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# PAKISTAN LEGISLATIVE STRENGTHENING PROJECT

## Quarterly Report (April 1 – June 30, 2009)

Contract No. DFD-I-00-04-00129-00  
(16th Quarterly Report for Task Order 01)

July 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.

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**This quarterly report is submitted to the Project COTR 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.**

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## I. OVERVIEW

In May, DAI and USAID signed an extension agreement which provides an additional \$5.5 million for expanded and additional activities in the National Parliament and the Provincial Assemblies. This quarter focused on finalizing activities of the previous extension while simultaneously launching what will be the final phase of the program. In the following report, activities which are specific to the extension phase are underlined.

On the political front, in June the President named a joint committee on Constitutional Reforms, and the Committee elected Senator Raza Rabbani as its chairman. The committee is to undertake some of the key issues laid out in the Charter of Democracy, including the repeal of the 17<sup>th</sup> Amendment, which would significantly reduce presidential power.

June also marked the busy budget period, as the government submitted the budget to the National Assembly on June 13 with only two weeks for parliamentary review. PLSP completed Budget training/consultations in five houses<sup>1</sup>. While the government has not lived up to its promise to submit the budget months in advance, the project's training and continued awareness building on the issue have resulted in a record number of private and public statements by members on this issue. The Chair of the Finance and Revenue Committee has expressed her confidence to the project that next year's 2011 budget will be submitted a minimum of six weeks in advance.

On another ] positive note, important standing committees have begun to hold regular hearings and/or are being consulted by the government, including those which are the focus of PLSP assistance: Public Accounts; Foreign Affairs; Finance and Revenue; Health; and Education. The National Assembly Public Accounts Committee, during May and June, held 34 meetings or hearings concerning audit irregularities with more than 30 Ministries and Government Commissions, most of them with media present.

Continued instability temporarily affected the operations of PLSP Resource Centers in Punjab and Peshawar, which received collateral damage due to terrorist bombings in their respective vicinity. PLSP has reviewed its security procedures accordingly. In addition, following the PC Hotel bombing in Peshawar, and subsequent threats against members of the NWFP Assembly, security during the budget session was such that it was physically impossible for the project to hold a budget training session.

For the first time since the 2008 elections, PLSP project staff met with the Speaker of the National Assembly. After a general project overview from PLSP, the Speaker discussed her interest in close coordination between the National Assembly and Provincial Assembly Women's Caucuses. This turn of events slightly changes the timeline and strategy for the formal roll-out of the Provincial Caucuses, but the Speaker's political support will ultimately be a huge benefit for the sustainability of the caucuses.

PLSP helped the Extended FATA Parliamentary Group formulate their bylaws, and the project has scheduled the next EFPG with the Deputy Speaker for July 4, to pass those bylaws drafted by their working group. In addition, the NA Deputy Speaker asked for assistance to train the NA's Youth Caucus.

During this quarter, PLSP completed strategic planning frameworks with Balochistan and Sindh Assemblies and the Senate. Draft strategic plans are now underway for five of six houses.<sup>2</sup>

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<sup>1</sup> NWFP training had to be cancelled following intensive parliament security restrictions after the PC hotel bombing.

<sup>2</sup> The National Assembly has not yet scheduled its strategic planning retreat due to scheduling difficulties.

The Pakistan Institute of Parliamentary studies achieved another milestone with the official nomination of its Board of Governors, which will meet in July. PLSP continued to assist with the development of its organizational structure.

The Project began the needs analysis of the National Assembly Public Affairs Committee (PAC), led by the former Chair of the PAC of South Africa and the former Controller General of Pakistan.

## II. Crosscutting/Supporting Tasks

### ***Task 0.1 Regular Meetings of the Legislative Development Steering Committees (LDSCs) Instituted***

**National Assembly and Senate:** The Project conducted a National LDSC meeting and updated the LDSC on the project extension and its focus. The Deputy Speaker chaired the second half of the meeting, which was attended by four MNAs and Senators, three Secretariat officials, USAID and PLSP. The members were reminded of their commitment to reconstitute the subcommittee for library consolidation. LDSC member Minister Swati is throwing considerable political weight behind the idea of Senate – National Assembly library consolidation, which has heretofore faced bureaucratic resistance. He offered his personal support for this endeavor. The LDSC meeting minutes are attached in Appendix 2.

**Provincial Assembly LDSCs:** The Provincial Assembly LDSCs did not meet during the quarter. In **Punjab** Assembly, the political turmoil that lasted until the end of the previous quarter continued to affect efforts to hold a meeting. In **NWFP** and **Balochistan**, the security situation postponed program efforts, and PLSP is considering the possibility of bringing the NWFP LDSC to Islamabad to meet if the security situation does not improve. The **Sindh** Assembly has yet to name its LDSC, after a year of requests by PLSP. As formation of the LDSC is part of USAID's Memorandum of Understanding with each Assembly, PLSP recommends that formation of the LDSC be a requirement to access the Quick Impact Mechanism.

### ***Task 0.2 Coordination of Project Activities with Secretaries***

PLSP's main contact this quarter with Secretaries was through the Strategic Planning Process, including in the Senate and Provincial Assemblies. In the Provincial Assemblies, the Provincial Coordinators also continue to meet on a regular basis with the Secretaries and Speakers.

As the project has gained some traction with members, sensitivity appears to have developed in the National Assembly and Senate Secretariat (especially from project focal persons) that they are being bypassed, a feeling which came out during the National LDSC. The fact is that the bureaucracy has been slow to facilitate key initiatives, including strategic planning, while the political leadership is keen to proceed. PLSP continues to walk a fine line, and has always kept the focal persons apprised of all activities. The Project is planning to hold a Secretaries Conference during the next quarter to ensure public knowledge and support of extension activities.

### ***Task 0.3 Project Monitoring and Evaluation***

Monitoring and Evaluation consultant Eric Chetwynd from PLSP subcontractor Social Impact visited the project from June 22 – June 30. He worked primarily with the DCOP and component advisors to develop a new PMP and results framework in keeping with the final extension. He also presented the draft framework to the USAID Program Office at PLSP offices on June 26.

The revised indicators focus more on results than outputs; some of the tools of the previous PMP were retained, while others no longer relevant were "retired". The complete revised Monitoring and Evaluation Plan is being submitted to USAID for approval with the extension work plan.

The final data for the quarter based upon the previous PMP is attached in Appendix 3. PLSP will begin collecting data under the revised PMP beginning July 1.

### III. NATIONAL AND PROVINCIAL LEVEL PROGRAMMING

#### ***Key Activities and Accomplishments***

##### ***Improved Representation***

- Beta version of PAC website completed and presented to PAC members.
- PLSP completed the process of choosing vendor for installing telecasting equipment in the National Assembly;
- An initial telecasting assessment was completed in Sindh Assembly with excellent cooperation from the Secretariat.

##### ***Improved Law-making and Oversight***

- Completed successful budget trainings in five houses; the political will to pressure the government to submit the budget earlier is higher than it has ever been.
- PIPS Board of Governors was officially notified in the Government Gazette, with the first official meeting scheduled for July.
- International and local consultants began the NA PAC assessment, which will be finalized in July.
- Drafting training in three houses completed.

##### ***Improved Infrastructure and Management***

- Intern selection in final stages in provincial assemblies.
- Five Strategic Planning committees completed their frameworks, and detailed plans are underway.

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

- Former NA Speaker Mr. Fakhar Imam, for strategic planning in the Senate.
- Mr. Imran Rivzi of KZR Associates, for strategic planning facilitation.
- Mr. Rohail Khan, telecasting official, for Telecasting for Sindh Assembly.
- Zane Green for updating PIPS website.
- Mr. Muhammad Rafiq, a Central Superiors Services (CSS) officer of Pakistan, and Mr. Jan Muhammad, a retired Additional Secretary (Legislation) from National Assembly, for preparation of Administrative Manuals for PIPS.
- Mr. Javed Akhtar Sheikh, retired as Member Finance - Additional Secretary from Pakistan Audit & Accounts Section, for preparation Financial Manuals for PIPS.
- Three researchers from the "Research on Demand"-approved network.
- Ms. Muneeza Hashmi for media training.

# COMPONENT 1: Representation Improved

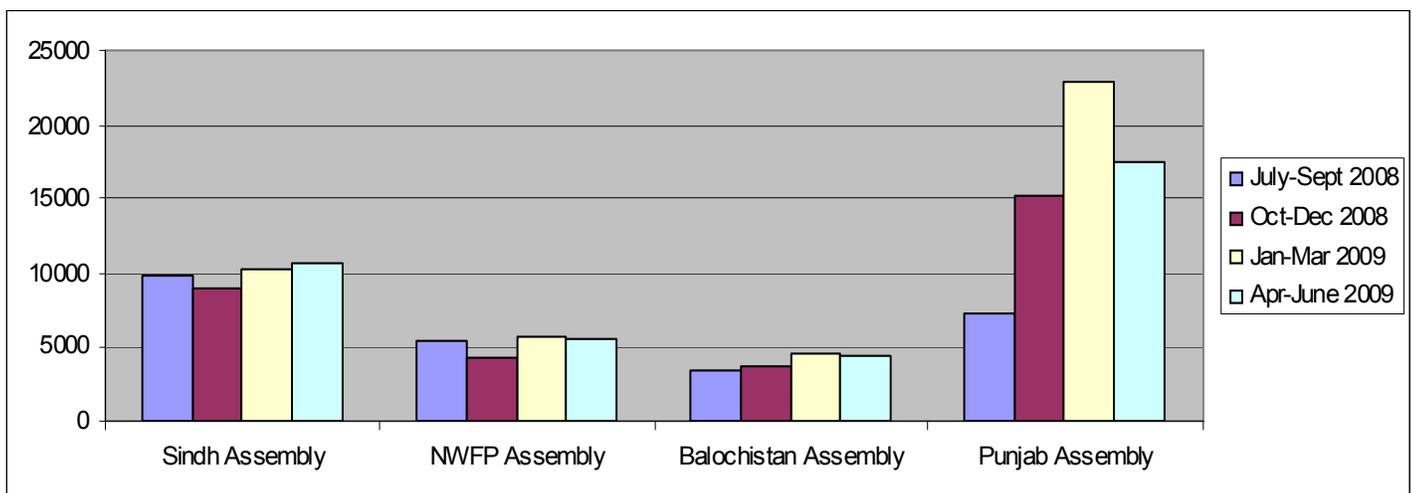
## Summary and Impact

PLSP completed the tender process for telecasting in the National Assembly, and the necessary paperwork for local procurement waiver and IRM was submitted to USAID in June.

