible development of a position paper on the matter as part of FATA Caucus activities.

Meeting Minutes

Deputy Speaker of National Assembly Faisal Karim Kundi opened the meeting and welcomed the participants. In his brief comments, he said the war on terror has disrupted life in FATA areas and it has also spilled over into the settled areas. He said that the today’s meeting provides an opportunity to discuss what the elected representatives from FATA can do to bring positive changes in the lives of their constituents.

Mr. Michael Hryshchyshyn, Director of the Office of Democracy and Governance USAID, said that much of the focus in the FATA is on the executive branch. He said that USAID welcomes the participation of elected representatives in representing the voice of the people on development needs.

Mr. Hryshchyshyn added that in spite of the Federal Crimes Regulations and the president’s special powers vis a vis FATA, FATA members, both in the National Assembly and Senate, can form a critical mass to take on the challenges FATA is facing.

He said that the USAID is ready to work with the FATA parliamentarians to help them form a group (caucus) and focus on opportunities which would result in positive change. He said that USAID through PLSP can provide trainings, technical assistance and other activities in order to start the caucus. He said that the discussion on forming a caucus should keep in mind the goal and “impact” it wants to achieve.

Mr. Hryshchyshyn concluded that if there is interest, a FATA caucus would be established, which will be formally recognized by the national parliamentary leadership. He said he would like a quick response from the FATA members to move ahead with the formation of caucus and to develop an agenda to show its serious intent to work on specific issues. He said that this is “your agenda, and not ours.”

In his address, **Mr. Fakhar Imam, Former Speaker of the National Assembly**, reminded the FATA parliamentarians that they belong to a unique history of freedom and a will not to surrender. He said that the FATA parliamentarians have to rekindle the spirit of their ancestors to work for the rights of their constituents despite the current difficulties.

He said that the FATA parliamentarians can form a “mini parliament” and if there is harmony in their thinking and action, whether it is through a caucus or any other means, their efforts will be much more effective inside and outside the parliament.

Ms. Carmen Lane, Deputy Director of PLSP, gave a brief presentation (attached), informing the participants about the general work of PLSP and about the concept of a parliamentary caucus and how it works in various countries, including Pakistan. She summarized the specific areas of support that PLSP could offer should the Members decide to form a caucus.

After the presentation, the meeting was opened for discussion. All the parliamentarians from FATA and the adjoining areas made frank speeches. They raised the following issues.

Peace and Security

Most of the parliamentarians stressed that without peace they did not see any improvements coming into FATA and the adjoining areas. Maintaining that the people of the FATA were not terrorists, they said that the U.S. needed to rethink its current policies in FATA and Afghanistan. The parliamentarians said that without peace no development is possible. They added that unless security situation improves, efforts for social change will not work.

Most of the FATA parliamentarians were critical of the policies of US as well as other international actors in FATA.

They said that the U.S. needs to promote a “soft image.” Mr. Aftab Sherpao, Member for an adjacent constituency and the Former Minister for Interior, said at the time of earthquake in Pakistan in 2005, the U.S. relief efforts were deeply appreciated by the public. But now, the U.S. is not seen in a positive light in FATA. He said that US should make efforts to change this perception.

Health, Education and Employment

While discussing what should be done for the people of FATA, the parliamentarians agreed that health, education and employment should be the three top areas. They said that efforts should be made to create opportunities for employment in FATA and the adjoining areas. They deplored that in the last eight years the war on terror has destroyed the already inadequate health and education facilities.

One Member added women are the worst sufferers, as now they are almost living without any health facilities. They said that the people of FATA have been deprived of the basic rights. Some members insisted that “communication facilities” – especially roads – should be built as soon as possible. They indicated otherwise people are isolated.

FATA Secretariat, Political Agents, FCR

The parliamentarians bemoaned the dominating role of the FATA Secretariat, and their political agents, saying these actors do not consult elected representative in the development plans for FATA. They termed the FCR a “black law” and the root cause of all problems in FATA.

They called for doing away with the FCR and the role of political agents. They said that it is ironic that they take part in legislation generally, but then it cannot be applied in their own areas. The

parliamentarians demanded more say in all matters concerning FATA, and a few added that the Political Parties Act should be implemented in FATA.

Working Group/Sub-Committee

At the end of the discussion, three Members volunteered to form a sub-committee/working group to form the caucus. This includes ***MNAs Muhammad Kamran Khan, Noor Alam Khan, and Syed Akhonzada Chitan*** (Later it was decided also to invite two new Senators so that both houses would be fully represented.)

The PLSP will work as secretariat for the committee and help it in its efforts to form the caucus, including sharing comparative information and draft bylaws.

It was decided that the PLSP would soon get in touch with the sub-committee to meet again to continue the process of forming the caucus. Later a larger meeting with all the FATA parliamentarians and the adjoining constituencies will be convened to officially form the caucus.

The Deputy Speaker was requested to use his good offices to inform the FATA parliamentarians – Senators and MNAs – about the effort to form the caucus in order to get greater participation.

Agenda

- | | |
|------------------|---|
| 12:30 pm | Welcome Note – Hon. Faisal Karim Kundi,
Deputy Speaker of the National Assembly of Pakistan |
| 12:35 pm | Role of FATA Members as Legislators – Syed Fakhar Imam,
Former Speaker National Assembly of Pakistan |
| 12: 45 pm | PLSP Overview and Formation of Potential FATA Caucus –
Ms. Carmen Lane, Deputy Project Director PLSP |
| 1:00 pm | Open Discussion |
| 1:30 pm | Note of Thanks – Mr. Michael Hryshchyshyn
Director, Office of Democracy & Governance, USAID/Pakistan |
| 1:35 pm | Lunch |

Appendix IVa – Committee Chair Session Agenda

Reception of Committee Chairs

**Provincial Assembly of the Punjab
February 3, 2009
Hotel Avari Lahore**

PROGRAM

1:00 pm	LUNCH
1:40 pm	Welcome Address Honorable Rana Muhammad Iqbal Khan Speaker, Provincial Assembly of the Punjab
1:50 pm	Project Overview Christopher Shields PLSP Project Director
2:00 pm	Committee Powers & Responsibilities Honorable Syed Fakhar Imam Former Speaker National Assembly
2:20 pm	Questions & Answers
2:35 pm	Mid-Term Budget Review - Role of Committees Aizaz Asif PLSP Legislative Advisor
2:45 pm	Questions & Answers
3:00pm	End of Program

Appendix IVb – Committee Chair Session Presentation: Committees

See electronically attached document: [IVb-Comm Chairs Punjab.ppt](#)

Appendix IVc – Committee Chair Session Presentation: Budget

See electronically attached document: [IVc-Comm Chairs Punjab.ppt](#)

Appendix IVd – Committee Chair Session Presentation: Budget Backgrounder

See electronically attached document: [IVd-Comm Chairs Punjab.pdf](#)

Appendix V – Members Survey Presentation

See electronically attached document: [V-Members Survey.ppt](#)