**United Nations Development Programme**

**Country: Pakistan**

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| Project Title | **Parliamentary Support in Pakistan** |
| UNDAF Outcome(s): | Outcome 3: Governing institutions, systems and processes strengthened for effective, accountable and responsive governance at all levels. |
| Expected CP Outcome(s):  *(Those linked to the project and extracted from the CP)* | Parliamentary institution strengthened, Parliamentary core capacity developed, parliamentary functioning enhanced |
| Expected Output(s):  *(Those that will result from the project)* | Federal Parliament and Provincial Assemblies more effectively support and oversee achievement of the country’s development goals. |
| Executing Entity: | UNDP |

*Brief Description*

The Project **" Parliamentary Support in Pakistan "** aims to assist the *Federal Parliament and the four Provincial Assemblies* of Pakistan to increasingly effectively and proactively support and oversee achievement of the country’s development goals. The project aims to build institutional capacities and mechanisms that promote an inclusive system of governance and consequently, produce stability, equitable growth and benefit the most vulnerable. Building on the strategic partnership established since 2004 with the Federal Parliament of Pakistan, UNDP intends to provide high-level quality technical and policy advice and assistance to foster institutional reform during 2014-2017. Despite the project duration of four years, it has been formulated under a longer-term vision. Six outputs have been identified to strengthen the parliamentary capacities:

**Output 1:** Governance structures of National Assembly and Senate more effectively perform their mandates and successfully conduct strategic institutional development.

**Output 2:** Independent and professional Parliamentary Administration support the work of the National Assembly and enhance capacities to provide legislative services to Members and committees.

**Output 3:** Selected National Assembly and Senate committees empowered to more effectively scrutinize legislation and executive action, and promote public input into their work.

**Output 4:** Increased cross- party co-operation between men and women parliamentarians on issues of concern to the women, and the gender dimension is considered in the work of parliamentary committees.

**Output 5:** National Assembly engage with the people of Pakistan more transparently and effectively.

**Output 6:** Provincial Assemblies more effectively oversee progress in achievement of MDGs, gender equality and devolution process; and promote public input into their committee work.

Programme Period: 2014 - 2017

Key Result Area (Strategic Plan) \_\_\_\_\_\_\_\_\_\_\_\_\_\_

Atlas Award ID: \_\_\_\_\_\_\_\_\_\_\_\_\_\_

Start date: 01 January 2014

End Date 31 Dec. 2017

PAC Meeting Date \_\_\_\_\_\_\_\_\_\_\_\_\_\_

Management Arrangements DIM

Total resources required 8,900,000 USD

Total allocated resources: \_\_\_\_\_\_\_\_\_

* Regular \_\_\_\_\_\_\_\_\_
* Other:
  + Donor \_\_\_\_\_\_\_\_\_
  + Donor \_\_\_\_\_\_\_\_\_
  + Donor \_\_\_\_\_\_\_\_\_
  + Government \_\_\_\_\_\_\_\_\_

Unfunded budget: \_\_\_\_\_\_\_\_\_

In-kind Contributions \_\_\_\_\_\_\_\_\_

Parliamentary Support in Pakistan

Strategy Document for the new UNDP Pakistan Parliamentary Programme

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**Acronyms**

AWP Annual Work Plan

CEDAW Convention on the Elimination of all forms of Discrimination against Women

CO Country Office

CoC Code of Conduct

CPA Commonwealth Parliamentary Assembly

CPAP Country Program Action Plan

CPD Country Programme Document

CSOs Civil Society Organizations

DSA Daily Subsidiary Allowance

EDMS Electronic Documents Management System

FANA Federally Administered Northern Areas

FATA Federally Administered Tribal Areas

HR Human Resources

IP3 Improved Parliamentary Performance in Pakistan

IPU Inter-Parliamentary Union

KP Khyber Pukhtoonkhwa

M&E Monitoring and Evaluation

MDGs Millennium Development Goals

MNA Member of National Assembly

MoU Memorandum of Understanding

MP Member of Parliament

MQM Muttahida Qaumi Movement

MTE Mid-term Evaluation

NCSW National Commission on the Status of Women

NDI National Democratic Institute for International Relations

NPD National Project Director

NPM National Project Manager

PA Provincial Assembly

PAC Public Accounts Committee

PILDAT Pakistan Institute of Legislative Development and Transparency

PIPS Pakistan Institute for Parliamentary Services

PLSP Pakistan Legislative Support Project

PML-N Pakistan Muslim League Nawaz

PPP Pakistan People’s Party

PRB Project Review Board

Q & A Question and Answer

RBM Results Based Management

RoP Rules of Procedure

RRF Results and Resources Framework

SDPD Strengthening Democracy through Parliamentary Development

SG Secretary General

SOP Standard Operating Procedures

STA Senior Technical Advisor

SWOT Strengths, Weaknesses, Opportunities and Threats

TA Technical Advisor

TNA Training Needs Analysis

ToR Terms of Reference

UNDAF United Nations Development Assistance Framework

USAID United States Agency for International Development

WPC Women Parliamentary Caucus

I. Situation Analysis

In June 2013, a new Parliament and a new Government were inaugurated following peaceful and credible elections. The Pakistan Muslim League Nawaz (PML-N) has been brought into power.[[1]](#footnote-1) This is the first democratic transition in the country’s history after an elected government completed its full term. Since independence Pakistan has faced a number of security and development challenges including both domestic political disruptions and regional conflicts. In addition, for long, the judicial system performed submissive to the military and political elite; and there has been widespread corruption. Strong executives, often influenced by the military, and largely fragile parliaments have dominated the political scene.

Although governance problems will take time to resolve there are positive developments including the fact that a civilian government has completed its full term, the judiciary is becoming increasingly independent, the military’s standing has declined, civil society is more confident, media influence is growing, and recent reforms have put in place institutions and incentives likely to generate positive change. The 18th Constitutional Amendment[[2]](#footnote-2) is one of such key reforms; it has introduced critical legislative, administrative and fiscal reforms. Key presidential powers have been *transferred* to the Parliament and the Prime Minister. The Amendment also provides for *devolution* of powers to the provinces. With seventeen ministries being devolved to the provinces, provincial authorities are under pressure to strengthen strategic policy planning and implementation capacities as well as legislative oversight.

Pakistan is ranked 146 out of 187 countries in the Human Development Index. The country has a population of 177.1 million people, which grows at an annual rate of 2.05%[[3]](#footnote-3). 49% of the population lives in poverty and, health and education face the lowest investment. Under a scenario of macro-economic stress, energy shortage, and an ongoing devolution process, the country’s *New Growth Framework (2011)* for inclusive economic growth and the *Poverty Reduction Strategy Paper[[4]](#footnote-4)* both of which have incorporated the Millennium Development Goals (MDGs) provide the development framework and vision. The government is prioritising improving governance and stability, economic growth and the achievement of the MDGs, especially in the areas of poverty, education, maternal health and environmental sustainability.

In addition, the government will have to face growing challenges of increased radicalization and militancy, violence within its borders and, military escalation of the conflict between the state and the Pakistani Taliban. Externally, the leaders shall deal with historically strained relations with India and Afghanistan and, more recently, a complex interaction with the US.

As the highest representative and law making bodies in Pakistan, the decisions of the Parliament as well as Provincial Assemblies, have the potential to make a major influence on these crucial issues facing the Pakistani people. The substantial turnover in the legislatures and more stable political processes are good opportunities for greater emphasis on development issues. Thus, it is critical that these institutions are empowered to fulfil their mandates.

On this background the *United Nations Common Country Programme* (2013-2017) focuses on supporting Pakistan reaching its national and provincial development targets including the MDGs (and post-2015 MDG goals) as well as the rights vested in the international conventions to which the country has acceded[[5]](#footnote-5). Specifically, one of the key strategic objectives aims to strengthen the capacity of institutions to become more *democratic* and *accountable* and increase their *engagement* with civil society organizations, media and academia. A priority is also to assist *eliminating* discrimination against Pakistani women and girls. Building on this framework, the Project **"Parliamentary Support in Pakistan"** aims to assist the *Federal Parliament and the four Provincial Assemblies* of Pakistan to increasingly effectively conduct their *legislative and oversight responsibilities* so that proactively support and oversee achievement of the country’s development goals. The project aims to work with the legislative bodies to promote dialogue and participatory processes. It is critical to build institutional capacities and mechanisms that promote an inclusive system of governance and consequently, produce stability, equitable growth and benefit the most vulnerable, as the best option for sustainability of the development process.

Building on the strategic partnership established since 2004 with the Federal Parliament of Pakistan and lessons produced, UNDP intends to provide high-level quality technical and policy advice and assistance to foster institutional reform during 2014-2017. Despite the project duration of four years, it has been formulated under a longer-term vision, as parliamentary reform is a continued process.

**A: The National Assembly (NA) and the Senate (14th Parliament)**

There are a total of 342 seats in the National Assembly; of these 272 are filled by direct elections. The constitution reserves 60 seats for women and 10 for religious minorities[[6]](#footnote-6). Members of the National Assembly (MNAs) are elected through a first-past-the-post system for a five-year mandate. Ten political parties are represented in the NA[[7]](#footnote-7); the PML-N with 184 Members commands the majority. The larger opposition party is the Pakistan People’s Party (PPP) followed by PTI. It is estimated that over 50% of the parliamentarians are first-time members; therefore high-quality secretariat services and an orientation programme that runs throughout the term is very much needed to enable this group effectively carry out their functions.

The Senate is composed of 104 members, of whom 88 represent the 4 Provinces, 4 persons represent the minorities who are selected one per province and the remaining 12 represent Islamabad and the Tribal Areas. The constitution reserves 17 seats for women – they are also able to contest the general seats. Elections are held every three years for one half of the Senate and each Senator has a term of six years. The Chairperson of the Senate acts as the President if the Office of the President of Pakistan becomes vacant, or the President is unable to perform his/her functions. Nine political parties are currently represented in the Senate with the PPP holding the majority[[8]](#footnote-8).

The constitution vests extensive powers in the Parliament. However, throughout history, the Parliament has largely remained ineffective as a legislative and oversight institution. External factors like unstable political environment and security situation and power imbalances towards the executive; and internal elements like ineffective rules and procedures, Secretariat capacity deficiencies and political commitment account for this situation. In addition, politics tend to be personalistic and dominated by rural-based elites and, political parties often rely on patron-client networks. Yet, reforms introduced by the 13th Parliament give signs of increasing assertiveness. For the first time in the National Assembly, committee chairmanship has been allocated based on parties’ proportional representation and, the Leader of the Opposition was appointed chair of the Public Accounts Committee. The 13th Parliament passed the largest number of bills most of them by consensus; and the 18th Amendment was adopted. In addition rules were amendment to allow parliamentary committees scrutiny of the state budget before submission of the Federal Budget (pre-budget oversight)[[9]](#footnote-9). Furthermore, the number of Senate committee meetings increased during 2009-2011[[10]](#footnote-10).

The parliamentary committees conduct the detailed work of the House.[[11]](#footnote-11) They are granted legislation and oversight powers in both Houses and can summon government officials and invite experts. There are currently 28 ministerial standing committees in the NA and 31 in the Senate[[12]](#footnote-12). Ministers sit in committees. Senior government officials regularly participate in committee monthly meetings to provide information and/or explain performance. Key challenges committees face in trying to assert their authority include limited supporting and policy analysis services and the fact that committee recommendations are not legally binding although they may hold weight and consideration by the government. With the adoption of public hearings in 2007 many committees have started to reach out to the public including experts and civil society organizations, nevertheless more need to be done to institutionalize this engagement. Given the risk of duplication of work as both Houses have ministerial committees the Secretary of the Senate has indicated that joint committee sessions of both Houses will be promoted in the 14th Parliament to enhance effectiveness and maximise resources.

Each House is supported by a Secretariat. However, efforts are still needed to turn it into a fully professional structure including legal drafting, library, research and ICT services.

*Gender and women’s representation in parliament*

Only 22.2 percent of the 2013-2018 National Assembly and 18.6 percent of the Provincial Assembly Members are female. Pakistan’s national and provincial assemblies have reserved seats for women and candidates are appointed to these on the basis of their party’s electoral strength. The quota for reserved women’s seats was increased to 17% in 2002 (distributed to the four provinces); though there is criticism that women nominated to the seats more often hail from politically well-established and influential families[[13]](#footnote-13). Although an increasing number of women are entering politics and registering to vote, the number of women contesting seats on political party tickets in the 2013 (May) elections fell to 36 as opposed to 72 women running as independents[[14]](#footnote-14).