In Sindh, PLSP staff and a local consultant conducted a review of the physical space and equipment inventory related to telecasting, after meeting with the Secretary. Staff noted that the Secretariat provided unfettered access, and has been extremely helpful in this early assessment. This is in contrast to the project's experience with the National Assembly Secretariat, and should lead to a faster process of needs assessment, procurement and installation.

### Task 1.1 Websites Development

**Parliamentary Websites** - The use of the parliamentary websites dropped by 10 percent since the last quarter overall; the average number of total unique visitors to the Websites decreased from 14,079 to 12,625. Per Assembly however, the significant drop was in Punjab, after a record high number of visitors last quarter.



In the **National Assembly**, PLSP continued development of the PAC website, working closely with the three-Member PAC Sub-Committee. The beta version of the PAC website was prepared in the last quarter. It was shared with Yasmeen Rehman, one of the members of three-Member PAC Sub-Committee with whom PLSP is working. Ms Yasmeen has conveyed to PLSP that the website will be examined and feedback will be provided at the next meeting of the subcommittee, early in the next quarter. The website has also been shared with Mr. Tahir Hanfi, temporary Joint Secretary of PAC. All updates for the website were completed by the PLSP, with little or no cooperation from the PAC Secretariat.

### Task 1.2 Broadcasting of Parliamentary Sessions

**National Assembly** - PLSP completed the final tender of US and local telecasting companies, and opened the tenders on May 15. With the local telecasting consultant, PLSP evaluated, scored and ranked the bids based upon price and feasibility. All documents were sent to DAI Bethesda for final review and submission of the IRM to USAID, expected in early June. Mr. Tariq Bhatti, PLSP Focal Person and National Assembly IT Director was kept informed at all stages.

DAI home office reviewed all tender and IRM documents. The necessary paperwork for local procurement waiver and IRM was submitted to USAID in June.

**Sindh** - The local telecasting consultant spent a day in the Sindh Assembly examining the existing facilities used by the Assembly for live coverage. Currently the Sindh Assembly has only two CCTV cameras for covering the Members in the Hall and a security camera for the Speaker. The Assembly allows the TV channels into the Press Gallery for live coverage.

The local consultant has prepared a layout of the hall for installation of cameras and placement of the distribution box will be placed, along with a list of specifications for the telecasting equipment. The report will be reviewed by the PLSP international telecasting consultant. The equipment tender, IRM and waiver request will be drafted for submission to USAID for purchase of the equipment through local vendors if, as in the case of the National Assembly telecasting equipment, no suitable bids from US vendors are received.

#### **Task 1.4      *Media Training***

**Sindh** - The purpose of the media training carried out this quarter was to assist parliamentarians in understanding how to deal with the media, and how to use media to highlight their work as a member. The participants discussed in detail the role of media in Pakistan. The training was originally planned for women members, but the Speaker asked that it be extended to all members, and the curriculum was adjusted accordingly.

A total of 19 members attended, including the Deputy Speaker and MQM's parliamentary leader Sardar Ahmed. This training continues to receive high marks from members for its practical usefulness, and for the interactive style of PLSP's media training consultant, producer and interviewer Muneeza Hashmi. The participants requested similar training for journalists, which is part of the extension focus.

#### **Task 1.6      *Policy Dialogue and Related Activities***

**Local Government Reform:** PLSP hosted a meeting with USAID, DTW and IFES to discuss a joint strategy for reform, and to formulate a joint presentation for the new Mission Director. PLSP joined USAID, DTW and IFES for a joint presentation to the new USAID Mission Director regarding local government policy reform, and each project's potential role in ensuring further debate on proposed changes in respective Provincial/local government dispensations. With DTW taking the lead, PLSP offered to support through committee hearings and support for a joint parliamentary committee to review provincial local government reform draft legislation.<sup>3</sup>

There is a political battle ongoing about whether any reforms can go forward before the expiration of the 6<sup>th</sup> schedule in December, with the Prime Minister asserting that the government now considers this a provincial issue. In the meantime, several stakeholders have filed lawsuits with the aim to have the Supreme Court intervene on issues such as reversion to executive magistracy, which they argue would give illegal judicial powers. Should the issue of the Local Government Ordinance (LGO) be put before the National Parliament, as some observers argue it should, PLSP will support actors such as the Committee on Local Government and Rural Development to debate the issue.

Should the issue de facto or legally become solely a provincial matter, PLSP will assist the respective Provincial Assemblies, especially the Committee, to further examine and debate the proposed draft laws.

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<sup>3</sup> *Since this meeting, the Pakistan Government has established a Commission of various stakeholders to review the issue.*

**Electoral Reform:** PLSP has requested a meeting with the new Chair of the Standing Committee on Parliamentary Affairs, which oversees electoral reform. In a recent meeting with IFES, the Chair communicated that it will not be taking any “international recommendations” related to reform. PLSP will continue to evaluate the possible entry point with this committee, particularly with regard to the possibility of holding a public hearing, a public policy dialogue, or assisting in research for the Chair.

## **Publications**

PLSP produced the pocket-size guide book, *Parliament in Brief* for the **Sindh** Assembly. The booklet for the Balochistan and Punjab Assemblies will be printed as soon as the leaderships of those Assemblies approve.

*Parliament in Brief* booklets for the National Assembly were distributed to 50 academicians, libraries and CSOs, including FAFEN and PACFREL.

### ***Summary of Plans for Next Quarter***

- Communication assessments in Provincial Assemblies.
- Installation of telecasting equipment in NA, and procurement in Sindh.
- ■ Media skills workshop for remaining houses, coupled with journalist training for key events (public hearings, policy dialogues, etc.)
- Launch Balochistan Website (postponed due to security and logistics issues related to USAID authorization to travel to Quetta.)
- Officially launch new National Assembly Public Accounts Committee (PAC) Website (dependent upon PAC Secretariat provision of data to populate site).

## **COMPONENT 2: Improved Lawmaking**

### ***Summary and Impact***

The project continued its support for the development of the PIPS, which officially formed its Board of Governors. PLSP-sponsored consultants assisted PIPS and its Executive Director with development of its Website, development of its financial systems and development of the research system. We note that the PLSP project staff, particularly the Lawmaking Advisor and Training Coordinator, spent a good deal of time assisting the consultants and the Executive Director to ensure plans are in keeping with a professional research facility. In addition, PLSP continued to support PIPS "Research on Demand". The project identified 75 new qualified researchers, included five qualified legislative drafting experts to add to the network of resources. Researchers from the network conducted five research requests during the quarter.

The project also conducted legislative drafting training in NWFP and Sindh. To date, trainers trained in PLSP participatory drafting and analysis techniques have drafted or vetted more than 30 pieces of legislation, primarily in NWFP and Punjab Assemblies.

### ***Task 2.1 Legislative Management Modules***

Project Director and Operations Manager convened the Punjab Assembly staff and NETSOL design team to finalize outstanding issues related to implementation of legislative management software, including setup of a final timeline for resolution of all issues previously identified by the Project and the Punjab Assembly that NETSOL has confirmed in writing they will complete, which will bring the contract to closure. Completion and final deployment is expected in the next quarter.

### ***Task 2.1 Conduct Members Orientation 2009***

The Senate New Members Orientation was held on 18 April, 2009, at the PIPS Facility. PLSP and UNDP jointly supported PIPS in conducting this activity. The session was attended by 12 newly elected Senators who were briefed about Senate of Pakistan, its Rules of Procedures, its administrative Secretariat and last but not the least Business of the House including Question Hour and Committee System. The package of background materials included 13 one-pagers on key issues written by PLSP.

### ***Task 2.2 Develop Pakistan Institute for Parliamentary Services (PIPS)***

#### ***Support the Planning and Institutional Development of PIPS***

**PIPS Board** - At the end of June, the PIPS Board was officially notified in the government gazette. The first meeting will take place in July. NA Speaker Dr Fehmida Mirza will be its first president and Deputy Chairman Senate Jan Mohammad Jamali will be its Vice President. The other members include: Minister for Parliamentary Affairs Dr Zaheeruddin Babar Awan, Punjab Assembly Speaker Rana Mohammad Iqbal Khan, Sindh Assembly Speaker Nisar Ahmad Khuhro, NWFP Assembly Speaker Karamatullah Khan Chagharmati, Balochistan Assembly Speaker Aslam Bhootani; Senators Ishaq Dar, Azam Khan Swati, Tahir Hussain Mashhadi, and Dr. Khatu Mal Jeewan; MNAs Yasmeen Rehman, Zafar Ali Shah, Barjees Tahir, Riaz Hussain Pirzada, Iqbal Qadri, Pervaiz Khan, Maulana Mohmmad Qasim, Zafar Baig Bhattani; and Secretaries of the NA and Senate as well as the PIPS Executive Director.

**PIPS Administration and Organization** – PLSP vetted and hired three consultants identified by PIPS to assist with administration and financial systems.

The Legislative Capacity Advisor of PLSP prepared and presented their set of recommendations for PIPS Organigram of the Research Wings of the Institute in addition to detailed deliberations to PIPS

Consultants regarding TORs of all personnel of the research and legislative drafting wings, which remain the core of the Institute.

**PIPS Website** – PLSP staff and consultant Zane Green assisted PIPS in upgrading its website and adding new webpages and associated content to advertise all of PIPS services.

### *Development of Research Services and Documents*

In April, PLSP re-launched the PIPS Research on Request to the Senators and MNAs through PIPS, with a new advertising campaign. In May, PLSP expanded the team of available researchers, sending letters to a short list of 100 researchers from all over Pakistan. The Legislative Capacity Team identified 75 of these researchers as qualified and willing/available to provide services. Five were hired to conduct legislative drafting training as well.

Research activities during this quarter included:

1) **Improper government expenditure in Karachi** - In May, MNA Yasmeen Rehman utilized Research on Request to investigate the case of improper expenditure for a public fountain at the Sea View in Karachi costing taxpayers \$4 million. Due to the research provided, the matter was taken up by the National Assembly Public Accounts Committee. See “Success Story” in Appendix I.

2) **Comparative Study of Hospitals Reform Legislation of UK, India and Philippines.** The request was made by MNA Dr. Donya Aziz. The Research was undertaken by Prof Akmal Waseem, an experienced lawyer and a Professor at Hamdard University Law School. The research revealed strengths and weaknesses of the respective healthcare systems, and how and to what extent the quality of the legislative framework governing healthcare mattered in their actual functioning. Dr. Aziz is a medical doctor and interested in bringing healthcare reform legislation to the National Assembly.

3) **IDP funding** - MNAs Ishaqbal Khan, Jawwad Hussain, and Haidar Ali Shah requested information on the amount of national and international funds announced/allocated for IDPs, and how those funds were being utilized. Two documents were sent to the MNAs by PLSP staff within 24 hours, including a one-page brief including recent funding numbers, and an IDP report obtained from OCHA.

In May, the Chairman of the Standing Committee on Narcotics Control, MNA Murtaza Javed Abbasi, requested two research documents which PLSP supplied.

### ***Legislative Drafting Training***

#### **Sindh**

**Facilitators:** Mr. Rashid Mafzool Zaka, PLSP Legislative Capacity Advisor, Mr. Akmal Wasim, Legislative Drafting Trainer, and Ms. Huma Ikramullah, Provincial Coordinator Sindh

Nine members attended from PPP and MQM. The objective of the workshop was to help the Members understand the importance of lawmaking as well as the intricacies involved in assessing legislation to facilitate social, political and economic transformations in the public interest. The workshop also introduced the importance of research for supporting legislation and especially how to draft and introduce such bills.

The Deputy Speaker and most of the members expressed their appreciation for the participatory style of workshop, and requested more frequent legislative drafting workshops.

#### **Balochistan**

**Facilitators:** Mr. Rashid Mafzool Zaka, PLSP Legislative Capacity Advisor and Mr. Mohsin Abbas Naqvi, Director Legal Drafting of Punjab Law Department

A total of 17 members and five Secretariat Staff attended the Legislative Drafting Workshop. Members actively participated in the workshop, and were very involved in the group discussion exercise. Some members were of the opinion that such trainings may be held for full day or two days at a location other than Quetta. Interest was also expressed regarding regular trainings on Legislative Drafting as well as the following areas:

- i. Rules of Procedures of the Provincial Assembly of Balochistan
- ii. How to read a bill
- iii. How to understand (assess) and draft a bill
- iv. Legislative Process

## **NWFP**

**Facilitators:** Mr. Hidayat Ullah Khan and Mr. Inam Ullah Khan, Assistant Secretaries at the NWFP Provincial Assembly, Ms. Uzma Mehboob, Regional Coordinator of Legislative Watch Program, Aurat Foundation and Mr. Mafzool Zaka, PLSP Legislative Capacity Advisor.

A total of 17 people – 12 women members and five staff – attended. The objective of the training was to introduce women MPAs to participatory drafting processes and the general uses of legislative theory and the four steps of its problem-solving methodology.

### ***Rules of Procedure***

Rules Harmonization Matrices were prepared for Sindh, Punjab and Balochistan. The Matrix for Sindh was discussed with the Deputy Speaker as well as Members participating in the Legislative Drafting workshop. The matrix was discussed as a result of a Comparative Research Activity, where the members identified gaps in Rules of Procedures of Sindh Assembly regarding the powers of committees and accountability and transparency in their system. The project CoP and DCOP are taking the matrices to the respective Speakers and members in Sindh, Balochistan and Punjab Assemblies. The Provincial Coordinators meanwhile will share those with the Assembly secretariats to push the effort towards amending the existing rules in order to replicate the best practices, powers and functions of the Rules of Senate and National Assembly at the provincial level.

### ***Other Tasks: Support Development of Caucuses***

#### ***Extended FATA Parliamentary Group (FATA Caucus), National Parliament***

The Project organized several meetings of the Extended FATA Parliamentary Group (EFPG) working group to finalize the bylaws for consideration by the whole body. PLSP conducted the first meeting on April 17, and distributed the resulting first draft of bylaws to the working group members the following day. The Project held a second meeting with the working group in May, and also discussed the bylaws with the Deputy Speaker, the proposed caucus patron.

Subsequently, the Deputy Speaker agreed to chair the first official meeting to pass the bylaws on 4 July. In the meantime, PLSP undertook research on extension of the political parties' act, one of the key policy issues raised in the bylaws. MNA Noor Alam of Peshawar, a working group member and of PPP informed us that the extension of the Political Parties Act – while supported publicly by many FATA members – in reality remains a controversial issue. Some of the members unofficially affiliated with religious-oriented parties benefit from the current status quo, while the more mainstream parties, including PPP, would like to see FATA become part of the political mainstream. Ultimately, PPP has the power to introduce this as the governing party. MNA Alam promised to assist the caucus by investigating the status of this within the governing coalition, as has the Deputy Speaker.

## ***Women's Caucus, Provincial Assemblies***

PLSP submitted a memo to USAID requesting guidance on continued work to establish the Provincial Women Caucuses to USAID, based upon a meeting with the National Assembly Speaker, outlined below. The memo was submitted via email to the Acting COTR Michael Hyrshchyn on June 5 2009, and again to Acting COTR Gene Gibson on June 18 and with a hard copy to be given to COTR Humaira Ashraf at a meeting in PLSP offices planned for July 8. PLSP is awaiting a response from USAID on the proposed strategy. The memo is attached as Appendix 4.

On Wednesday, May 27, 2009, the DCOP and Training Coordinator met with the Speaker of the National Assembly in her constituency office in Karachi. This meeting was as a result of several months of contact with her office regarding linking the Provincial Assembly Women Caucuses to the work of the National Assembly. Her Assistant, Mr. Shamoan Hashmi (who staffs the National Assembly Women Caucus Secretariat) was also present.

Madam Speaker was gracious and seemed to be aware of the PLSP program. After a brief presentation on PLSP, we focused on the work of the women caucus, and some of the problems faced including:

- Sindh – Deputy Speaker is supportive of the Women Caucus, but Sindh Speaker is not.
- Punjab – Discussed the problems of the Punjab launch and in-fighting of PPP.
- NWFP – Women have moved forward on working group, bylaws and policy agenda, but two PPP members' fighting was threatening to derail it.
- Balochistan – We did not discuss in detail.

We emphasized that our approach had been supportive -- introducing the idea, providing comparative information, sample bylaws (including those of the National Assembly), meeting space, advice and comments on bylaws and policy agendas -- but that the substantive initiatives were from the women members themselves. We also discussed training activities completed or upcoming with the caucuses (e.g., NWFP bill drafting; Balochistan leadership skills; all groups media relations).

The Speaker clearly wants to lead this initiative. She says that she has the authority to make these women "behave" (not with legal authority but through their party leaders), and she is not surprised about the issues because it had taken her six months to launch the National Assembly Women Caucus.

She indicated she would like to host a women members' conference in Islamabad, possibly in August. The main theme would be the IDP situation. At that event, she would present the work of the National Assembly Women Caucus to the provincial members and get them on board towards a formal launch of the women caucuses in each provincial assembly.

She asked if we could support this conference. The DCOP stated we had money in our budget to conduct a conference to help network the provincial and national conferences, and perhaps it could be used for this purpose, after consultation with USAID, and also said there were other interested donors with whom we could liaise.

**Balochistan** – MPA Dr. Ruqaya Saeed Hashmi finalized the draft bylaws based on PLSP input and the NA model. Carmen Lane and Nadia Batool were set to discuss them with women members at May 28 training on Leadership Skills. Following the above-mentioned meeting with the Speaker, they instead explained that conversation and the desire for the Assemblies to go forward with formalities after August. The women were in agreement that this would ultimately be helpful.

**NWFP** – On May 12, PLSP held a meeting to bring together women Members from all parties in the NWFP Provincial Assembly. All women Members were invited, and 12 attended representing ANP, PPP, PPP(S), PML-Q, MMA and JUI-F.

The purpose of the meeting was to discuss the draft bylaws with women members who are interested in formalizing the women caucus. Subsequently a caucus working group met and finalized the next draft of the bylaws. Carmen Lane and Nadia Batool returned at the end of May to discuss the bylaws and process for moving forward. This also followed the meeting with the Deputy Speaker. After discussion, the women agreed to wait and see with regard to the proposed new strategy.