At the local level, a 33% quota of women’s seats prevails for elections at the district, municipality and union council level. This system has encouraged female political participation at the grass-roots level. However, since political parties are not allowed to participate in local government elections, women entering politics do not have ties to political parties and cannot thrive in the party-(male)dominated political landscape[[15]](#footnote-15).

Pakistan’s 2009-2013 National Assembly was exceptional for the activity of female parliamentarians though: 20 out of 53 Private Members’ bills during the government’s tenure were moved by women, and women outperformed their male counterparts in terms of formal interventions during parliamentary proceedings[[16]](#footnote-16). The Women’s Parliamentary Caucus was particularly active in advocating and bringing to the Parliament agenda critical women-related legislation[[17]](#footnote-17). However, a challenge remains how women parliamentarians can use their critical mass to influence public policy and perform their roles effectively. As well as to sensitise men towards women and gender issues. The cultural environment is generally unfavourable to women and most political parties tend to exclude them from decision-making positions. A large number of newly elected men and women (2013-18) are new to their parliamentary roles and lack strong experience and knowledge on gender and women’s rights issues. Thus, it will be critical to equip them with the tools required to make significant policy impact during their tenure and continue to advance the gender equality agenda including through gender analysis of poverty reduction policies.

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| **WOMEN REPRESENTATION IN LEGISLATIVE BODIES IN PAKISTAN 2013-2018[[18]](#footnote-18)** | | | | | |
|  | **Total number Members** | **Reserved seats for women** | **Women directly elected** | **Total number women** | **Percentage** |
| **National Assembly** | 342 | 60 | 9 | 69 | 20% |
| **Senate** | 104 | 17 | 0 | 17 | 16.3% |
| **Balochistan PA** | 65 | 11 | 1 | 12 | 18.5% |
| **KP PA** | 124 | 22 | 0 | 22 | 17.7% |
| **Punjab PA** | 371 | 66 | 8 | 75 | 20.2% |
| **Sindh PA** | 168 | 29 | 1 | 30 | 17.8% |

**B: Provincial Assemblies**

Pakistan's four provinces enjoy considerable autonomy[[19]](#footnote-19). Each province has a Provincial Assembly (PA), a Governor, and a Council of Ministers headed by a Chief Minister elected by the members of Provincial Assembly from within the House. There is strong ethnic identity in the four provinces and geopolitical relations. Regions differ also in the level of social and economic development which some indicate has contributed to regional tensions, political instability, and terrorism among others[[20]](#footnote-20). Balochistan is the poorest of all provinces with 52% population living below poverty line, followed by Sindh with 33%, KP with 32% and Punjab with 19%[[21]](#footnote-21).

Following the adoption of the 18th Constitutional Amendment the country’s achievement of development goals will now largely depend on the ability of the provincial authorities to effectively implement devolved responsibilities. In addition, provinces are required to hold local elections. This is quite a challenging situation as the devolution process has come with limited preparation while also high pressures and expectations for the provinces with regard to effective and high quality service-delivery. In this context, Balochistan, among the provinces, has taken the lead in preparing a Provincial Development Plan (BCDS) 2013-2010 to guide the vision of better livelihoods, peace and prosperity. Other provinces are expected to follow this initiative.

Against this background, the Provincial Assemblies shall strengthen the *in-house* *capacities* to quickly and effectively respond to the *legislation*, and *oversight* demands the devolution process posses on them, ensuring good and *inclusive* governance in the provincial development processes.

Overall, the Provincial Assemblies are vested with oversight and legislative powers including budgetary and financial scrutiny. The term of Provincial Assemblies in Pakistan is five years. The role of the parliamentary committees is rather constrained in most of the Assemblies, as committees shall *only* deal with matters referred to them by the Assembly or the Speaker. Often, legislation is not referred to standing committees on the grounds that it takes long time to prepare the committee reports. Public hearings are not taking place due to lack of knowledge or interest on the part of committee chairs/members and outreach to CSOs is sporadic and informal. Each of the Provincial Assemblies is also supported by an independent Secretariat, which generally face administrative, technical and resource challenges. There are limited and sometimes outdated library and research facilities and material as well as under-utilization of such resources.

A large number of newly elected Members are young and new to their roles. They have limited understanding of laws, parliamentary practices and highly technical policy issues. There is a low number of Private Member’s Bills given the technical knowledge required and limited expertise available to draft laws and, the fact that most legislation is initiated by government. In addition, Members also find that their constituency work consumes most of their time leaving limited attention to their other parliamentary responsibilities i.e. participation in the legislative and oversight work of committees. The newly elected women MPAs   need substantial support to   build   their   knowledge   and   understanding   of   parliamentary   affairs, gender development   and   the   crucial   issues   faced   by   women.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | **Sindh Assembly** | **KP Assembly** | **Balochistan Assembly** | **Punjab Assembly** |
| **Composition** | 168 members | 124 members | 65 members | 354 members |
| **Women’s representation** | 30 | 22 | 12 | 75 |
| **Number of committees** | 30 | 37 | - | 46 |
| **Governance** | Pakistan Peoples Party (PPP) has holds 67 seats, followed by the Muttahida Qaumi Movement with 37 seats. The PA recently initiated a review of its Rules of Procedure. | Province faces increasing militancy and insecurity. PTI is the new ruling party with no previous experience in government[[22]](#footnote-22). The PA already amended its Rules in light of the 18th Amendment. | Most members come from the National Party, Balochistan, out of the parliament for nearly a decade. Execution of first Provincial Development Plan a priority for the province. Strong nationalist movement. | Pakistan Muslim League-N (PML-N) remains the main political force. |

# II. Strategy

1. **Overall strategies for parliamentary support**

This project is designed to deliver gradual and consistent institutional change in the national and provincial parliamentary bodies, in selected areas, which over time, will positively impact on all the people of Pakistan. To this effect and in line with the UNDP national strategy as earlier mentioned, the UNDP project intends that *parliamentary reform support the assemblies promote inclusive, accountable and people-centred development policies and processes*. This will include engagement with media, civil society and academia so that informed decisions reflect the needs to the most vulnerable. The Members of the Federal Parliament and Provincial Assemblies and the Parliamentary Service are the topmost beneficiaries in terms of project outputs as it is through their parliamentary work that the above-mentioned benefits will flow including a responsive engagement with and improved perception of their work amongst the citizens of Pakistan.

The proposed project outputs are the result of extensive consultations and are based on a total consideration of various factors: these include strategic importance to the parliamentarians and the parliamentary administration; consistency with the *One UN* development objectives; perceived importance, urgency and feasibility; findings and recommendations of the 2012 Mid-Term Review of the SDPD-II project; other donor interventions and; value-for-money.

Aware of the presence of other donors and especially the EU-sponsored "Improving Parliamentary Performance in Pakistan" (IP3) risks for overlap have been carefully considered during the formulation of the project and in consultation with parliament authorities. Consequently, the final design of this project has aimed to address areas and approaches that result *complementary* to the IP3 project.

Overall, the capacity development work of UNDP will be focused on strengthening institutional and individual capabilities for enhanced and proactive contribution to and oversight of the Pakistani development process, at national and provincial levels. This will entail empowering Parliamentarians to oversee achievement of development goals including implementation of MDG and poverty reduction goals and programmes and from a gender perspective; to recommend corrective measures and improvements when weaknesses are found; and to co-decide and monitor budget procedures and allocations, -all of this through inclusive, participatory and transparent processes. The UNDP programme with the federal parliament will largely work with the parliamentary *governance structures* by supporting them in their strategic decision-making role in institutional reform processes and broader parliament contribution to development issues. The EU project instead seems to largely target several segments of institutional development and, policy work appears mostly focused on human rights and electoral matters.

**Core themes**

As the highest representative and law making bodies in Pakistan, the decisions of the Federal Parliament as well as Provincial Assemblies, have a major influence on issues facing the Pakistani people, such as poverty reduction, peace and stability, the Millennium Development Goals, devolution process, human rights, anti-corruption, gender equality and equity, climate change, among others. Consideration of these themes will need to be carefully integrated within the overall work programme of the project, cognizant of the need to maintain support for the parliament in its key functional areas, and of the constitutional mandate within which the parliamentary institutions have to work. An indicative approach to integration of core policy issues will be as follows:

* ***Gender:*** gender equality and women’s issues will be tackled through specific policy and technical support to male and female Members through a multi-party caucus on women and gender (federal Parliament and Provincial Assemblies) and via the two Standing Committees on Law & Justice, and on Parliamentary & Women Affairs of the National Assembly. The project intends to support the establishment of a mechanism and tools for standing committees to be able to gradually incorporate gender analysis in their legislative tasks and, promote gender mainstreaming in the consideration of MDG and poverty related policies and programmes.
* ***Millennium Development Goals (MDGs) and poverty reduction:*** these are top priorities of the country for which the project aim to provide policy analysis support to selected standing committees (national and provincial assemblies) dealing with social and economic development themes. The National Assembly has established a Task Force on the MDGs and policy support will be extended to this body. Also, Pakistan national MDG i

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]should be translated into strategies and programmes at the provincial level for which provincial assemblies will be assisted to fully understand the importance of the MDG commitments and their monitoring role.

* ***Climate change and sustainable development:*** Pakistan is highly vulnerable toclimate change and natural disasters for which sustainable development becomes critical. So the project aims to offer technical and policy support to standing committees with jurisdiction on these issues. It will be important to raise Pakistani parliamentarians awareness on the Rio+20 UN Conference on Sustainable Development 2012 Outcome Document –and subsequent developments- where legislative bodies are called to play a key role in the planning and scrutiny of implementation of sustainable development policies and, engage with citizens and stakeholders providing them with relevant information on the various dimensions of sustainable development.
* ***Implementation of the 18th Constitutional Amendment:*** activities will focus on raising awareness of parliamentarians at national and provincial levels on the scope and implications of the 18th Amendment as well as on providing technical and policy analysis support to standing committees which may debate on such issues. The amendment has reformed various constitutional forums and has imprinted new features to the federal-provincial relationship. It will be important for the assemblies to be equipped to effectively monitor these policy processes and, promote inclusive decision-making approaches that allow citizens to meaningfully participation. In this area, the project will also work closely with the new UNDP "Federalism" project.
* ***Peace and Conflict:*** key challenges the Pakistan state face include maintaining stability, peace and resolving conflict internally and with its neighbours which parliament may be called to debate as a forum of high-level dialogue where multiple interests are represented. Should there be an enabling space the project could offer technical support to standing committees and senior leaders, on mechanisms for effective consideration of such issues of national importance.
* ***Anti-corruption***: while corruption is a critical challenge in Pakistan, the project will seize any opportunity to increase the knowledge of parliamentarians and relevant committees, on the United Nations Convention on Anti-Corruption (UNCAC), ratified by Pakistan in 2002, and follow up actions carried out by the government, and the related oversight role of parliament. The parliament plays a critical role in monitoring the activities of the government to implement this and related commitments. The project will also encourage the development of key rules (Code of Conduct) to promote greater accountability of Members and officials.

**Capacity development**

The project will utilize long-term technical assistance, advisory services, *on-the-job* training and mentoring as primary means of capacity development. Such advice and support will be complemented with knowledge materials and knowledge dissemination. Capacity development approaches shall tackle parliamentary *systems and processes*; *knowledge and skills* and *attitudes* and *behaviours* of parliamentary leaders and officials for a stronger parliamentary role in building an inclusive development process. Capacity development approaches shall be closely consulted with relevant counterparts to ensure their applicability to the local context and a positive lasting impact.

Building on UNDP lessons learnt in parliamentary development the project seeks coaching and *on-the-job* mentoring/training as appropriate and sustainable approaches to enhance individual *skills* and *knowledge* of parliamentarians and officials including *peer-to-peer* support. In this context the project will also strategically explore staff fellowships with twinned parliaments as well as experiences sharing with parliamentarians from other countries of a parliamentary tradition similar to that one of Pakistan. The gradual improvement of systems, processes and skills is hoped to result in incentives that will also boost *confidence* and *behavioural change* in the staff and parliamentarians. These activities however shall be linked to strategic objectives and results expected regarding parliamentary legislation and oversight in the core policy areas described above.

National and international resident/visiting technical advisors will be commissioned to address key aspects of institutional capacity and coach/mentor senior leaders. An international resident Chief Technical Advisor responsible for policy and strategy direction of the project will lead the project. The project will also seek the engagement of national senior former parliamentarians who command the respect of all political groups, and other respected national policy advisors with good understanding of parliamentary practices and development issues. In addition, the project will identify two international (visiting) advisors with strong experience in parliamentary development as well as Commonwealth parliamentary system and bring in best international parliamentary practices to advise and oversee specific components. Short-term experts may be deployed for very punctual and highly specialised matters.