*Meeting with Projects and Donors working with Women Members* – UNDP’s SDPD program and PLSP co-hosted a meeting at PIPS with representatives of UNIFEM, Asian Development Bank, Gender Based Governance and the NA Women’s Parliamentary Caucus. The purpose of the meeting was to discuss collaboration between the projects/donors concerning work with women members and with women caucuses. The minutes of the meeting are attached, and UNDP agreed to organize regular meetings. See Appendix 4.

### ***Summary of Plans for Next Quarter***

- Continued meetings of FATA Caucus (EFPG).
- Support national conference of women members of provincial and national parliament (dependent upon NA Speaker initiative).
- PLSP will work with IFES to hold another electoral process event, based on consultations with IFES and the Chair of the Standing Committee on Parliamentary Affairs.
- Conduct remaining presentations on Comparison of the Rules and Procedures of all Houses to harmonize these with regard to Committee Effectiveness, Public Hearings and Telecasting.
- Continue efforts to institutionalize Legislative Drafting through ToT and Refresher workshops so as to increase the number of Drafters available within respective Assembly Secretariats. In addition, more comprehensive Members Trainings on legislative process and drafting will also be undertaken in Islamabad and Lahore.

### **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.

We note significant activity this quarter in most of the target committees at the national level with which PLSP has been and/or will be working with during the extension. This includes:

*Public Accounts Committee:* The PAC held ten meetings examining the accounts of the ministries and departments, including Finance; Ports and Shipping; Science and Technology; and Petroleum and Natural Resources. Its four Sub-Committees also continued examining accounts of the ministries and departments.

*Education:* The National Standing Committee on Education met four times and continued to discussed the highly charged case of increase in marks for the daughter of former chief justice of the Supreme Court. It formed a five-member sub-committee to determine those involved in the award of extra marks to the daughter of former chief justice Abdul Hameed Dogar. It also discussed the draft education policy. Its sub-committees also held two meetings. PLSP has been in contact with the Chair to hold a public hearing.

*Health:* The NA Standing Committee on Health met five times, mainly to discuss the allocated budget for health and finalized recommendations and suggestions on the Health policy 2009. Its sub-committees regularly met and the subcommittee members visited hospitals in Karachi and Islamabad. PLSP interventions with the Health Committee are outlined below.

*Finance and Revenue:* The Standing Committee on Finance and Revenue held three meetings in which they discussed the National Finance Commission (NFC) award, State Bank's monetary policy, and loans written off by successive governments. PLSP's oversight advisor shared the Federal budget analysis tools with the Chair.

*Defense Committee:* The Standing Committee held four meetings, and discussed the military operation in Swat, Malakand and North Waziristan. It had directed the Ministry of Interior to issue a white paper highlighting the facts and figures of the Swat operation and implication of the war on terror in order to assess the fallout of those policies. The Standing Committee also asked the Defence Housing Authority to ensure transparency in utilization of funds and involve its residents while levying taxes or increasing the existing charges.

*Foreign Affairs:* The Standing Committee on Foreign Affairs held four meetings with foreign delegates in April-June 2009. It met with delegations from Russia, Demark, and Britain. Its sub-committee met once this quarter. In addition, the President presented the government's foreign policy objectives to the committee at a special meeting in June.

*Local Bodies and Rural Development:* The National Assembly Standing Committee on Local Bodies and Rural Development met twice and discussed funds for projects on improvement of watercourses in Pakistan. It is not involved in the discussions of local government policy reform, as it is likely this debate is shifting to the provincial assemblies.

The Standing Committee on Parliamentary Affairs nor on Government Assurances met this quarter.

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

**PAC Assessment** - PAC expert Gavin Woods was scheduled to begin PAC assessment in June, but by the end of the month his TCN waiver had not yet been approved by USAID. PLSP arranged for him to come at financial risk to DAI at the beginning of July, so as not to lose the window of his

availability. PLSP in June also hired a local consultant, the former Controller General of Pakistan, to arrange meetings for Dr. Woods and to bring in the local structural and legal audit perspective to the assessment.

**PAC Intern/consultant** – The consultant PLSP identified to work with the NA PAC, for which the project was paying a stipend, was not acceptable to the PAC Chairman. After a series of unfortunate events – including miscommunications involving both the individual and the PAC Secretariat – the Chairman asked that he be replaced.

MNA Yasmeen Rehman, a member of the subcommittee the Chairman established to work with the project, recommended Mr. Naveed, who was working for PLSP as a part-time assistant in the Parliamentary Resource Center. She felt Mr. Naveed had showed considerable helpfulness and solid research skills during her interactions with him at the PRC. After interviewing with the PAC, Mr. Naveed agreed to work part-time for the PAC on a pro-bono basis for a probationary period to ensure the PAC's satisfaction, after which he will be offered a stipend by PLSP for the remaining months of the assignment.

**PAC Website – see Representation**

### **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 was not met, and the national budget was submitted on July 13. The National Parliament only had two weeks to review it, with the provincial assemblies even less time. The project undertook some preparatory activities, including a pre-budget session in Sindh, but the bulk of the training needed to be carried out using the actual budget figures. This insures maximum participation and gives members an opportunity to prepare more rigorously for their budget speeches. Therefore during June PLSP held five budget training workshops for MNAs, Senators and MPAs of all provincial assemblies, except NWFP<sup>4</sup>. Over 100 MPs attended the workshops representing treasury and opposition members from all political parties. Some secretariat staff also participated as observers.

Legislative Oversight Advisor PLSP, Mr. Aizaz Asif and Public Finance Consultant, Mr. Dawood Ahmad conducted the workshops and shared key budget analysis of the forthcoming budget 2009-2010. The workshops were designed to provide legislators an opportunity to analyze the budget as a fiscal policy document for overseeing government operations. Emphasis was on interactive exercises to increase members' capacity to understand the terminologies relating to the budget, the flow of revenues and expenditures during the fiscal year and the sequential relationship of budget documents. The presenters distributed bilingual Budget Guides. These documents had commentary on constitutional provisions of the budget, key budget considerations for parliamentarians, budget flow charts and diagrams and exercises on how to analyze various budget figures.

At the end of the workshops there was an optional session for members who wished to have independent consultations with the presenters. Many members took the opportunity and highly appreciated the format of the workshop.

As mentioned earlier, using previous year's budget training workshop as the benchmark, this year's emphasis was to make the trainings more interactive by using the following tools:

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<sup>4</sup> *Due to the security threat and the bombing at the Pearl Continental in June, the NWFP workshop could not be held. The budget session was also the shortest in the assembly's history and was passed in a span of 2-3 days without any debate on cut-motions.*

- Revised version of a bi-lingual (Urdu & English) easy to comprehend “Guide to Understand the Budget in Pakistan” (This included key recommendations, compiled during the previous workshops, for a more effective role by parliamentarians in the budget workshops)
- Participant’s Manual with budget literature and workbook style budget related exercises
- Practical demonstrations of how to read and interpret the Budget Statements, and related budget books
- Key on-the-spot analysis of budget figures
- Using mostly Urdu as the medium of communication

The results of these trainings included members’ further interest in lobbying for:

- (i) Extending the period for budget debate
- (ii) Involving respective committees in sectoral budget formulation and
- (iii) Involving committees in mid-term budget reviews of their sector

In Sindh, for instance, parliamentary leader of the MQM and former Finance Minister Syed Sardar Ahmad prepared his budget speech including these recommendations. See article below.

**TEXT BOX - 1**

**INVOLVE MEMBERS IN BUDGET MAKING - MQM**

**THE NEWS - SATURDAY, 27 JUNE 2009**

By our correspondent

**Karachi** - Legislators should be involved in budget-making and evaluation and monitoring of uplift schemes, said the Muttahida Qaumi Movement’s (MQM) parliamentary leader, Syed Sardar Ahmed, on Friday while taking part in general discussion on the provincial budget 2009-10 in the Sindh Assembly.

He said that a committee comprising legislators should be set up to assess the monthly or quarterly progress of the schemes. A committee should also be formed to see as to what extent recommendations submitted by the legislators had been implemented.

He said that the people had given a mandate to bring about change, not continue the status quo. He said that bureaucrats may have the expertise for preparing a budget but they lacked the vision. Funds for uplift schemes were released late, resulting in extra expenditure of up to 40 to 50 percent in 10 months while the remaining 50 percent expenditure would be made up to June 30, he said. “Can we honestly spend money in two months,” he asked.

Ahmed said that Sindh had spent Rs198 billion during the last seven years on development schemes and wondered what changes it had brought about in the lives of people. He suggested that Sindh should at least develop a three-year plan, in which people should be involved.

### **Task 3.3      *Committee Capacity Building***

PLSP outlined in the introduction some of the activities of targeted committees. During the quarter, aside from PAC and the Finance Committee, PLSP worked most closely with the Chairman of the Health Committee of the National Assembly, Dr. Nadeem Ahsan. PLSP staff approached him about the possibility of facilitating a Public Hearing for their committee. The Chairman reciprocated with interest, but due to the security situation and difficulty in access to the parliament the public hearing had to be postponed. PLSP is now under discussions with the Chairman to hold a Field Hearing outside of Islamabad.

In **Sindh Assembly**, PLSP conducted a seminar for Committee Chairs, presided over by Assembly Speaker Nisar Ahmed Khuhro. More than half of the Sindh Assembly Committee Chairs participated in the event. Key issues discussed included empowering committees and changing Assembly rules to grant *suo moto* powers to the committees to encourage better oversight of provincial government operations. Mr. Fakhar Imam, former speaker of National Assembly, participated as a guest speaker on the critical role of Committee Chairs. Additional discussion focused on the Pre-Budget, Media Skills and Leadership Workshops being conducted the same week.

In **NWFP Assembly**, PLSP worked with Standing Committees that oversee issues related to Internally Displaced Persons, such as Disaster Management and Food Security, to identify topics for public hearings which PLSP may support. The respective Chairs, the leadership and the Secretariat have shown key interest in the idea, but the security situation put this on hold. PLSP will continue to pursue this.

### ***Summary of Plans for Next Quarter***

- Continue to support key committees through provision of research, interns and technical assistance for policy dialogues and public hearings.
- Work with key committees such as Public Accounts Committee and the Senate and National Assembly Standing Committees on Finance to share the Federal Resource Monitor. The provincial PRMs will be shared with the respective provincial Standing Committees on Finance<sup>5</sup>.

## **COMPONENT 4: Improved Management/Infrastructure**

### **Task 4.1 Strategic Planning**

During this quarter, PLSP conducted strategic planning retreats for Sindh/Balochistan (jointly) and the Senate, in April and early June respectively. The project drafted a detailed plan for Punjab based upon the framework, which will serve as a model for the rest of the houses.

The Senate strongly recommended a national conference to bring together all the strategic planning committees to jointly review the plans. PLSP plans to facilitate this in late August.

**Sindh and Balochistan** – An orientation session was held in each house, with a detailed presentation on the process and objectives of Strategic Planning (SP). The orientation was designed to be participatory. By the end of the exercise, each Assembly had developed their Mission Statement. In addition, the orientation session included a briefing on the SWOT (strengths, weaknesses, opportunities and threats) Analysis, as it was the tool that members used to kick-off the two-day SP retreat.

The SP retreat for the two houses was successfully held at the Pearl Continental in Bhurban from 30 March to 1 April, 2009. SP committee members of Sindh and Balochistan participated in the retreat. In the case of Sindh, members included the Deputy Speaker Syeda Sheila Raza and Provincial Minister Raza Haroon. PLSP staff and facilitators ran two and half 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 province.

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.

#### *Strategic Planning Retreat – Senate*

PLSP staff held a strategic planning retreat in Bhurban for the Senate Strategic Planning Committee on June 2 - 4. The Strategic Planning Committee members present included Senator Ishaq Dar (former Minister of Finance); Federal Minister for Science and Technology Azam Swati; Senator Dr. Javed Leghari (new Senator, but distinguished educator with 20 years as a professor of Engineering in the U.S.), Dr. Saeeda Iqbal whereas the Deputy Chairman of the Senate Mr. Jan Jamali participated for a full day. The members completed their framework, which was edited and returned for comment by PLSP in mid-June. The secretariat staff from the senate included Mr. Jamil Qureshi, Joint Secretary Senate and PLSP Focal Person and Iftikharullah Babar, Additional Secretary Senate.

All senators praised the initiative taken by PLSP and participated vigorously during the 2 day process.

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

**Punjab** – The Speaker of the Provincial Assembly of the Punjab, Rana Muhammad Iqbal Khan approved the Strategic Planning Framework for the Assembly at a meeting with the COP on Tuesday, 16 June. Deputy Speaker Rana Mashhood Khan, leader of the Strategic Planning committee,

discussed the key elements of the framework, and requested that the Speaker give his consent to the framework, allowing the committee and the Project to move forward to drafting an actual strategic plan. The Speaker gave his consent, and the Project is now preparing the initial draft for presentation to the Deputy Speaker and the rest of the SP committee.

**National Assembly** – The National Assembly still has not set a date for strategic planning retreat. This has to do in part with travel of some key members, as well as the budget session in June. Also, it does not appear that the Secretariat has been helpful pushing this forward; they have informed the project that the National Assembly has created its own strategic plan. However, the NA has not shared this strategic plan with the project, or apparently broadly with members. PLSP has offered to incorporate this plan into the larger process, but has emphasized the need for all Assemblies to undergo a similar consultative and transparent process.

On 20 June, Senator Dar informed the project that he spoke with NA Speaker Fahmida Mirza personally about the NA's delay in holding their own SP exercise. He told her that he had participated in the Senate's SP retreat and found it extremely useful and necessary for the Senate. He urged her not to delay this any further, and he suggested that she herself attend a day's session during the retreat as the Deputy Senate Chair did for the Senate. PLSP followed up with a letter to the Speaker about this, but has received no reply or feedback from her office as of this writing (July 21).

#### **Task 4.2 Intern Program**

In June, the project advertised publicly for intern applicants, based upon criteria devised in cooperation with each house. The project received 594 applicants, and an internal PLSP committee determined that 384 met the minimum requirements for short-listing (such as basic education requirements and having properly completed all necessary forms).

Following this, the committee further short-listed candidates based upon qualifications. The total number short listed for further review was 181. Thirty applicants were short-listed for each House, and these will be interviewed by selection committees formed by the respective Secretariats.

Final approval of the selected interns and the scope of work for their assignment will be made jointly with PLSP and the Secretaries of the Senate and National Assembly, and Deputy Speakers of the Provincial Assemblies. PLSP will supply five to eight interns per house, with a special focus on key standing committees and areas where the Assembly needs particular assistance which is in keeping with the extension goals (for example NWFP will use interns to update its library cataloging system.)

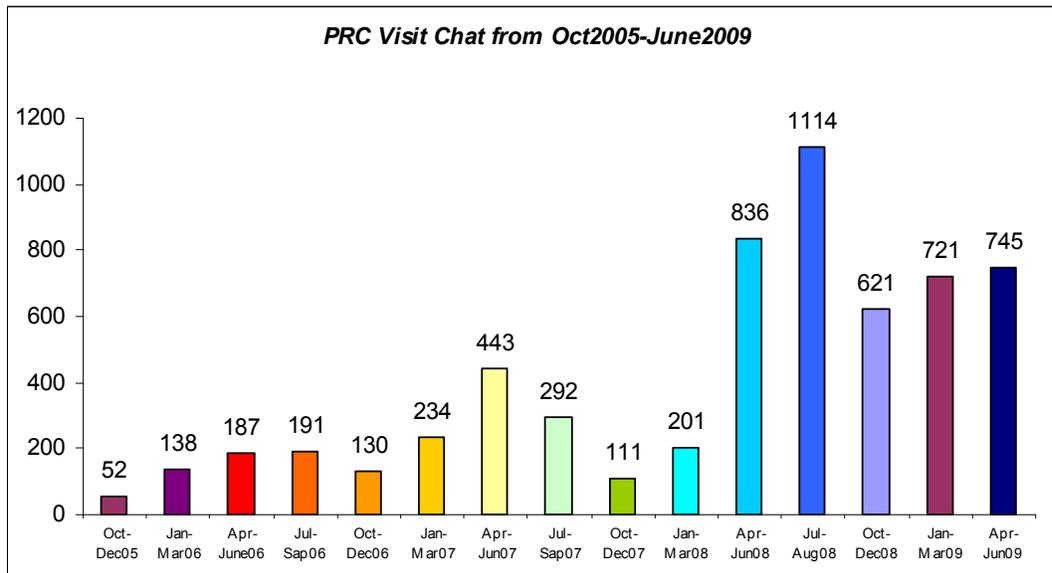
The project expects interns to be selected by the end of July with an intern orientation in early August.

#### ***Resource Centers (PRC and PITRCs)***

Parliamentarians Resource Center (PRC): On the morning of 6 June 2009, PRC Assistant Muhammad Niaz opened the National Parliament resource center to thick smoke and fire. After extinguishing the fire, he reported the incident to PLSP who contacted the appropriate government officials (Capital Development Authority, Parliament Staff, and Fire Marshals). There was serious damage to computers, chairs, tables, air conditioners, electric and networking cables, false ceiling panels, printers, cabinets, and switch boxes, as well as to the walls of the PRC. The project submitted a full incident report to USAID.

After four consecutive 16-hour days, during which PLSP staff oversaw repairs, remove damaged equipment and replaced it, the facility was reopened in time for the busy budget session. In the meantime, members were able to access computers and internet at the interim PIPS.

In general, use of the PRC continues to rise, with 745 visits, compared to 721 last quarter. It is used by both individual members, and this quarter as a meeting space for one of the subcommittees of the Public Accounts Committee.



**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.

Unfortunately, both the Punjab and NWFP Assemblies received collateral damage from terrorist attacks.

**In Punjab,** the May 27 bomb blast targeting a police rescue facility in Lahore also blew out the windows and damaged all the window frames of the PITRC facility. There were no injuries. PLSP staff conducted an assessment of the damage and began repairs within a few days, upgrading the facility by adding blast film on the glass. The facility reopened in early June. The Provincial Coordinator of Punjab Provincial Assembly is in regular contact with the Assembly Secretariat regarding plans for enhanced security around the parliament and the parliament lodges where the PITRC is located.

**NWFP –** The June 9 attack on the Pearl Continental Hotel in Peshawar resulted in damage to the nearby Provincial Assembly. The PITRC facility, located within Parliament, sustained minor damage. The Assembly repaired the damage and PITRC operations were not affected.

### **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 during project closedown.
- Intern program launched in each Assembly.

- Conduct strategic planning retreat for National Assembly; conduct national conference bringing all SP Committees together to review draft plans; conduct roundtables to brief other members on plans and hold formal launches.