Parliamentary committees particularly, need to be able to access high quality, policy level, objective information which provide them with the facts required to make fully informed political decisions on the critical development issues Pakistan faces. The Project will act as a catalyst, through a viable mechanism, to put at the disposal of selected committees the expertise available within the UN system in Pakistan. Several UN agencies are working on health, education, children, poverty reduction and sustainable development, climate change and other policy areas and are well positioned to offer their expertise to many of the parliamentary committees. In addition, the Project will aim to assist the assemblies to develop and maintain a database of national experts, academia, think tanks which can offer authoritative information and expertise in areas of jurisdiction of the various parliamentary committees (federal and provincial level). These interventions shall complement actions by other donors to strengthen in-house research capacities.

**Partnerships**

The project will encourage a wide range of *relations* between the Parliament and other national entities, including parallel organs of sovereignty (e.g. government), learning institutions, civil society organizations, the media and local communities whenever appropriate.

The Pakistan Institute for Parliamentary Services (PIPS) in-house capacity to deliver its mandate is yet being built as a newly established institution. During consultations thought, the various stakeholders raised concerns with regard to the current performance of PIPS. In this context, the project will remain vigilant and will seize the opportunity to work with PIPS Board of Governors once such concerns are resolved.

The project will also partner with the Higher Education Commission and an academic institution(s) to develop and deliver a diploma course on legislative drafting. The project will also partner with the Parliamentary Reporters Association to strengthen their parliamentary reporting practices and strategies. In the area of women and gender, the project will engage with the National Commission on the Status of Women (NCSW) as a partner of the Women’s Parliamentary Caucus (WPC); in addition to UNWomen.

The Parliament will also benefit from international experiences from *other parliaments* in the region and elsewhere. Some intra-parliamentary organizations, such as the Commonwealth Parliamentary Association (CPA), could be approached to facilitate international study tours as well as twinning arrangements that are identified as necessary in the project document. In addition, UNDP has a global agreement with the Inter-Parliamentary Union (IPU) through which UNDP parliamentary programmes can access expertise from other parliaments. Some of the thematic areas in which the IPU has worked with UNDP include library and research services, women and gender equality, MDGs, peace and development, roles of parliamentary committees, among others.[[23]](#footnote-23) Nevertheless, the organization of study tours and twinning arrangements shall be considered in the context of a broader strategy where objectives are clearly outlined and the learning experience is identified as a key input for enhancing the performance of a parliament body.

Within the United Nations (UN) mission in Pakistan, the project will coordinate and explore joint activities on women and gender issues with UN Women. Internally within UNDP the project will explore synergies with democratic governance projects i.e. Federalism Project, Provincial Development Project in Balochistan, and Electoral Cycle Support to the Election Commission of Pakistan project.

**Donor coordination**

In addition to UNDP / SDPD, the Parliament of Pakistan enjoys the support of the European Union (EU) parliamentary project ("Improved Parliamentary Performance in Pakistan" - IP3). USAID is currently exploring potential support to the Federal Parliament. The EU Delegation is also preparing a new project with the Provincial Assemblies expected to start in 2014. Effective donor co-ordination is critically important to ensure resources are maximised, avoid overlaps and harmonise parliamentary development approaches. Yet, experience shows that donor co-ordination can be sometimes difficult even at the basic level of information sharing.

Fortunately, the National Assembly has recently established a “Project Management Unit” (PMU) under the leadership of the Special Secretary and Joint Secretary to stream-line all donor-project activities and identify potential areas of cooperation. Nevertheless this mechanism will need to be harmonised with the PIPS donor coordination forum for capacity building, established in March 2013. The project will support the PMU for the establishment of a donor co-ordination strategy. The project will also seek co-operation modalities with other programmes whenever feasible. The establishment of an in-house coordination body shall strengthen the parliament ownership of the projects while at the same time, the guidance of the senior leadership and the goals and strategies finally agreed in the Strategic Plan of Parliament should provide the framework for the donor programmes.

In the light of other donor programmes and especially the EU-sponsored "Improving Parliamentary Performance in Pakistan" (IP3) risks for overlap have been carefully considered during the formulation of the project and in consultation with parliament authorities. Consequently, the final design of this project has aimed to address areas and approaches that result *complementary* particularly to the IP3 project. Nevertheless, the project will continue to support the National Assembly in its efforts to ensure effective harmonisation of donor programmes. A comparative table on the UNDP-project and EU-funded project elaborates further on the complementary approach of both projects *(see annex).*

1. **Description of components per output and indicative activities**

**Federal Parliament**

**Output 1: Governance structures of National Assembly and Senate more effectively perform their mandates and successfully conduct strategic institutional development.**

This output on parliamentary governance structures has been included to support the effective functioning of *strategic* decision-making structures, which are well positioned to substantively influence institutional reform processes and consolidation of democratic practices.

*Speakers’ Conference*. The Speakers’ Conference is a conventional forum that gathers the Presiding Officers of all parliamentary institutions in Pakistan, including the National Assembly, the Senate and the Provincial Assemblies. It is chaired by the Speaker of the National Assembly and meets on rotational basis at a venue proposed by one of the participating parliamentary institutions. It is meant to meet (at least) once a year to discuss issues of national interest as well as matters relevant to the performance of the legislative bodies. In the past the Speakers' Conference has met inconsistently having debated over the need to share experiences on the role of parliamentary committees, the neutral role of the Speakers in parliamentary proceedings, promotion of consensus on national issues, role of women parliamentarians, among others. Yet no comprehensive information is available on the level of implementation of such matters.

Given the significant role this body plays and the potential to contribute to the consolidation of a healthy and harmonised parliamentary practice, as well as the strengthening of the democratic system in Pakistan, the project will provide high level advisory services to review the operation of the forum and promote a consistent and coherent role. The project will work with leaders and officials on issues such as agenda setting capacity, supporting services and resources in order to ensure the forum is properly equipped to fully perform its mandate. The project will also identify and bring in experiences from other federal countries with similar arrangements as relevant. Since parliaments both at federal and provincial levels are engaging in institutional reform processes including through the implementation of strategic planning, this forum could be a valuable avenue to discuss opportunities to streamline the work and proceedings of all assemblies, for instance through the development of parliamentary annual work plans and calendars, among other mechanisms. It can also discuss the role of Pakistan assemblies in the shaping and implementation of development policies and programmes.

*National Assembly Council of Chairpersons*. A *Council of Chairmen* is provided for in the Rules of Procedure of the National Assembly. The Council gathers the chairpersons of the standing committees and is led by the Speaker. It has a mandate to *consider and coordinate all matters relating to the standing committees*. While no other rules seem to outline detailed functions and operation of the Council, the performance and meetings of this important body have been uneven in the previous parliaments. Given its nature, this Council is well-positioned to discuss policy and procedural issues such as agenda setting, committee reporting to the House, role of the chairpersons, as well as issues related to the powers and management of the committee work. Therefore, the project will provide senior advisory services, and secretariat support if so required, in order to enable the Council to become a fully functional and dynamic body where key decisions regarding committee work, standard practices and procedures, are made, and with solid in-house capacity to follow up on their implementation.

*National Assembly Former Parliamentarians Forum*. The National Assembly has recently established a Forum composed by Former Parliamentarians with a mandate to provide advise to the Speaker and other decision-making structures with regard to the functioning and reform of the institution. The Forum requires an effective Secretariat so that its work can proceed smoothly and consistently. Thus, the project will provide technical support to set up this Secretariat at the earliest possible and ensure high quality services for the effective performance of the Forum through content advice by the project's Senior Technical Advisor (STA).

*Pakistan Institute for Parliamentary Services (PIPS) Board of Governors*. PIPS was created in 2010 through an Act of Parliament with a mandate to offer research and training services to national and provincial legislatures. Its Board of Governors is composed by the Chairman of Senate, Speaker of the National Assembly, Speakers of Provincial Assemblies, a number of Senators, MNAs, and Ministry of Parliamentary Affairs representative. It has a mandate to *direct and monitor* all the Institute affairs, approve plans, policies, programmes, and its organizational structure. An Executive Director is responsible for PIPS day-to-day operations, implementation of Board’s decisions and formulation of trainings. As a newly established body it is still under-staffed and learning how to better fulfil its mandate.

The Project will provide high quality advisory services to the Board of Governors on the overall management of training and research programmes, including quality assurances processes, enhancing capacities to assess/develop training and research policies, including exposure for relevant staff to other parliamentary training institutions. Since the Senate and the National Assembly are both conducting their Strategic Planning the project will promote establishing links to the work of PIPS, especially to avoid overlaps with regard to research and training services. During consultations with the project formulation team, indication was given about the conduct of a performance review of PIPS. Should it be completed the project will be able to assist with implementation of recommendations as relevant. This project will not work on the actual delivery of staff trainings since it is understood that the EU project (IP3) will already engage in this field.

*Parliamentary Integrity.* To enhance the functioning of parliament and contribute to improved public perception on parliament, it is proposed to develop a 'Code of Conduct' for parliamentarians and staff. The project is available to provide technical advice on such Code of Conduct, based upon similar documents from other parliaments.

**Output 2: Independent and professional Parliamentary Administration support the work of the National Assembly and enhance capacities to provide legislative services to Members and committees.**

*Legislative drafting*. Currently, the in-house capacities of the National Assembly and Senate Secretariats to draft legislation, i.e. Private Members Bills, amendments to draft laws etc. is limited to one legal drafter. The need for qualified legal drafters extends to all legislative bodies in Pakistan as well as other government entities. It is understood that the EU-sponsored project (IP3) will be offering legislative drafting trainings for officials. Following extensive consultations with the aim to go beyond stand-alone trainings and provide a sustainable solution, the project will engage with the High Education Commission and a reputable law faculty(s) in Pakistan to develop and deliver on a pilot basis a legislative drafting course and a certification programme. In the short term, a legislative drafting certificate/diploma course may be prepared and delivered for in service training through short modules. For the longer-term needs of the six Assemblies, a 2-3-credit course may be created as part of the law degree curriculum (LLB and LLM). The project will also facilitate access to international expertise which can work side-by-side the national experts on all the aspects of the development and implementation of the curriculum. Once the first batch completes the course they may be attached to the Parliament where performance would be assessed for any further adjustments to the programme. Should there be a demand the course could be extended to the provinces. As this is a specialised task a detailed proposal will need to be developed and the project may need to secure specific funding for this component.

*Library and Research Services*. Under the current arrangement both the National Assembly and the Senate have their own Library and Research Services. In addition, PIPS is in the process of developing its own library and also offers research services to the Parliament. Although in 2006 SDPD provided recommendations for one comprehensive, modern library that serve both houses, as a way of maximising the present limited resources, no substantial changes have been made to the existing set up, except current preparation for a shared cataloguing service. Overall, library and research services are challenged by an insufficient number of staff and capacity gaps, lack of modern information technology and, inadequate service structures. Thus, the project will focus on providing policy advisory services to the *Library Committees* in both Houses with regard to strategic development, restructuring and resourcing of the library and research services, and policies for the effective and sustainable management of such resources.

The ultimate goal should be to develop modern and, a broader range of, pro active services to Members and committees, including increasing access to online research tools and up-to-date materials in key policy areas.[[24]](#footnote-24) In order to promote a more substantive contribution of parliament on the country’s development issues a specialised team of senior policy researchers and specialised information is required. An initial full-time team of senior researchers on the following policy areas is strongly recommended: social sector (health and education), gender, economic sector, constitutional and public law, environment/climate change sector. The project will work closely with the Library Committees, Secretariat leadership and other donors to ensure that restructuring of library and research services fully integrate this requirement. The project would be in a position to provide training/coaching on legislative research on the above policy fields, as well as advise on legislative research policies to ensure authoritative and neutral services- if so required. Work will also aim to consolidate and align the functions of the three libraries and expanding, eventually, to the provincial libraries. Links will be established to the Pakistan Education Research Network (PERN) of the Higher Education Commission, which includes a virtual library system, to learn from it and adapt the model to the parliamentary libraries as possible and as required.

*Information and Communication Technology (ICT)*. Development of Information and Communication Technology is a critical task to allow more efficient performance and enable transparency and publicity of the work of the parliament. The National Assembly has indicated an intention to move towards a *paperless Assembly* and *e-parliament*. Indeed, in order to reach this goal a number of structural issues need to be gradually and systematically addressed. A preliminary assessment indicates that basic ICT services are either not provided to Members and staff or are not used effectively by these groups.Critical ICT services and solutions such as an updated Parliament website; Intranet portal; parliamentary and legislative information system; digital system for capturing and reporting Parliamentary proceedings (official report); and Electronic Documents Management System (EDMS) are not yet fully provided to users.Also, there is need for enlargement and reinforcement of the human resources capacity in the IT Unit so that parliamentarians receive the required support in the framework of the legislative process and overall exercise of their functions including their representative role.