#### **IV. COOPERATION WITH OTHER DONORS/PROJECTS**

- The Project continues to cooperate with its USAID Partner Organizations. PLSP participated with IFES and DTW in a presentation to the new USAID Mission Director on Local Government Reform policy agenda.
- The Project sponsored the Senate Orientation with UNDP SDPD program, after having jointly developed the curriculum and training agenda.
- PLSP hosted a meeting at PIPS with a number of donors/projects interested in supporting women members, caucuses and policy activities, including: PLSP, UNDP SDPD; Gender Development Program, UNIFEM, and ADB. Amongst other activities, there were expressions of support given for the idea of a conference of women members in August. UNDP was to take the lead on this and communicate with the other projects.

## **V. ADMINISTRATIVE MATTERS**

- The project submitted a proposal and signed a contract for a one-year extension.
- The project awaits formal approval of the work plan (January – June 2009).
- DAI recruited, interviewed and submitted for technical approval a new expatriate Senior Information Communication Technology Advisor. Ray Short plans to join the project at the first of August.
- DAI began recruitment of local IT Advisor to work with the Senior Information Communication Technology Advisor, with finalists short-listed by the end of the month. The final three candidates will be interviewed by DAI's Office for Information Management Technology in early July, with selection to be completed by 10th July.
- DAI hired a fourth driver and is in the process of recruiting two more administrative staff to support the extension, its additional personnel and three-fold increase in monthly budget.

## VI. CHALLENGES ENCOUNTERED AND REMEDIAL SOLUTIONS

- **Security Situation and Provincial Assembly Access**

*Problem:* Continued targeted killings in Sindh and nationalist unrest in Balochistan, as well as continued strife 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 continued unstable security conditions, military operations in NWFP and anticipated operations in Waziristan 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.

*Remedial Solution:* Project continues to work with Provincial Assemblies to ensure sufficient time for security arrangements to be made, when possible. The project is still considering 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.

- **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 and travel by Assembly leadership disrupted plans to conduct meetings there; and again, as of the end of this quarter, the Sindh Assembly has yet to appoint an LDSC despite assurance received from the Speaker of the Sindh Assembly.

*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. The Project will again meet with the Speaker of the Sindh Assembly to emphasize that a curtailment of certain activities which require LDSC involvement may be required, so that he will name those LDSC members quickly.

- **Strategic Planning Committees National Assembly**

*Problem:* National Assembly has only convened its Strategic Planning Committee one time by end of the quarter, with National Assembly Secretariat avoiding sharing the strategic planning document with PLSP.

*Remedial Solution:* Repeated efforts have been made to resolve this issue, including with meetings Mr. Hanfi, who continues to promise to send the draft document, but has not done so. A final effort will be made to meet with the Secretary of the National Assembly to resolve this issue, so that a National Assembly Strategic Planning Retreat can be held in August prior to the commencement of Ramadan.

## 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 2 – National LDSC Minutes (draft)**

### **Parliament of Pakistan 18<sup>th</sup> Legislative Development Steering Committee Meeting Thursday, 11 June 2009 PIPS, Parliament Lodges, Islamabad**

#### **Members Present**

Hon. Faisal Karim Kundi, Deputy Speaker National Assembly & LDSC Chair  
Senator/Minister Muhammad Azam Khan Swati  
Senator Dr. Javaid R. Laghari  
Senator Saeeda Iqbal

#### **Secretariat**

Ishtiaq Ahmed Khan, Additional Secretary National Assembly  
Jamil A. Qureshi, Joint Secretary Senate & PLSP Focal Person  
Tariq Parvez Bhatti, Director IT & Automation National Assembly & PLSP Focal Person

#### **USAID**

Michael Hryshchshyn, Director, D&G Office, USAID/Pakistan

#### **PLSP**

Carmen Lane, Deputy Chief of Party PLSP  
Khan Ahmed Goraya, Executive Director PIPS  
Aizaz Asif, Legislative Oversight Advisor  
Rashid Mafzool Zaka, Legislative Capacity Advisor  
Daud Malik, Representation Advisor  
Nadia Batool, Training Specialist  
Asma Yamin, Research Program Associate

Deputy Speaker Faisal Karim Kundi was delayed at the meeting and requested that Senator Azam Khan Swati chair the meeting in the meantime. Senator Swati graciously agreed to do so.

Opening the meeting, Carmen Lane said that lots of things regarding PLSP have changed since the last LDSC meeting in December 2008. She informed that PLSP, which was to close down in June 2009, has entered a new 11-month phase with a considerably larger budget. She also said that the new phase involves extension of current activities, new activities and delivery of additional hardware and software.

#### **Minutes**

The minutes of the previous meeting were approved. However, it was pointed out that the Members and the Secretariats' staff should be informed more in advance about the LDSC meetings. Senator Swati said that the Members should take the LDSC meetings seriously and ensure their presence, adding that the task of setting up the parliamentary institute is huge.

## **PIPS Board of Governors (BoG)**

Khan Ahmed Goraya told in the meeting that a request for nominating eight Members of the National Assembly and four Senators was sent to the Secretariats of the National Assembly and Senate in January this year. However, the process was delayed because of the Senate elections. It was decided that the new Chairman Senate should nominate Senators for the Board of Governors. Now both the National Assembly and Senate have nominated Members for the Board of Governors.

Mr. Goraya also informed that the Honorable Madam Speaker of the National Assembly will be the first President/Chair of the Board of Governors for three years. He also said that according to the PIPS Act, if the Speaker National Assembly is the President of the Board of Governors, then the Senate's Deputy Chairman will be the Vice President of the BoG.

Other members of the BoG are the four Speakers of the Provincial Assemblies, Federal Minister for Parliamentary Affairs, Secretaries of the National Assembly and Senate, and the PIPS Executive Director. He said the composition of the Board of Governance is complete and it is in the process of being formally notified in the Gazette. After notification, the BoG will hold its first meeting.

Mr. Goraya also informed that though there was no BoG, the secretariats of the National Assembly and Senate have allocated 60 million rupees for the PIPS in the coming financial year.

Senator Swati congratulated the Members nominated for the PIPS Board of Governors, saying that it is a noble cause, and termed PIPS a “national endeavor”.

Mr. Goraya said that USAID should expedite the process of the starting the construction of PIPS building and the deadline of constructing the building should be met. However, Senator Leghari pointed out that the USAID's commitment to building the PIPS and the proposed timeline already was discussed in the previous LDSC meeting.

## **PIPS Building**

Michael Hryshchyshyn informed that the architectural and engineering design of the PIPS building has already been completed. He said that USAID is now starting the tendering process for the PIPS construction. He said that a USAID waiver is being sought to open up the tendering process of PIPS construction so that Pakistani companies can also participate. He said that an advertisement for pre-selection of companies will be issued in next couple of weeks and in the pre-selection, the companies are examined for their resources and their construction expertise. He also told that a formal solicitation will go out to the qualified companies. They will receive copies of the architectural design and they will be requested to put in their bids. Mr. Hryshchyshyn hoped that the building of PIPS would start in this calendar year.

In response to a question from Senator Leghari, Mr. Hryshchyshyn updated the new LDSC participants on the firms involved in finalizing the architectural and engineering design of the PIPS building.

Senator Swati, also Minister for Science and Technology, offered that the Commission on Science and Technology for Sustainable Development in the South (COMSATS), which is an inter-governmental network of 16 science and technology groups across 21 countries that is headquartered in Islamabad and coordinated by the Ministry of Science and Technology can also provide technical assistance that may be needed on a pro-bono basis.

## **Strategic Planning**

Carmen Lane informed at the meeting about the process of strategic planning with the Provincial Assemblies and the Senate. She said that the strategic frameworks for the Provincial Assemblies have been completed and now the narratives are being finalized. She further informed that from June 1 to 3, the strategic planning workshop for Senate was held in Bhurban. She said that at the Senate Strategic planning, it was suggested that a conference of all strategic planning committees should be convened, in particular to discuss harmonization of standards that are reflected in the strategic planning among Provincial Assemblies.

The Members of the Senate Strategic Planning Committee present were informed that they would get the Strategic Planning Framework by June 15, 2009 (Monday) for review and feedback. After the approval on the Framework, the PLSP will start working on the Strategic Proposal.

Carmen Lane said that for the National Assembly, a strategic planning session has been planned by the end of this month, from June 28 to 30 in Bhurban. Ishtiaq Ahmed Khan informed that the National Assembly has already prepared a draft strategic plan. The plan will be submitted to the Speaker and he hoped that the pilot strategic plan would be approved in two weeks time. Carmen Lane responded that PLSP will take forward the hard work done by the National Assembly on the strategic planning and help to incorporate it into the process completed by all the other houses.

About the previous orientation session on strategic planning for the National Assembly, Mr. Ishtiaq said that it was planned in haste and without properly informing the relevant staff of the National Assembly. He suggested that the process of calling meetings should be better planned so that the Honorable Members and the Secretariat Staff should attend them. He said that the Focal Persons should be informed about all such meetings so that everybody in the Secretariat is also informed accordingly.

Carmen Lane informed that while PLSP will try to do a better job of giving more notice for meetings, the Project often faces last minute changes in the planned schedule – whether due to the session or changes in individual member availability – which sometimes make it difficult.

## **Library Consolidation (Sub-Committee)**

Carmen Lane told that this item has been on the PLSP and LDSC agenda for quite some time. She said that in the LDSC meeting held in July 2008, a Sub-Committee of the LDSC was proposed to look into library consolidation of the National Library and Senate in order to have one very high quality library for the Parliamentarians. She said that this issue was also discussed in the Strategic Planning for the Senate. The Library Sub-committee never met despite a few attempts by the Project to help organize it. She pointed out that at this time, the Sub-Committee needs reformulation as Senator Muhammad Anwar Bhinder and Senator Rukhsana Zuberi have retired after completing their terms. Other original members of the Sub-Committee are Senator Azam Khan Swati and MNA Dr. Azra Fazal Pechuho.

For the benefit of the new members of the LDSC, Carmen Lane discussed the background of this Project, including the fact that both PLSP and UNDP conducted assessments of the libraries in 2006, and certain recommendations were made regarding consolidation. Finally, she mentioned that in the new Project extension, PLSP has funds to bring back the expert UNDP used for its assessment, as well as money for related hardware and software.

Senator Swati said that this issue was close to his heart and requested Senator Javed Leghari to take up this task. He told the meeting that the Chairman Senate backs the efforts to consolidate and improve

the parliamentary library. He said that the Chairman Senate is also very receptive to this Project. He said he was the member of the Senate Library Committee, adding that they did lot of work but still much more needs to be done. Senator Swati offered to give resources from his own pocket, if needed, for this library consolidation.

Senator Swati proposed to make National Assembly Deputy Speaker Faisal Karim Kundi the focal person on the consolidation of the libraries. He said that it is a common cause and the achievement will also be common to integrate the National Assembly and Senate libraries.

The Deputy Speaker said that now is the good time to move ahead with consolidation of the National Assembly and Senate libraries, as there is leadership support for this idea. He further said that the leadership of both the Houses should discuss this idea. The meeting with the Senate Chairman and Deputy Chairman, he said, can be held during the current budget session. He suggested that MNA Dr. Azra Fazal Pechuho – who was originally nominated may not have the time to commit to this – and he would send a replacement name along with an additional MNA.

Mr. Hryshchyshyn suggested that the PIPS should be involved in the process of libraries' consolidation, as it is also a center of research.

Senator Swati said that he would be personally responsible for getting the consent of Senate Chairman and Deputy Chairman for this project. Mr. Goraya suggested that a formal meeting of the Sub-Committee should be held at PIPS.

Jamil Qureshi pointed out that the UNDP report made 52 recommendations, including that there should be an independent 50-member section within the Parliament library headed by a Grade-21 officer. Mr. Qureshi said that to set up such a section, perhaps, requires enactment of the Parliament as the two secretaries – National Assembly and Senate – were set up under constitutional provisions. He hoped that the LDSC Sub-Committee would review the recommendations of the PLSP and UNDP to come up with concrete plan.

The Deputy Speaker said that that there are two aspects – research and consolidation – and reiterated that time is right for moving ahead with the libraries' consolidation as there exists leadership consensus on this issue. The Deputy Speaker regretted that the staff of the National Assembly is not performing its duties efficiently, adding that the Parliament has enough staff to divert them to any new section recommended, if any.

Senator Swati said that there is now political and democratic will but unfortunately there is no bureaucratic will. He said that the Parliament urgently needs a unified library. He said that there is nothing in the UNDP report against the efforts for setting up a unified parliamentary library. He informed that at present, the National Assembly and Senate libraries are in bad condition and not working properly. He said it is unfortunate but he concurs with Deputy Speaker that the staff of the secretariats – brought in by the politicians – are not interested in doing their duties. He also said that the senior bureaucracy should show the way how to complete this task of consolidation, instead of identifying obstacles, and that there is a political will, and PLSP has hinted at some fiscal support, therefore it is time to move forward.

Jamil Qureshi clarified that he was only suggesting the work done on this issue and he backs the project.

Supporting the incremental approach of completing one task, Mr. Hryshchyshyn suggested that the National Assembly and Senate should publicize their work and share it with other Parliaments, as it

will help visibility for Pakistan and set up parliamentary linkages. He said the Election Commission of Pakistan has gone through this exercise of developing linkages with the libraries around the world and immensely improved its library.

Though it was decided that the LDSC Sub-Committee would be reconstituted at the earliest, with nomination from the National Assembly, and convene its first meeting within the next week or so, Senator Leghari informed the meeting that he will not be available for next 15 days.

In closing, Carmen Lane suggested the following events in order to move forward on this issue:

Senators Swati and Leghari be formally added to the LDSC Library Sub-committee to replace the two retired Senators (Senators Bhinder and Zuberi);

Deputy Speaker will inform about two new MNAs for the Sub-committee as soon as possible;

PLSP will help organize the first meeting of the Sub-committee at the earliest possible date, whereby the members will be given an overview of the history and the findings of the PLSP and UNDP reports.

### **Parliamentarians Resource Center Fire**

Carmen Lane informed the meeting that there was a serious electrical fire at the Parliamentarians Resource Center on the morning of Saturday, June 6, resulting in considerable damage. After getting clearance from the relevant authorities, she said the PLSP administrative staff led by Junaid Siddiqi worked 18-hours a day to repair the PRC and replace equipment for use by the Members coming to attend the budget session, within four days. She hopes that the Members will recognize and appreciate their efforts.

The meeting concluded with the note of thanks from the LDSC Chair.

## Appendix 3 – PMP narrative

### Performance Monitoring Plan Update Quarter 2, CY 2009

The following report marks the last data collection effort under the project's old PMP. As per the extension Scope of Work, PLSP was asked to examine and revise the Monitoring and Evaluation Framework in light of the new or refocused activities in the cost extension. This exercise was undertaken during the present quarter.

The new PMP will focus on collecting data that will go directly to determining whether or not the project has achieved the overall results, with less emphasis on outputs or milestones. The 2008/9 members survey will be retooled, asking questions only specific to the PMP, and given on a bi-annual basis. PLSP will also take advantage of new tools that came into existence after the original project began, such as PILDAT's Legislative Scorecard. While the entire M&E package is being submitted with the new Workplan, below is a sample of the new structure, as presented to the COTR and members of USAID's program office. This will be implemented as of July 1, barring any changes from USAID.

<b>Component 2: Improve Legislative Processes (Tasks 2.1 – 2.4)</b>		
<b>Tasks</b>	<b>Results</b>	<b>Results Indicators</b>
2.2 Support legislative caucuses (FATA and Women's Caucuses)  2.3 Build legislative drafting capacity	2.a) Members more regularly use research and drafting services to improve leg. review and input	<p><b>2.a.1</b> No. of research activities conducted by PIPS at member request. BL: 0 T: 3 each quarter T: 25</p> <p><b>2.a.2</b> Score Card percentage generated by PILDAT panel on question 4, "Adequacy of opportunities to produce draft legislation." BL March 31/ 09: 54%; T: 60%</p> <p><b>2.a.3</b> Number of bills drafted by member of PLSP TOT network in NWFP and Punjab. BL 3 each house; T: 6 each house</p>
2.4 Increase quality, timeliness and publication of legislative proceedings	2.b) Immediate access to leg. records enhance quality of debate that leads to passage of legislation.	<p><b>2.b.1</b> Score Card percentage generated by PILDAT panel on question 3.1 on the extent of open and free parliamentary debate during legislation in the National Assembly. BL: 56% March 31/09: T: 65%</p> <p><b>2.b.2</b> Percentage of MPs participating in PLSP Members Survey who agree that bills are openly and freely debated. BL 54%; T 60%</p>
2.3 Build legislative drafting capacity (cross cutting with oversight component with regard to functioning of committee system, Task 3.1)	2.c) More standing committees in five legislative bodies will draft legislation through transparent, consultative process	<p><b>2.c.1</b> No of bills referred to and assessed by standing committees. BL: 4; T: Q2- 6; T Q4 - 10</p> <p><b>2.c.2</b> No of bills drafted by standing committees. BL: 0; T: 5</p>
2.1 Build capacity of PIPS	2.d) Sustainable locally owned training and research facility fully functioning	<b>2.d.1</b> No. of information requests, research tasks and trainings conducted with PIPS resources including co-funded activities. BL: 0 T: TBD

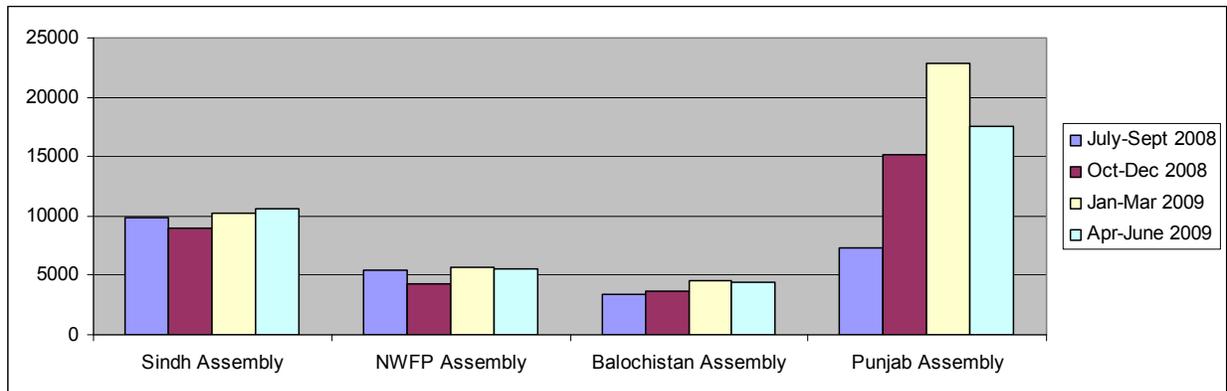
BL – Baseline  
T - Target

## April – June PMP Data

### Representation

**Telecasting** – As reported, telecasting is underway in the National Assembly.

**Parliamentary Websites** - The use of the parliamentary websites dropped by 10 percent since the last quarter overall; the average number of total unique visitors to the Websites decreased from 14,079 to 12,625. Per Assembly however, the significant drop was in Punjab, after a record high number of visitors last quarter.