In this context, the project will provide parliamentary ICT expertise to establish ICT strategies that will strengthen the capacity of the legislature to carry out its responsibilities. A transition towards an e-parliament can take from five to ten years. In a legislative setting this task can turn challenging due to the unpredictable nature of parliamentary events. One way to neutralise this risk is through *ICT strategic planning*. This initiative shall be guided by the long-term vision, mission and core values in the Strategic Plan of the National Assembly. The ICT strategic plan shall focus on improving the Secretariat legislative services, improving the services provided to MNAs, promoting effective (internal and external) communication and delivering better management. The project support may be extended to the Senate should it express interest in such initiative.

Direct project support for hardware and software development will remain limited to only priority projects i.e. EDMS (Electronic Data (Document) Management System), procedures for Question Time and website development/upgrade. Funding for other selected e-parliament related initiatives will have to be secured separately once the ICT strategic plan is finalised showing concrete initiatives, sequence of actions and resources needed. In any case, it is advisable that the National Assembly secures sufficient professional ICT staff at the earliest possible, and identifies and secures sufficient funds through the parliament/state budget in a multi-annual basis. The project may provide technical advise on all such matters.

**Output 3: Selected National Assembly and Senate committees empowered to more effectively scrutinize legislation and executive action on crucial development issues, and promote public input into their work.**

*Parliamentary Committees*. Parliamentary committees are the key structures where the detailed work of parliament takes place. The ability of committees to deliver their functions critically influences the quality of the work of the House. While committees both in the National Assembly and the Senate have become more professional and active in the previous term, a number of substantial challenges remain to be addressed. As it is the case in both Houses, committee powers are not yet fully exercised and the practice of reaching out to civil society organizations and the overall public, especially through the use of public hearings/consultations, is only giving its first steps. At present, it is estimated that there is one committee officer for every 3 committees. Support provided is mostly limited to administrative tasks. Qualified, trained, skilled computer literate Secretary with ability to take minutes, knowledge of the relevant Government departments, working knowledge of subject area of committee, availability of competent legislative researchers and subject area specialists are scarce. Work is yet to be done to standardize minutes and committee report templates and consolidate the practice of preparation and submission of committees’ performance reports. All these factors affect the efficiency and effectiveness of the procedural and policy work of the parliamentary committees.

Cognizant of competing priorities of committees including political processes and peace and stability concerns, the project will seek to support selected committees more effectively integrate into their agendas issues such as MDGs, poverty reduction, devolution, gender equality, climate change and related pressing social development issues under UN areas of competence. All this within the framework of Pakistan’s *New Growth Framework* and *Poverty Reduction Strategy* both of which integrate the MDGs. It will be important to empower the committees to encourage government systematic reporting to parliament on such policy issues; check on effectiveness of policy, budget and program links to international commitments; and provide informed recommendations on improvements or corrective actions needed to achieve commitments. Also, the National Assembly has established a Task Force on the MDGs which the project will support to develop a parliamentary strategy to tackle MDGs including stimulating Parliamentarians awareness on such theme. This Task Force shall work in close coordination with the ministerial committees which hold the legal power to monitor government performance on specific policy areas.

Parliamentarians will need specialized knowledge, financial and personnel resources and sound information on development policy. Thus, the project will provide/facilitate briefings on the various policy issues, sources of information for parliamentarians, and parliamentary mechanisms for oversight of such issues, and will assist in incorporating such mechanisms into the committee work. The project will prioritize work with committee chairs as they are critical in promoting a proactive role of committees, achieving cross-partisan cooperation and developing relations with ministries.

The project will also support public hearings so that experts and vulnerable sectors of society can share their views and concerns on policies and programmes. Through hearings the parliamentarians can have independent professional support from CSOs, policy institutes and academia. This is in addition to assistance for better legislative research services as outlined under Output 2.

From 2014, for the first time, the parliamentary committees in the National Assembly will have the power to review the state budget and hold pre-budget consultations with ministries. It will be critical that committees develop an adequate understanding of the budget document and cycle, sectorial priorities and budgetary oversight linked to the development issues above targeted by the project. Thus, the project will consider providing such technical support to selected committees, ensuring that another donor does not already provide such support[[25]](#footnote-25).

Committee officials will be coached and receive *on-the-job* training in minutes and report preparation, committee procedures and, organization of public hearings/consultations and reporting. Procedural and policy support will need to be provided in parallel and *on-the-job* for sustainability of capacity development efforts. It is intended that the above interventions result in innovative practices being adopted by the Pakistani parliamentary committees as well as substantive committees impact into an increased sustainable development process. The project will produce a manual/guide for parliamentary committees on their role in achievement of MDGs, poverty reduction and, gender equality which gathers best practices introduced by the Pakistani parliamentary committees vis-à-vis international experiences to facilitate their integration by future parliaments. For this, the project will also work through the *Council of Chairpersons* as this organ is well positioned to formally adopt or propose adoption of, and standardise new practices.

Finally, as per provisions in the 18th Amendment, a number of government or independent institutions are required to submit reports to Parliament[[26]](#footnote-26). The NA and Senate still need to develop a proper procedure for deliberating on such reports and following-up on recommendations. Through the Council of Chairpersons the project will provide procedural and policy advice, based upon international practices on parliamentary interaction with independent institutions.

The project will conduct the work with the parliamentary committees in two phases.

*Phase 1 (Jan 2014 – Dec 2015)*: the project will support 6 (six) committees in the National Assembly and 3 (three) committees in the Senate as beneficiaries. During this first phase the project will implement a work plan with each of the selected committees covering the areas above mentioned. Towards the end of this phase the project together with the committee chairs will conduct a review of the lessons learnt and achievements. Recommendations for the scope and approaches for the second phase will then be produced.

*Phase 2 (Jan 2016 – Dec 2017):* building on the lessons learnt from the first phase and the impact of support in the committees performance the project will select a second group of committees for support during the second phase. As the committees engage in innovative legislation and oversight practices on selected policy issues it will be important to identify key areas of committee work for further analysis with a view to proposing and adopting reforms, as relevant. In this context, overseas learning can provide practical hands-on observation of best parliamentary practice in the broader functions of legislation and oversight including public engagement in the work of committees.

Since the standing committees of the newly inaugurated parliament were appointed in August 2013 the current SDPD II project is expected to conduct a profiling of the new standing committees and, together with the Speaker, shall develop a set of criteria for identification of the committees to be supported. The criteria should consider among others, committees already engaged with IP3 project, and most importantly compatibility with the core themes of the project (*see section entitled Core Themes*). The Chief Technical Advisor will ground the proposal in selecting the Committees based upon the agreed criteria. Finally, given that several donors will carry out work with parliamentary committees, the project will promote effective coordination so that there is consistency in approaches and objectives leading the parliament towards standard practices and procedures.

**Output 4: Increased cross- party co-operation between men and women parliamentarians in policy issues of concern to the women, and the gender dimension is considered in the work of parliamentary committees.**

In November 2008, the Federal Parliament Women Parliamentary Caucus (WPC) was formed as a non-partisan informal forum under the leadership of Dr. Fahmida Mirza, then National Assembly Speaker. The founding vision of the WPC came from the realization that while a Women's Standing Committee existed to look at women's issues in the country, yet women parliamentarians (across party lines) themselves lacked a forum to come together. As such, the Caucus has played a key role in enabling women parliamentarians to work beyond and above party lines for advancing the women's empowerment agenda in Pakistan. The WPC consists of a General Body and Working Council. The Working Council has representation of all Parliamentary groups within the Parliament that have women representatives. The Caucus also has a Secretariat, established with UNDP support.[[27]](#footnote-27)

Among key objectives the WPC targets gender sensitive legislation, parliamentary oversight of implementation of international and regional commitments, liaising and building working relationships with key state and civil society organizations to promote women's rights and equality, review of rules and procedures and process to ensure women's continued access to and participation in the Parliament. In the 13th Parliament the Caucus successfully cooperated within the House for the adoption of critical women-specific legislation.

In the 2013 elections, many new women parliamentarians have entered Parliament; the majority (35 on reserved and 3 on general seats) are from PML-N and, a majority are perceived to have a weak knowledge base on gender, women and development issues. Not only are there fewer women MNAs with a track record of women's rights but also that the current cabinet of the federal government has only one woman state minister and no prominent positions have been given to women in the current setup. [[28]](#footnote-28)

Given the positive partnership already established with the WPC, UNDP will continue to support this group through technical advise for the preparation and implementation of a new strategic/action plan including legislation and advocacy for gender poverty analysis in Poverty Reduction Strategies and programmes, as well as for incorporation of gender perspectives in the programmes targeting MDGs achievement[[29]](#footnote-29). The project will also explore opportunities to reach out to male parliamentarians and for establishment of an institutional mechanism and tools for the consideration of gender in the work of the parliamentary committees i.e. gender analysis of selected legislation. It is proposed that such mechanism is first piloted in the NA and, upon lessons learned, it may be rolled out to Senate. Women parliamentarians in Provincial Assemblies have expressed interest in forming similar structures, so the project will assist with development of experience sharing and coordination mechanisms among women (and men) between federal-provincial levels. Overall, it will be critical for WPC to further strengthen and institutionalise itself and to reach out to male parliamentarians and the National Parliament to further advance more systematic consideration of gender equality and women's rights issues in the country’s development policies. The project will seek partnerships with UN Women in relevant initiatives under this component.

**Output 5: National Assembly engage with the people of Pakistan more transparently and effectively.**

*Working with the Parliamentary Reporters Association*. A Parliamentary Reporters Association was established with the support of the SDPD in 2012. This body is a key resource and avenue for the strengthening of accountability, transparency and public participation in decision-making processes. But many of the journalists are young professionals who are yet to develop specialisation in parliamentary reporting. The previous SDPD project developed a baseline assessment (2007) based upon which a Media Assistance Programme was implemented. Thus, the project will conduct a review of the lessons learnt from this programme according to which a revised support strategy will be produced. Priority areas of attention should include media understanding of the parliamentary institution and its proceedings as well as key development issues under committees scrutiny; how to communicate the results of the Committees and Members’ work; how to best satisfy the public demand for information about the legislative activity; and also best ways to inform Members about people’s concerns. This will aim a constructive media reporting on the substantive contribution of committees and MPs towards development policies. Also, the project will work with the Parliamentary Reporters Association with the aim to provide input into the *communications chapter* of the Parliament Strategic Plan, and support its implementation through regular consultations between the Department of Communication in the National Assembly and Senate and the Parliamentary Reporters Association.

*Civil Society Organizations (CSOs) outreach*. The SDPD II project developed a Programme for Civil Society (PCS) under which orientations were offered on the work of parliament and its proceedings, how to engage with parliamentary committees and related topics that assisted these organizations more effectively advocate and reach out to parliamentarians. In this context, the project will now focus on provision of advisory services and tools to promote a more systematic interaction of CSOs with parliamentary committees through public hearings and consultations. The project will prioritise engagement with CSOs that work on the Core Themes to be addressed with project-supported parliamentary committees and that represent the poorest and most vulnerable sectors of Pakistani society. This will complement the support the project will give to the parliamentary committees on the process of receiving public inputs into their work including a database of CSOs/experts for committees.

**Provincial Assemblies**

**Output 6: Provincial Assemblies more effectively oversee progress in achievement of MDGs, gender equality and devolution process; and promote public input into their committee work.**

While the main focus of this project remains on the two Houses of the Federal Parliament, UNDP will provide limited but targeted policy and technical support to Provincial Assemblies in order to increasingly empower particularly selected committees to more effectively respond to the new responsibilities generated by the devolution process, with a key focus on parliamentary oversight of MDGs & the post-2015 MDG acceleration strategy, devolution process, and gender equality. The Provincial Assemblies of Balochistan and Sindh have clearly and strongly articulated their priorities and intention to work with the project. Thus, while support will be extended to all PAs based on the needs voiced and assessed and political space, priority will be given to those assemblies.

*Orientation to MPAs on their roles and parliamentary practices and procedures.* The 2013 election has produced a high turn over of MPAs in most assemblies. Their good understanding of their mandates and the functioning of the assembly are critical to the effectiveness of the Provincial Assemblies. In this context the newly elected MPAs have requested a series of orientations on various aspects of their parliamentary duties, parliamentary procedures and business, role of committees, among others. The SDPD II project will deliver an orientation programme to all PAs during the last quarter of 2013. In the meantime should there be a need to continue such orientations in the next months this project will work closely with the Secretariats to design and deliver structured follow up sessions.

The project will also explore with each of the PAs the possibility of creating the post of a *Procedural Officer[[30]](#footnote-30)* responsible for providing regular collective and individual (practical) advise on parliamentary rules and procedures to the MPAs; including through reference materials that assist Members in effectively performing in the House and committees. This could be a long-term solution to the constant need of Members for such in-house easy to access assistance.

*Effective legislation and oversight of MDGs achievement and devolution process with emphasis on the role of selected standing committees.* The oversight role of the parliamentary committees is critical to a healthy *checks and balances* system. In previous terms, despite serious limitations, many committees in the PAs have been assertive and have rightly pointed out government irregularities. Yet, PAs and its committees in general remain weak. Their work need to be strengthened starting with new Members understanding of their roles and powers of committees, provision of technical expertise and, changes in the Rules of Business. In addition, thematically, PAs (and executives) are yet to fully internalise the burden created by the devolution of powers to the provincial mandate. PAs need to understand and operationalize parliamentary mechanisms and tools to more effectively legislate and monitor implementation of provincial development policies including MDG-related government programmes and, overall provincial development plans, as it is the case in Balochistan.

As with the Federal Parliament, and keeping in mind volatile socio-political and security contexts in some regions, the project will aim to support selected committees more effectively tackle provincial development issues with a focus on MDGs, poverty reduction, devolution, and gender equality and their relation or impact on national development goals. Selected committees will be equipped with tools to encourage provincial government systematic reporting to parliament on such policy issues; check on effectiveness of policy, budget and programme links to national/international commitments; and provide informed recommendations on corrective actions needed to achieve commitments.

PA Parliamentarians will also need specialized knowledge, personnel resources and comprehensive information and data on development policy and programmes. Thus, the project will provide/facilitate targeted briefings on the various policy issues, and parliamentary mechanisms for oversight of such issues, and will assist in integrating such mechanisms into the committee work. Equally, the project will prioritise work with committee chairs given their leadership role in making committees a dynamic structure and seeking cross-partisan cooperation and consensus on potentially contentious policy issues.

The project will also assist the work of Inter-Provincial Committees in those assemblies that have established them (i.e. KP, Punjab) to enhance cooperation on fundamental issues affecting growth in the provinces. The project will also support public hearings on the above-mentioned policy issues so that CSOs, experts, think tanks and vulnerable groups are given an opportunity to share their concerns and influence provincial policy, ensuring it does respond to the urgent needs of the population. Such processes are also potential tools to reduce community or ethnic conflict and tension.

Work with Provincial Assembly committees will be conducted in two stages under the same strategy outlined for Federal Parliament committees (see Output 3).In addition, the project will explore opportunities to support establishment of a Council of Chairpersons in each PA similar to the one in the National Assembly as it would be a good venue for committee chairs to address issues regarding the work of the committees both at policy and procedural level, standardize practices and overall enhance the quality and substantive role of committees in the provincial growth processes. The project will promote sharing of experiences with the Federal Parliament possibly through the Speakers’ Conference. These activities will be carry out in cooperation and coordination with the EU IP3 project[[31]](#footnote-31).

*Increased Information and research services and engagement with CSOs, academia and the overall public.* The project will aim to establish a small "*MDG resource centre*" in each of the four Provincial Assemblies so that data, expertise and information is available to standing committees dealing with social, educational, gender and economic affairs. This facility would be led by a Senior Researcher initially hired by the project under an agreement with each PA for gradual absorption of the post. The activities conducted by this unit will assist the committees to produce reports to Parliament that contain sound, practical, relevant and cost effective recommendations to Government on the complex issues relevant to meeting MDG commitments as well as the post-MDG agenda. PAs committees’ work on MDGs could be linked to that one of the MDG Task Force recently created by the NA. It is expected that the MDG Center also furnish key policy support to the Women’s Caucus in each of the PAs as they are created –given positive signs already received. This Center may be hosted under the Library/Research Division of the PAs so that it is integrated within the Secretariat structure by the end of the project. For this, an agreement shall be established with the PAs for a gradual handover throughout the project duration. Complementary, the project will support the production of a directory of local experts (CSOs, academia, individual experts, UN resources etc) that could provide specialised and alternative viewpoints on policy issues; and will assist establishing a formal channel of communication between such expertise and committees including through public hearings.

The project will also explore a “virtual merger” of the Libraries of the 6 Assemblies in order to broaden the scope of information and library resources available to all Parliamentarians (see Output 2). The above initiatives aim to complement and enhance the quality of existing information and research services that can be accessed by MPAs.

*Consideration of Gender and Women’s rights by PAs.* There has been consensus on the need to establish a formal mechanism for the structured consideration of gender and women’s rights issues in the Provincial Assemblies. The idea of a Women’s Parliamentary Caucus was well received in most assemblies; it has champions among the women   who have the knowledge and commitment to initiate it. In KP the women have committed to  resolve past hurdles and have formed a new Caucus departing from a minimum   agenda   for   women's   empowerment that cut across and beyond parties interests. In Balochistan, decisions will be made soon on forming a Women’s Caucus or a mixed Committee/Group on Effective Legislation (women and gender related). Sindh and Punjab will be forming a Caucus in the next few months. On this background the project will support the establishment and functioning of such Caucus/Committee in each of the PAs. This would involve technical support for defining adequate structures, developing plans of action including gender and women’s issues and legislation for advocacy, reaching out to male parliamentarians, CSOs and women machineries like the NCSW, increasing Members understanding on gender development and other issues that affect women and the achievement of gender equality goals. Depending on the progress of the work of WPCs, the project will *explore* opportunities to promote a mechanism for a more consistent consideration of gender in the provincial development issues scrutinised by parliamentary committees. Once relevant structures are established in each PA the project will support and facilitate cooperation and coordination among the PAs Caucuses and between those and the Federal Parliament Caucus for sharing of best practices that assist in consolidating gains on gender and women and development policy issues at both national and provincial levels.