### Lawmaking

The PIPS achieved an important milestone by officially forming its Board of Governors this quarter.

The Lawmaking team working in cooperation with PIPS staff and experts completed five research policy papers and/or requests for Members, achieving the target goal of at least five per quarter as PIPS is in its start-up mode. Research conducted on a government-funded fountain in Karachi was brought before the Public Accounts committee as an act of waste and disregard of government procedures to procure such an item.

### Oversight

In the PMP, PLSP was to measure whether Standing Committees were taking part in the budget process. There are two reasons the success or failure of this cannot be attributed to the project. First, because Standing Committees were activated over a year later than they should have been by the respective Assemblies (and not at all in Balochistan), PLSP could not undertake in-depth training and consultation as planned until this quarter. Secondly, the government did not live up to its commitment to submit the budget several months in advance (it was less than two weeks) which is mandatory for the Assemblies and their respective committees to have a proper review.

Work with committees is now fully active, and the project will report on the results in the new PMP.

The project has been successful in raising awareness of both government and opposition members in National and Provincial Assemblies on the importance of the early submission of the budget, as reflected in media stories during the budget period.

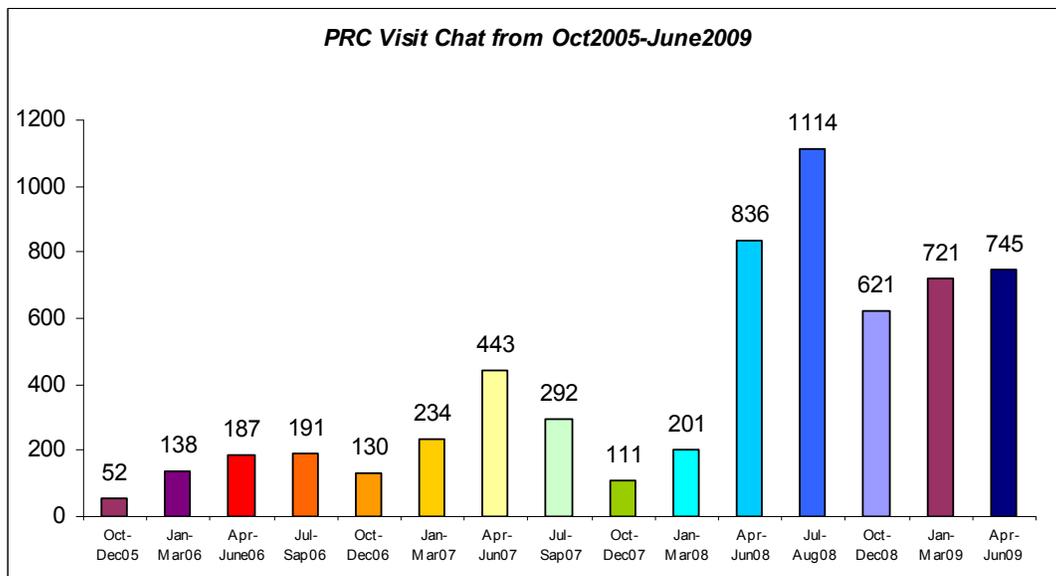
### Management and Infrastructure

**Strategic Planning** – This was not part of the original PMP. However, we note that by the original end date (June 30), per the workplan PLSP was to have draft plans for each house. This was

achieved in five of six houses. The National Assembly was delayed due to the availability of members to meet, and by an apparent lack of political or bureaucratic will that was displayed in all the other Assemblies and the Senate. Their delay forced a delay in the formal launching of the rest of the plans, which will occur next quarter.

**PRC's and PITRC's** --This quarter, multiple political parties and the Public Accounts Committee of the NA continued its meetings in national Parliamentary Resource Center conference room regularly.

In general, use of the National Parliament PRC is slightly higher since last quarter in terms of the number of individual members, rising steadily since the record high use during last year's budget session period. For the period of April to June 2009, 131 different Parliamentarians (24 female MPs and 107 Male MPs) used PRC, (Compared to 122 last quarter), total no of users are 745 (Compared to 721 last quarter) (611 MNAs and 134 Senators). The PRC served on 8.18 average users per day in this quarter (Compared to 8.01 last quarters).





## Appendix 4 – Women’s Caucus

### PAKISTAN LEGISLATIVE STRENGTHENING PROJECT

#### Memo re Women Caucus Strategy – PLSP

##### 1. Background

In the latter half of 2008 to date, PLSP with consultation of USAID added to its workplans establishment of Women Parliamentary Caucuses in the four provincial assemblies (this was already being done in the National Assembly and Senate under the leadership of the NA Speaker and with the support of UNDP.)

The general activities included:

1. Introduction of the caucus idea to women members to gauge interest.
2. Once interest ascertained, PLSP meeting with Speakers and letters to parliamentary leaders to ensure political buy-in for such a cross party group.
3. Presentation on comparative models of women caucuses around the world, and discussion on concepts and bylaws.
4. Formation of voluntary, multi-party caucus “working groups” to draft the bylaws, including a suggested policy/legislative agenda; ongoing assistance to support the meetings of the working group and editing of bylaws.
5. Consultation with National Assembly Speaker and Women Caucus secretariat re coordination and model activities.
6. Assistance to be provided by PLSP network in capacity building and assistance with activities such as drafting of laws.
7. Formal Launching and passage of bylaws.

Activities one through six were completed as they relate to Balochistan, NWFP and Punjab. A formal launch was conducted in Punjab in February 2008. In Sindh, the Deputy Speaker had already formed a women’s group, but it lacked structure and direction so the project was assisting to help re-tool the group.

##### 2. Problems Encountered

While as a group the women in each Assembly agree on the concept, the bylaws and even the policy agenda, advancement of the caucuses as a sustainable entity breaks down because of internal, personal battles, as USAID witnessed in Punjab. When it comes time to nominate any officers for the caucuses, such as the Chair or Secretary, or even heads of committees, personal competition stalls the effort. It is important to note that this is not primarily between political parties, but most often it is amongst individuals within the same party (usually PPP).

In the Sindh Assembly, the Speaker is NOT currently supportive of the Women Caucus, in part due to apparent competition between the Speaker and Deputy Speaker.

### 3. Role of National Assembly Speaker

PLSP (DCoP and Training Coordinator) met on May 28 with the Speaker of the National Assembly. This invitation was the result of several meetings conducted with the Secretariat of the National Assembly Women Caucus concerning coordination and lessons learnt. This marked the first time the project had ever met with the Speaker, after one year of requests for meetings.

The Speaker reports that she herself faced similar problems in forming the National Women Caucus and that it also took six months to get off the ground. She prefers that the Provincial Assemblies follow the example of the National Assembly, and requested PLSP slow any plans for formal launchings.

She would first like to conduct a meeting of all women MNAs and MPAs in Islamabad in August, where the women caucuses can be discussed (more below). As the Provincial Caucuses move forward following the conference, she said she will use her political pull to quell any possible dissent, not only within PPP but within other parties.

### 4. Other Donors

There are several donors that are, or plan to be involved, with the Women Caucuses and/or with training women members of parliament. PLSP and UNDP hosted a meeting of these groups yesterday at PIPS. These include:

- UNDP SDPD program: supporting National Parliament Women Caucus with construction and support of Secretariat office and training needs assessment/training.
- UNDP Country Office: planning to conduct a strategic planning exercise with National Parliament Women Caucus (PLSP offered to share our experiences with strategic planning.)
- UNIFEM: led by Huma Chungtai, former staff of the National Assembly and staff of PLSP's predecessor project. UNIFEM is working on legislative reform at the national and provincial levels on issues such as domestic violence, sexual harassment and labor laws. They are primarily working through an inter-provincial ministerial group (of Ministry of Women in Development) but seek to involve Members/caucuses. They are able to provide consultants in this area.
- UNDP Gender Based Governance Project: Has a mandate to train elected representatives, including Members at national and provincial levels. Working specifically on gender responsive budgeting, and can provide training on this at national, provincial and local levels. Plan to conduct joint meetings with women councilors and members to promote interprovincial cooperation.

5. Asian Development Bank: ADB is in the process of formulating its strategy for support to Women Caucus (primarily at the national level, possibly at the provincial level but at a much smaller degree). It will focus primarily on capacity-building.

### Suggested PLSP Strategy

## 1. Support National Conference of Women Parliamentarians

The Speaker's idea is this would focus on a thematic area, most likely the IDP situation. The conference would include presenters and workshops on specific areas of the IDP situation that could be addressed through policy and legislation. It would include a presentation on the work of the National Assembly Women Caucus and strategies for the provincial assemblies.

We have funds in our budget to support a conference in Islamabad specifically to network the caucuses. It could be put towards this above purpose.

The other donors/projects mentioned above are also interested in contributing substantively and financially to such a conference, and we would work together to establish the agenda. The proposed timing is mid-August. There could be some PR opportunity for USAID/Embassy here, which we could figure in.

2. Continue with training of caucuses, including on potential draft legislation, but hold off on formal launches until after the above event. (The Speaker's interest/concerns have been communicated to each caucus working group and all are in agreement with this.)

3. Coordinate with other donors above. For example, as UNICEF works on the content of legislation regarding domestic violence, PLSP marries the content with process training on assessing and drafting legislation.

4. For discussion – The Speaker is interested in having select caucus (national and provincial) interacting with women caucuses in the region, possibly Afghanistan. PLSP has funding for a limited study tour.

Please provide feedback on the above. The immediate implications are that the women caucuses will function on a more informal basis for the time being than originally intended. Long-term, moving in tandem with the Speaker and the National Women Caucus is likely to provide greater sustainability.