# III. Results and Resources Framework

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| **Intended Outcome as stated in the Country Programme Results and Resource Framework:**  **Outcome 4.1:** The capacity of institutions to be more democratic and accountable is strengthened, including, inter alia, the engagement of civil society organizations, media and academia;  **Output 4.1.2**: Selected federal and provincial parliamentary committees and secretariats are better able to undertake improved legislative drafting based on gender analysis, and effective oversight of the executive.  **Outcome 5.1:** Government and civil society are active and accountable in eliminating discrimination against women and girls.  **Output 5.1.1**: Women’s parliamentary caucuses and the Electoral Commission of Pakistan are better able to promote the increased participation of women in political processes, including at decision- making levels in public administration. | | | | |
| **Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:**  **Indicator Outcome 4.1:** Number and frequency of parliamentary standing committee meetings;  **Indicator Output 4.1.2**: Number of federal and provincial parliamentary committees that undertake legislative changes and administrative reviews based on gender- and evidence-based analysis (policy/issue papers); **Targets:** At least 5 federal and 12 provincial parliamentary committees, such as those related to social sectors, devolution and women’s caucuses, using training and high-quality analytical assistance.  **Indicator Outcome 5.1:** Percentage of women legislators at national, provincial and local levels.  **Indicator Output 5.1.1**: Percentage of women in parliament, parliamentary committees and key public leadership positions (federal and in provinces); **Baseline:** Women parliamentary caucus established; low participation of women in political and social leadership positions at provincial levels; **Targets:** 25% increase in number of women leaders at the federal and provincial levels; women legislatures and leaders trained in policy analysis and networked with each other; gender-based budgeting and reviews institutionalized; number of male legislators who receive capacity- building for gender equality and women’s empowerment. | | | | |
| **Applicable Key Result Area (from 2013-17 Strategic Plan):** Strengthen Governance and Social Cohesion and Gender Equality and Inclusive Growth | | | | |
| **Partnership Strategy:**  The project will partner with and/or facilitate legislative assemblies access to relevant UN and UNDP projects expertise. It will also partner with inter-parliamentary organizations such CPA, IPU and will promote bilateral cooperation mechanisms for access to regional and global good parliamentary practices. At the national level the project will seek cooperation with CSOs, universities, media and other relevant state institutions that can contribute to enhancing parliamentary democracy and the achievement of project goals. | | | | |
| **Project title and ID (ATLAS Award ID): Institutional Reform and Parliamentary Development in Pakistan** | | | | |
| FEDERAL PARLIAMENT (NATIONAL ASSEMBLY AND SENATE) | | | | |
| **INTENDED OUTPUTS** | **OUTPUT TARGETS PER YEAR** | **INDICATIVE ACTIVITIES** | **RESPONSIBLE PARTIES** | INPUTS |
| **Output 1**  **Governance structures of National Assembly and Senate more effectively perform their mandates and successfully conduct strategic institutional development.**  Baseline:  *Speakers’ Conference a conventional forum that seldom meets and lacks structured operation.*  *RoP provides for Council of Chairpersons that meets inconsistently and lacks structured operation.*  *PIPS Board of Governors meets periodically, new members with limited experience/ knowledge of parliamentary training institution management.*  *A new Former Parliamentarians Forum has been created.*  Indicators:  *Speakers’ Conference: number of recommendations adopted.*  *Council of Chairpersons: number of recommendations adopted and progress in implementation, regularity of meetings.*  *PIPS Board of Governors: number of (training and research) policies adopted and progress towards implementation.*  *Former Parliamentarians Forum: number of recommendations provided to NA and regularity of substantive meetings.* | **Year 2014**:  ToR for Speakers’ Conference developed and agreed.  ToR for Council of Chairpersons developed and adopted.  PIPS Board of Governors raise awareness on management of parliamentary training institution.  ToR for Former Parliamentarians Forum developed and agreed.  **Year 2015**:  Annual meetings of Speakers’ Conference take place with substantive agenda/follow up.  Periodic meetings of Council of Chairpersons take place with substantive agenda/follow up.  Selected policies for PIPS research, training, HR management adopted.  Secretariat for Former Parliamentarians Forum established.  **Year 2016**:  Secretariat staff acquire capacities to provide procedural and secretariat support to Speakers’ Conference.  Secretariat staff develop capacities to provide procedural and secretariat support to Council of Chairpersons.  PIPS key staff manage programmes in line with adopted policies.  Periodic meetings of Former Parliamentarians Forum take place with substantive agenda/follow up and effective Secretariat support.  **Year 2017**:  Speakers’ Conference institutionalised with in-house capacities to consistently support the forum.  Targeted standard procedures/practices of committees agreed and implemented by Council of Chairpersons.  Cooperation agreements with other selected parliamentary training institutions operational.  Former Parliamentarians Forum Secretariat functioning costs absorbed by NA Secretariat. | *IA 1: Speakers’ Conference*   * High-level technical advice for preparation of the Speakers' Conference in terms of agenda setting, development of background materials i.e. briefing notes, presentations. * Technical advice and support in systematic follow-up to the agreements and conclusions of each Speakers' Conference. * Technical support for institutionalization of the Speakers' Conference through building an effective secretariat and a track record on parliamentary policy issues across all parliamentary Houses in Pakistan, e.g. on strategic planning, rules on oversight, mechanism and level of parliament transparency, etc. * Technical advice for the development of *Terms of Reference* (ToR) for the Speakers' Conference as well as for the Secretaries' Conference (which takes place prior to the Speakers' Conference). * Technical advice with regard to preparation of parliamentary Annual Work Plans and Calendar by the parliamentary Houses in Pakistan. * Provision of procedural advise to the Presiding Officers and possibly other members as well through initiatives such as procedural monthly fact sheets, comparative analysis of the Houses procedures for questions, information on best procedural practices in the region and in similar parliamentary systems, advice on comprehensive review of rules of procedure in view of the 18th Amendment, policy issues of national concern as required. | UNDP and NA | *Printing/photocopying*  *Project staff travel*  *Procedural officer*  *Support from international STA and National Policy Advisor* |
| *IA 2: National Assembly Council of Chairpersons (in coordination with Output 3 proposed activities)*   * High-level technical advice and support to consolidate effective and regular Council’s functioning including building effective secretariat support. * Technical advice for development of *Terms of Reference* for the National Assembly Council of Chairpersons. * Technical advice for development and successful implementation of annual work plan of the Council of Chairpersons. * Production of briefings on (procedural) issues of common interest to the Committee Chairpersons. * Technical support for development/review and adoption of standard procedures for the functioning of the Committees. | UNDP and NA | *Printing/photocopying*  *Logistics*  *Support from international STA and National Policy Advisor* |
| *IA 3: PIPS Board of Governors*   * Technical advice/awareness raising for the development of institutional policies for research and training and, PIPS programmes quality assurance capacity as per good practices. * Selected and focused capacity building of PIPS staff in the management of a parliamentary training and research institution, development of a strategy for securing highly qualified technical human resources, and building links with Strategic Planning exercises in the National Assembly, Senate, Provincial Assemblies. * Comparative report on parliamentary training institutions in different countries with recommendations for PIPS; round-table with members of the Board of Governors, review of recommendations, and implementation support, as required. * Exchange of experiences on selected strategic issues with other parliamentary training institutions through in-bound and out-bound visits; exploring cooperation framework with i.e. Bureau for Parliamentary Studies and Training (BPST) in the Indian Lok Sabha and Thai Parliament. | UNDP and PIPS Board of Governors | *Int’l consultant for comparative study, specialised training*  *Travel expert from another parliamentary training institution/overseas visit x 3 times*  *Printing, roundtable logistics*  *Support from international STA and National Policy Advisor* |
| *IA 4: Former Parliamentarians Forum*   * High-level technical advice and support to building effective secretariat support for the Forum. * Technical advice for development of *Terms of Reference* for the Former Parliamentarians Forum. * Technical/policy advice for consolidation and successful performance of the Forum. | UNDP, NA |  |
| **Output 2**  **Independent and professional Secretariat supports the work of the National Assembly and enhance capacity to provide legislative services to Members and committees.**  Baseline:  *Federal and Provincial Assemblies lack in-house legislative drafting expertise.*  *NA, Senate and PIPS separately provide limited library and research services to their clients; Library Committees ill-equipped to provide direction re management of such* *services.*  *Absence of ICT strategic planning, limited ICT infrastructure and services, outdated Website.*  Indicators:  *Legislative drafting: availability of legislative drafting curriculum*  *Library and Research: number of meetings and agreements of Library Committees on strategic development of library and research, and progress towards implementation of agreed policies*  *ICT planning: progress towards ICT plan for Secretariat, % of key records on Parliament activities according to IPU minimum standards that are in public domain* | **Year 2014**:  Strategy for establishment of legal drafting short and longer-term courses agreed and, development of curriculum start.  Periodic meetings of Chairs/Members Library Committees of NA & Senate with targeted agenda on strategic development of library and research services of Parliament.  ICT strategic plan for NA developed and adopted.  **Year 2015**:  Delivery of legal drafting course(s) on pilot basis.  Agreement/start of implementation of selected policies for strategic management of library and research services of Parliament. Pakistan Parliamentary Library Network feasibility study available.  Upgraded Website launched with increased parliamentary records / information.  **Year 2016**:  Evaluation of legal drafting pilot course(s) and review of programmes accordingly.  Start “virtual merger” of libraries of Senate and NA, if possible PAs.  Successful implementation of capacity development programme for ICT officials/end-users.  **Year 2017**:  Legal drafting course methodology replicated in selected Provinces.  Completion of initiatives resulting in more strategic and maximised use of library and development policy-oriented research services in Parliament.  Successful implementation of EDMS/selected ICT projects for e-parliament. | *IA 1: Legislative drafting (Federal and Provincial Assemblies)*   * Development of strategy for establishment of legal drafting short and longer-term courses in partnership with an academic institution and, funding sources. * Preparation of legislative drafting curriculum(s) for diploma and certification courses bringing in international experience. * Delivery of courses on pilot basis and evaluation of results including graduates attachment to the Parliament on probation. * Explore requirements for expansion of the course to provinces under similar arrangement and provide technical support for implementation. | UNDP and NA, possible partnership with Higher Education Commission, Law Faculties | *Nat/int’l expert for curriculum and course development x federal x provinces*  *costs of academic institution*  *Support from international TA and National Policy Advisor* |
| *IA 2: Library and research services for Federal Parliament*   * Technical and policy support for periodic meetings of Chairs of NA and Senate Library Committees and PIPS and gradually extending to Chairs of such Committees from Provincial Assemblies, on rotation basis, on strategic planning regarding development of research and library services; including assistance for agenda development, briefs, presentations. * Technical support for periodic joint meetings of Library Committees of NA and Senate including assistance for agenda development, briefs, presentations. * Technical support for strategic development of library and research services under the broader strategic planning of the NA and Senate including development and implementation of key policies for management of parliamentary library and research services. * Technical support for preparation of surveys for parliamentarians on information, policy research and library service needs. * Capacity building to policy researchers on legislative research techniques focused on core policy areas targeted by this project. * Technical expertise/support for ‘virtual merger” (i.e. common cataloguing system, database) of libraries in Senate, NA and Provincial Assemblies and linkages to virtual library system established by Higher Education Commission (Pakistan Education Research Network); including feasibility study on a Pakistan Parliamentary Library Network (possibly second year). * Technical assistance for production of periodic newsletter of the library(ies) including in Urdu (hard and electronic formats); as well for (joint) reports of Library Committees/Libraries. | UNDP and Library Committees, Secretariats of NA and Senate, possible partnership with IPU | *In-country travel*  *Meetings logistics*  *Printing*  *Int’l expert on parliamentary library and research services to look into development of such services/policies/staffing/skills etc*  *IT consultant*  *Software development*  *Consultant for training on legislative research on selected policy areas*  *There is an annual or biannual meeting of parliamentary librarians, once/if qualified people 1-2 representatives be sent while asking parliament to budget for such forum in the future* |
| *IA 3: ICT strategic development for National Assembly*   * Technical support/specialised advise for (content and process-wise) development of ICT strategic plan and road map for implementation including cooperation with the IPU. * Technical advice on effective monitoring and evaluation of the ICT Plan in line with strategic plan of National Assembly. * Technical advise on ICT infrastructure requirements (datacentre, servers, etc) to sustain process towards e-parliament in line with ICT strategic plan priorities. * Technical support for design and delivery of capacity development programme for ICT officials and end-users in line with ICT needs assessment/strategic plan skills and knowledge requirements. * Technical (and financial) support for upgrade of user-friendly Internet Website making it comprehensive and in line with IPU guidelines and for intranet web portal. * Technical, financial and logistical support for development and implementation of Electronic Data (Document) Management System (once ICT HR and infrastructure are upgraded). * Implementation of (additional) selected and priority ICT projects as per final ICT Strategic Plan (conditional to specific funding secured). * Deployment of Senior ICT Policy Advisor for two years, to support ICT Strategic Planning, provide guidance/coaching to newly recruited ICT officials, raise awareness and coach on required 'change management', directly advice the Speaker and the Administration on ICT-DIMS matters, support fund raising with potential donors. | UNDP and NA, possible partnership with IPU | *-If cooperation with IPU travel+ accommodation is needed*  *Publications (plan), logistics*  *Cost of ICT project(s) for Speaker*  *Expert for Website check if contract will need to include website management/maintenance* |
| **Output 3**  **Selected National Assembly and Senate committees empowered to more effectively scrutinize legislation and executive action on crucial development issues, and promote public input into their work.**  Baseline:  *New committees recently formed, limited experience of MPs on committee work, no practice on work planning by committees, lack of standard templates for committee documentation.*  *NA and Senate lack specialised/policy level legislative research staff, inconsistent and informal interaction with experts/academia.*  *Public hearings: limited and inconsistent use of public hearings due to lack knowledge/interest.*  *In 2014 standing committees enabled to pre-scrutiny of state budget, lack of Parliament budget analysis expertise.*  *Inconsistent practice of oversight of independent institutions, new institutions report to Parliament as per 18th Amendment, unclear procedure.*  Indicators:  *Role of Committees: number of work plans/ oversight actions on policy implemented by committee chairs, number of committees using new templates, number of months committee members/staff are coached and trained by project advisor*  *Research and policy support: directory of experts published, number of briefings for committees on selected policy issues addressed*  *Public hearings: number of committees that hold at least 1 public hearing per year on policy issues, number of committee reports on policy issues where it is clear evidence that public inputs have been included*  *Budget oversight: % committee members satisfied with quality of budget briefings and table policy recommendations to ministries*  *Oversight independent institutions: number of committees producing report with project technical support* | **Year 2014**:  Committee chairs develop/implement annual/bi-annual workplans including legislative and oversight activities on core development themes as per parliamentary good practices.  Database/directory of experts produced and “Legislative Research Fund” created.  Report on public hearings produced and discussed.  Pre-budget briefing sessions for selected committees on state budget sectorial programmes –FY 2014-15.  Report on *independent* institutions oversight produced and discussed.  **Year 2015**:  Annual work plan implementation; agreement on standard templates for committee documentation, implementation.  Targeted briefings and research papers delivered to selected committees (issues such as MDGs, devolution, gender, etc).  Selected committees successfully pilot one public hearing/year on key policy issues, with project support; inputs reflected in committee reports.  Pre-budget briefing sessions for selected committees on state budget sectorial programmes –FY 2015-16.  Enhanced process for review of independent institutions reports piloted by selected committees.  **Year 2016**:  Revised committee support strategy as per mid-term review of achievements and lessons learned implemented.  Formal mechanism for committees outreach to experts/CSOs/academia established.  Production and adoption of public hearings manual with standard procedures.  Pre-budget briefing sessions for selected committees on state budget sectorial programmes –FY 2016-17.  Proposal for review of process/procedures for oversight of *independent* institutions submitted to senior leadership for consideration.  **Year 2017**:  Committees integrate work planning and new oversight practices into their work, and produce informative and friendly annual performance reports available in Website.  Committees more consistently involve experts/CSOs/academia into their work, inputs reflected in committee reports.  Proposal for review of RoP or associated actions for institutionalization of public hearings as per good parliamentary practices submitted to senior leadership.  Pre-budget briefing sessions for selected committees on state budget sectorial programmes –FY 2017-18.  Relevant committees more consistently apply revised process for oversight of *independent* institutions. | *IA 1: Support to selected committees on oversight of development policies and programmes (National Assembly and Senate)*   * Comparative best parliamentary oversight mechanisms round-table and role of committee leadership, with committee chairs and report with recommendations -parliamentarians from one/two countries with similar parliamentary systems may be invited. * Separate working sessions with committees on oversight of policy issues under committees jurisdiction, including briefings on relevant policy issues -including access to international and national expertise from UN organizations, in line with parliamentary procedures for summoning of experts. * Technical support/coaching for development and implementation of annual work plan with selected committees with emphasis on legislation and oversight of MDGs, poverty reduction, gender equality, climate change, and devolution process. * Technical advise/coaching to Task Force on MDGs in developing parliamentary strategies to tackle MDGs and mechanisms for interaction with other parliamentary committees. * *On-the-job* training/mentoring for committee staff on (templates for) documentation and procedures needed for committees legislation and oversight on development issues. * Production and publication of manual/guide on Pakistan committees’ role in monitoring MDGs, poverty reduction, gender equality gathering good practices piloted/adopted by committees. * Technical support for preparation and publication of project-supported committee annual *performance* reports. * Mid-term review in 2015 and preparation of new committee support strategy for second phase. | UNDP, parliamentary committees in NA and Senate, possible partnership with IPU | *Foreign MPs travel*  *Logistics roundtable*  *Printing/various publications*  *Consultant report*  *Overseas learning for MPs i.e. Germany one of best/strongest committee systems*  *Support from international TA and National Policy Advisor* |
| *IA 2: Research and policy support (National Assembly and Senate)*   * Production of directory of experts/CSOs to provide technical advise to standing committees on policy issues under their review including academia, publication and orientation to chairs. * Development of mechanism for committees outreach to experts/CSOs and explore/assist establishing formal engagements with academia i.e. MoUs with Universities and/or Higher Education Commission. * Creation of "*Legislative Research Fund*", through Council of Chairpersons, to support selected committees that wish to commission specialised high quality research papers on issues under Committees agenda. | UNDP, parliamentary committees in NA and Senate | *Publications*  *Nat consultant to develop directory/database*  *Nat consultant(s) on policy issues*  *Legislative Research Fund*  *Logistics roundtables* |
| *IA 3: Supporting organization of public hearings (National Assembly and Senate)*   * Comparative best parliamentary practices report on parliamentary public hearings and round-table discussion with committee chairs (parliamentarians from other compatible parliamentary systems may be invited) and, recommendations for Pakistan. * Selected committees pilot at least one public hearing/year, on key development policies/ programmes, as per project procedural advise for hearings. * Development of 'Public Hearing Manual' tailor-made to Pakistani parliamentary procedures and resources. * Technical support for institutionalization of Public Hearings through the development of standardized procedures and/or review of the Houses Rules of Procedure. * On-the-job training/coaching for committee staff on procedures before, during and after a hearing including preparation of hearing reports. | UNDP, parliamentary committees in NA and Senate, possible partnership with IPU | *Consultancy for comparative report on public hearings, and Public Hearing Manual*  *Printing/publications*  *Travel for visiting MPs* |
| *IA 4: Budget oversight (National Assembly)*   * Pre-budget technical advise and orientation for selected committee chairs on budgetary oversight including how to understand the budget document, budget cycle and process, on policy issues targeted by project -on demand and complementary to EU-IP3 approach. * Pre-budget briefing sessions for selected committees with budget and policy experts on state budget sectorial policies and programmes, on demand and complementary to EU-IP3 approach. | UNDP and NA | *Engagement of nat experts/national think tank on economic issues*  *Roundtables, logistics* |
| *IA 5: Oversight of independent institutions (National Assembly and Senate)*   * Assessment report on *independent* institutions in Pakistan and reporting requirements to Parliament including best international practices; development of recommendations and round-table with committee chairs. * Technical and procedural *on-the-job* advise to members/selected committee chairs on consideration of *independent* institutions reports, including National Finance Commission Report; Principles of Policy Report, Implementation Report of the Award of the National Finance Commission; Auditor General Report; Council of Islamic Ideology Report; Council of Common Interests Report; and National Economic Council Report. * Development of standardized procedures for parliament interaction with *independent* institutions and consideration of their reports. | UNDP and NA, Senate | *Printing/publications*  *Consultant for report* |
| **Output 4**  **Increased cross- party co-operation between men and women parliamentarians in policy-making on issues of concern to the women; and the gender dimension is considered in the work of parliamentary committees.**  Baseline:  *Most newly elected women MPs lacking knowledge of existing Caucus and gender/women’s rights issues.*  *Absence of institutional mechanism/tools for gender analysis by standing committees.*  Indicators:  *Women’s Caucus: % women satisfied with quality of orientation and briefings, number of annual work plans implemented and policy issues successfully advocated by the caucus*  *Gender mainstreaming in committee work: strategy for gender analysis by committees adopted, progress towards implementation* | **Year 2014**:  Development and adoption of Women’s Caucus strategic plan and annual workplan.  Start gender sensitization of committees.  **Year 2015**:  First Pakistan Women Parliamentarians Convention conducted (Federal and Provincial).  Report on gender mainstreaming mechanism for committees produced.  **Year 2016**:  Successful advocacy for selected gender-women and development related policy/legislation.  One targeted regional event organized in line with Caucus work plan/advocacy issues.  Start pilot implementation of gender mainstreaming mechanism for committees.  **Year 2017**:  Review of the functioning of the Caucus and recommendations for further institutionalization.  Evaluation of pilot gender mainstreaming mechanism, adjust accordingly and recommend institutionalization. | *IA 1: Women’s Parliamentary Caucus (Federal Parliament)*   * Technical support for targeted Needs Assessment of Women Parliamentarians –parliamentary roles and knowledge of women and gender issues. * Technical advise and support for the preparation and implementation of the Caucus Strategic Plan and Annual Workplans including policy and legislative issues for advocacy[[32]](#footnote-32), and further integration of the Caucus in Parliament structures. * Provision of technical advise and knowledge of legislation for the purpose of facilitating women MPs legislative review and Private Member's bills. * Technical support for regular targeted briefings and orientation sessions on issues such as CEDAW, the Universal Convention on Human Rights, MDGs framework and knowledge of gender specific institutions such as the National Commission on the Status of Women, the International Commission on the Status of Women, UN Women, prominent women's rights organizations such as Aurat Foundation and Shirkat Gah. * Technical support for development and implementation of mechanism for networking and coordination with provincial women parliamentarians networks/groups (*women MNAs with MPAs and Local Government women representatives from all tiers of LG).* * Technical support for institutionalization of Pakistani Women Parliamentarians Convention as an annual or biannual feature as well as for celebration of Pakistani Women’s Day, International Women’s Day. * Technical support and advise for cooperation with national gender mainstreaming structures i.e. National Commission on Women; and UN organizations i.e. UN Commission on the Status of Women for enhanced policy impact. | UNDP and Women’s Caucus in Federal Parliament, possible partnership with NCSW. | *Round tables*  *Publications/printing*  *Consultant(s) on policy issues*  *Support from National Policy Advisor* |
| *IA 2: Mainstreaming gender in the work of parliamentary committees (NA later roll out to Senate)*   * Male Parliamentarians sensitisation on gender equality and women and development issues, as well as parliament role in engendering development policies. * Technical support for structured gender sensitization of Committees and Strategy report for establishment of mechanism for analysis of gender impact of legislation and policies, and monitoring of implementation of gender-related laws, by parliamentary committees; and round-table with committee chairs and WPC and, recommendations. * Technical support for (pilot) implementation of such mechanism and development of relevant tools and materials including implementation review, evaluation and mechanism review accordingly. | UNDP and NA, Senate | *Int’l/nat gender expert experience with parliaments to assist develop strategy, develop guidelines etc*  *Printing/publications* |
| **Output 5**  **National Assembly engage with the people of Pakistan more transparently and effectively**  Baseline:  *Parliamentary reporters still require training in (understanding) parliamentary reporting; many current reports not fully accurate.*  *Prevailing gaps in CSOs capacity to interact with committees especially with regard to public hearing submissions.*  Indicators:  *PRA: number of major media news reported on parliament activities supported by project (through training)*  *CSOs: number of high quality CSO submissions to standing committees supported by project (through training)* | **Year 2014**:  Assessment report on Parliamentary Reporters knowledge/skills gaps.  Assessment report on CSOs skills gaps re ability to reach out to parliamentary committees on selected policy issues.  **Year 2015**:  Implementation of capacity development programme for Parliamentary Reporters.  Implementation of capacity strengthening programme for selected CSOs.  **Year 2016**:  Review of progress in parliamentary reporting and recommendations for further professionalization of parliamentary media.  Review of improvements in targeted CSOs outreach to parliamentary committees on selected policy issues and recommendations for better performance.  **Year 2017**:  Parliamentary reports/news show higher quality and better understanding of parliament/MPs activities and development issues under scrutiny.  Targeted CSOs effectively reach out and make submissions to parliamentary committees on selected policy issues. | *IA 1:* *Parliamentary Reporters Association (PRA)*   * Evaluation of previous capacity development programme for journalists and development of revised strategy aiming at consolidating a professional corps of *parliamentary media.* * Technical support for preparation and delivery of targeted orientation programme for PRA. * Monitoring and evaluation of impact on quality of parliamentary reporting including from development and gender perspective. | UNDP and NA | *Consultant for assessment, programme development*  *Material development, printing, round tables*  *Parliamentary reporter from another parliament* |
| *IA 2:* *Civil Society Organizations*   * Assessment report on selected CSOs capacity building needs with regard to abilities to substantively and more systematically interact with parliamentary committees, preparation of selected policy-related submissions, understanding of the operation of parliamentary committees; discussion and adoption of recommendations; technical support for programme implementation. | UNDP and NA | *Consultant for assessment, programme development*  *Material development, printing, round tables, expert consultant* |
| PROVINCIAL ASSEMBLIES | | | | |
| **INTENDED OUTPUTS** | **OUTPUT TARGETS PER YEAR** | **INDICATIVE ACTIVITIES** | **RESPONSIBLE PARTIES** | INPUTS |
| **Output 6: Provincial Assemblies more effectively oversee and monitor progress in achievement of MDGs, gender equality and implementation of 18th Amendment; and promote public input into their committee work.**  Baseline:  *Majority of newly elected MPAs are newcomers lacking understanding of parliamentary practice/business.*  *New committees recently formed, limited experience of MPs on committee work including oversight of MDGs, gender equality, devolution process; limited use of public hearings due to lack knowledge/interest.*  *PAs lack specialised/policy level legislative research staff, limited and informal interaction with local experts/academia.*  *Women’s Caucus: KP PA has formed Caucus, Sindh and Punjab will form it in next few months, Balochistan will soon establish a Caucus/Committee; no previous experience with such structures or committees consideration of gender issues into their work.*  Indicators:  *MPAs orientation: % MPAs satisfied with quality of orientations.*  *Role of Committees: number of Chairs/Members satisfied with the quality of the orientation and briefings; mid-term review report available; number of substantive oversight actions by committees with project support; number of committees that hold at least 1 public hearing per year on policy issues, number of committee reports on policy issues where it is clear evidence that public inputs have been included.*  *Research and policy support: directory of experts published, number of briefings for committees on selected policy issues, number and frequency of policy level services provided by Resource Centre*  *Women’s Caucus: % women satisfied with quality of orientation and briefings, number of annual workplans implemented and policy issues successfully advocated by each of the caucuses; strategy for gender analysis by committees adopted, progress towards implementation.* | **Year 2014**:  New MPAs enhance knowledge on parliamentary practice through targeted orientation sessions.  Briefing sessions for committee chairs on committee oversight mechanisms, focus on MDGs and poverty reduction.  Development/agreement on proposal for “MDG Resource Centre”.  Development and adoption of PAs Women’s Caucus strategic plan and annual work plan, sensitisation of women, men and selected committees with regard to gender and women’s issues.  **Year 2015**:  Agreement on creation of post of Procedural Officer by Secretariats.  Selected committees pilot one public hearings/year.  “MDG Resource Centre” starts to deliver policy services to selected committees, directory of local experts produced/disseminated.  Report on gender mainstreaming mechanism for committees produced and pilot implementation starts, federal-inter-provincial women MPs networking method agreed.  **Year 2016**:  Recruitment of Procedural Officer by Secretariats.  Implementation of revised strategy with committees following mid-term review.  Process of handover of “MDG Resource Centre” to PAs start, directory of local experts used by committees.  Successful advocacy for selected provincial gender-women and development related policy/legislation, and sharing of experiences with other PAs, Parliament.  **Year 2017**:  Procedural Officer provides high quality advise, briefings to MPAs individually or though organised sessions.  Selected committees increase number and quality of oversight actions on MDGs, gender equality, and devolution process.  “MDG Resource Centre” integrated into PAs Secretariat structure producing targeted high quality research, facilitating access to experts.  Review of the work of the each PA Caucus as well as gender mainstreaming and networking mechanism, and recommendations for further institutionalization. | *IA 1: Orientation for MPAs on parliamentary practices*   * Design and delivery of targeted and high quality orientation programme for newly elected MPAs on need basis. * Promote creation of the post of Procedural Officer by PA Secretariats, support in developing job description and deliverables and, facilitation of training for effective service delivery. | UNDP and PAs | Consultants for orientations if needed  Roundtables, logistics  Printing, publication  x 4 PAs  *Expert to train Procedural Officers*  *Staff travel to provinces* |
| *IA 2: Legislation and oversight role of selected standing committees*   * Comparative best parliamentary oversight mechanisms (including hearings) round-table and role of committee leadership, with committee chairs and report with recommendations for implementation by each assembly -parliamentarians from federal parliament may be invited. [[33]](#footnote-33). * Separate working sessions with committees on oversight of policy issues under committees jurisdiction, including specialised briefings on MDGs, gender equality, implementation of 18th Amendment, and provincial development plans; production of manual and publication. * Technical support and advise for effective functioning of PAs Inter-Provincial Coordination Committee, MDGs Committee if so established. * Selected committees pilot one hearing/year in connection to above policy areas, including technical advise to chairs (and members) for piloting of public hearings including steps before, during and after a hearing. * Production and publication of manual/guide on Pakistan committees’ role in monitoring MDGs, poverty reduction, gender equality gathering good practices piloted/adopted by committees. * On-the-job training/coaching for committee staff on procedures before, during and after a hearing including preparation of hearing reports. * Mid-term review in 2015 and preparation of new committee support strategy for second phase. | UNDP and PAs selected committees | *Roundtables*  *Printing, publication*  *Expert(s) for briefings, report*  *X 4 PAs*  *Staff travel to provinces*  *Salaries provincial policy advisor and officers* |
| *IA 3: Information and research services and engagement with CSOs, academia and the overall public*   * Technical and logistical support for establishment of *smart* “MDG Resource Centre” in Provincial Assemblies to assist committees on MDG, oversight of MDGs, poverty reduction, and gender equality-related policy issues. * Technical support for production of directory/database of provincial experts/CSOs to provide technical advise to standing committees on policy issues under their review including academia; publication and orientation to chairs/members. * Technical assistance for development of institutional mechanism for committees outreach to experts/CSOs and the public –especially through public hearings. * Technical support and briefings for relevant committees on key policy issues such as MDGs, Climate Change and Sustainable Development, devolution process, among others through MDG Resource Centre. * Feasibility study and technical assistance for “virtual merger” of libraries of six Assemblies (see Output 2). | UNDP and PAs Secretariat | *Equipment, Internet, staffing Resource facility x 4 PAs*  *Roundtables, logistics, experts*  *Cost of IT for merging libraries*  *Staff travel to provinces* |
| *IA 4: Gender and Women’s rights*   * Awareness raising on the functioning of a Women’s Parliamentary Caucus/ Committee/ Group as a tool for women’s cross-party advocacy on gender and women’s issues, and technical and logistical support for creation of such a structure (i.e. Balochistan, Sindh and Punjab). * Technical advise and support for the preparation and implementation of the Caucus/Committee Strategic Plan and Annual Workplans including policy and legislative issues for advocacy[[34]](#footnote-34) (all Provincial Assemblies as structures are formed). * Technical support for development and implementation of mechanism for networking and coordination among provincial women parliamentarians’ networks/groups and between provincial and federal women parliamentarians’ groups –in line with Output 4 (*women MNAs with MPAs and Local Government women representatives from all tiers of LG).* * Technical support and advise for cooperation with national and provincial gender mainstreaming structures i.e. National Commission on Women, and UN organizations, among others. * Technical support for structured gender sensitization of Committees so every committee is aware of gender and women's issues and concerns as a crosscutting issue and these issues are mainstreamed. * Explore feasibility of strategy report for establishment of mechanism for analysis of gender impact of legislation, and monitoring of implementation of gender-related laws, by parliamentary committees and, round-table with committee chairs and WPC/Committee and, recommendations. * Technical support for (pilot) implementation of such mechanism and development of relevant tools and materials including implementation review, evaluation and mechanism review accordingly. | UNDP and PAs Women’s Caucuses | *Staff travel to provinces*  *Roundtables, logistics*  *Printing, publication*  *Experts for briefings if needed*  *Women MPs travel for networking, convention*  *X 4 PAs* |

# IV. Tentative Budget in USD

see details in the attached XL-sheet:

Summary:

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Parliamentary Project Budget 2014-2017 (in USD) |  |  |  | 2014 | 2015 | 2016 | 2017 | Total |
|  |  |  |  |  |  |  |  |  |
| Output 1 |  |  |  | 420 357 | 424 150 | 452 565 | 400 500 | 1 697 572 |
| Output 2 |  |  |  | 453 600 | 528 625 | 296 950 | 214 150 | 1 499 325 |
| Output 3 |  |  |  | 207 950 | 267 970 | 216 450 | 241 070 | 933 440 |
| Output 4 |  |  |  | 63 250 | 92 950 | 91 700 | 62 000 | 309 900 |
| Output 5 |  |  |  | 11 250 | 6 500 | 3 500 | 3 500 | 24 750 |
| Output 6 |  |  |  | 556 583 | 614 550 | 604 550 | 428 550 | 2 204 233 |
| Management |  |  |  | 416 420 | 392 620 | 372 620 | 389 861 | 1 571 521 |
| Subtotal outputs & Mngt |  |  |  | 2 129 410 | 2 327 365 | 2 038 335 | 1 739 631 | 8 240 741 |
| GMS 8 % |  |  |  | 170 353 | 186 189 | 163 067 | 139 170 | 659 259 |
| Grand total Project |  |  |  | **2 299 763** | **2 513 554** | **2 201 402** | **1 878 801** | **8 900 000** |

# V. Management arrangements

The Project will be implemented through the Direct Implementation Modality (DIM) of UNDP, which means that UNDP takes responsibility for administration and financial management, although with possibility for national implementation of a segment of the project upon signing of a LoA between UNDP and the executing authority[[35]](#footnote-35). Over time, the possibility to graduate into NIM will be considered seriously. In all cases, implementation of the project will be based on the principles of supporting national capacity building. A strongly participatory approach will be adopted through the Project Management Board.

**5.1. Project Management Board**

The Project Management Board (PMB) is responsible for the overall direction and management of the project. More specifically, the PMB is responsible for making management decisions when guidance is required by the Senior Technical Advisor (STA), including approval of AWPs and project revisions.

The PMB covers the following three roles: the Executive is ultimately responsible for the Project, supported by the Senior Beneficiary and the Senior Supplier; the Senior Beneficiary represents the interests of those who will ultimately benefit from the outputs of the project; the Senior Supplier represents the interests of those designing and developing the project deliverables and providing project resources. The structure described in the chart below is specifically designed to manage the project to its successful conclusion, and it consists of roles and responsibilities that bring together the various interests and skills involved in, and required by, the project.

**Project Board**

**Senior Beneficiary**

NA, Senate and Provincial Assemblies of Sindh, Punjab, KP and Balochistan

**Executive**

Speaker of National Assembly

**Senior Supplier**

UNDP Deputy Country Director (Programmes) & Donors

**Project Assurance**

*UNDP National Governance*

Support staff & Operations Manager

**Project Organisation Structure**

**Output 1**

Governance structures

**Output 6**

Provincial Assemblies

**Output 4**

Gender and Women

Senior Technical Advisor

**Output 2**

Parliamentary Administration

**Output 3**

Parliamentary Committees

**Output 5**

Media & CSOs Outreach

Provincial staff

National Project Technical staff

*Responsibilities of the PMB*

Specific responsibilities of the PMB throughout the life-time of the project are:

At the beginning of the project:

* Approve the start of the project
* Appraise and approve the Annual Work Plans
* Delegate any project assurance roles as appropriate

As the project progresses:

* Provide overall guidance and direction to the project, ensuring it remains within any specified constraints and take measures overcoming risks or hurdles to project implementation;
* Review each completed project stage and approve progress to the next
* Assess and decide on project changes
* Assure that all planned deliverables during each stage are delivered satisfactorily
* Authorize commissioning of an external, independent mid-term evaluation (MTE)

At the end of the project:

* Assure that all project deliverables are delivered satisfactorily
* Take note of the end of project report
* Discuss recommendations for follow-on actions

*Composition of the PMB*

* Speaker of National Assembly or Deputy Speaker
* UNDP Country Director or Deputy Country Director (Programmes)
* Chairperson of selected Commissions from National Assembly and Senate
* Senior representatives of Secretariats of N.A., Senate and each of the four Provincial Assemblies
* Team Leader Governance of UNDP CO
* EAD-representative (as observer)
* Representative of donor(s) (as observer)
* NPD (ex-officio)
* STA (ex-officio) – Secretary to the Board

*Meetings of the PMB*

The PMB will meet every 6 months, chaired by the Speaker or Deputy Speaker on behalf of the Speaker. Dates of the meetings in the next year are set at the end of the previous year. If the Speaker is not available at the set date, he delegates the co-chairmanship to the Deputy Speaker, or if absent, to another MP already member of the Board.

Agendas for the meetings are prepared by the STA. The agenda and supporting documents are sent to all PMB members and observers at least 8 days prior to the meeting. The Secretariat of the Board will be taken care of by the STA.

The last meeting of the year focuses on the discussion and approval of the AWP for the subsequent year. The first meeting of the year focuses on the review of the project's annual progress report of the previous year and any emerging issues. Minutes of the meetings list the overview of decisions of the Board.

**5.2.Project Assurance**

The Project Assurance role supports the PMB by carrying out objective and independent project oversight and monitoring functions. This role ensures that appropriate project management milestones are managed and completed, and will be exercised by the UNDP Country Office Team Leader for Governance.

The following list includes the key aspects that need to be checked by the Project Assurance throughout the project as part of ensuring it remains consistent with, and continues to meet a business need and that no change to the external environment affects the validity of the project.

* User / beneficiary needs and expectations are being met or managed
* Risks are being discussed and controlled
* Quality check on the knowledge products of the project is conducted
* Indicators to evaluate project progress are being reviewed and discussed
* Adherence to other quality assurance standards, as needed

**5.3. Senior Technical Advisor, project management support, and staffing table**

The project will be managed by the Senior Technical Advisor (STA), with the support of the Operations Manager.The STA has the authority to run the project on a day-to-day basis on behalf of the PMB within the constraints laid down by the Board. The STA is responsible for strategic direction and day-to-day management and decision-making for the project. The STA's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. Specific responsibilities include:

***Strategic and Policy Advice***

* Act as the key senior policy advisor to the Pakistan Parliament bodies, Speakers and Chairpersons of the Houses, Secretary Generals, Chairpersons of Commissions, and relevant stakeholders;
* Provide intellectual leadership in the area of parliamentary development, by delivering political, institutional and policy advice on all aspects of parliamentary capacity building, and by guiding the development and implementation of project strategies and implementation modalities;
* Establish links between national development goals, UNDP priorities and existing policy statements of the Pakistan Government and the international community;
* Ensure the incorporation of best practices and lessons learned on parliamentary development worldwide;
* Through ongoing analysis of the political, social, security and economic contexts, ensure that the project's support to parliamentary development in Pakistan remains at all times relevant and timely;
* Maintain a sound understanding of government, parliamentary and political processes in Pakistan;

***Overall project management and planning:***

* Manage the production of the required deliverables
* Liaise with the PMB and UNDP Country Office to assure the project's overall direction and integrity
* Identify and obtain any support and advice required for the management, planning and control of the project from the CO and Project Assurance
* Prepare project plans and find agreement for them with the PMB
* Establish performance management system, based on UNDP’s results and competency assessment system, to monitor staff performance;

***Project reporting:***

* Report to the PMB according to agreed mechanisms and frequency
* Prepare any follow on recommendations as required

The project's Operation Manager will provide administration and management support to the STA, such as:

* Facilitate the day-to-day functioning of the Project Team. Manage the human and financial resources for achieving results in line with the outputs and activities outlined in the project document and annual work plan;
* Prepare annual work plan and results framework for approval by the STA, UNDP and Parliament;
* Monitor the delivery status, prepare progress updates and prepare monthly, quarterly and annual progress reports and organize, correspondingly, monthly, quarterly and annual progress reviews;
* Organize meetings of the Project Management Board;
* Ensure security of the staff and assets belonging to the projects;
* Prepare final project report and process all other requirements for the project auditing, midterm and final evaluation and closure of the project as per UNDP standard procedures;

A Staffing Table (annex 3) and detailed Job Descriptions (annex 4) of all project staff positions are provided with this document.

# Annex 1: RISK LOG

|  | **Risk area** | **Description of the risk** | **Likeli-hood** | **Impact** | **Mitigating strategies &**  **management response** |
| --- | --- | --- | --- | --- | --- |
| 1. | Financial | Failure to mobilize required minimum financial resources negatively affects the ability to deliver on all project commitments | High | High | UNDP CO and NA Speaker actively reach out to potential donors on a priority basis  UNDP CO/CTA conduct donor profiling and submit segmented funding dossiers if so required, with possibility for earmarked contributions to specific project outputs. |
| 2. | Performance | Failure to recruit highly qualified technical international and national project staff will delay the start of critical initiatives | High | High | JDs shared with DGG and BCPR in New York and with other relevant organizations  CO directly reach to potential candidates who have the required qualifications national and internationally  JDs advertised/circulated timely and at UNDP, AGORA and other parliamentary /HR networks (e.g. reliefweb, UNjobs); and national employment networks/academia |
| 3. | Political | Low engagement of Committee Chairs/MPs at Federal and Provincial level for proposed interventions | Medium | High | Project staff will regularly interact with Committee chairpersons and Parliament /PAs senior leaders to ensure right understanding of and active involvement in project activities |
| 4. | Political | Gender and women’s rights activities of the project will receive criticism from MPs opposing specific attention to the issue | Medium | Medium | Clarify UNDP’s position on gender and women’s political participation; sensitisation to male and female Members; identification of like-minded (former) Members willing to support such agenda |
| 5. | Political | Parliament and PAs initially or over time lacks interest in / capacity to envision and address institutional development | Low | High | Inclusive consultations conducted by project staff to get support from parliamentarians and officials; regular dialogues with senior political and administrative leaders on project progress; project clearly communicates results to all stakeholders through sound communications strategy. Strategic planning process create shared goals and commitments and environment for change. |
| 6. | Political | Resistance from senior civil servants to work towards a more stable, professional and independent Secretariat | High | High | Political advocacy with Secretariat(s) and Parliament/PAs focusing on incentives and advantages.  Ensure ownership of Strategic Planning process to create shared goals and commitments and environment for change.  Regular dialogues with senior officials and political leaders on project progress. |
| 7. | Performance | Failure to deliver against project commitments on time and budget | Medium | Medium | Ensure appropriate planning/phasing of activities, and maintain emphasis of quality of service delivery, results-oriented approach. |
| 8. | Operational | Reduced confidence of donors in accountability and transparency of the project mechanisms leading to reduction of contributions | Low | Medium | Significant focus and budgetary allocation for results-oriented monitoring and evaluation mechanisms; engagement of a National M&E Specialist. |
| 9. | Organizational | Duplication of activities through various donor projects leading to insufficient development partner harmonization |  |  | Regular meetings between Parliament/PAs and relevant development partners to address policy and emerging issues.  Pakistan Parliament operationalize Aid Coordination Cell/approach.  Regular working meetings among project implementing agencies for exchange of information and coordination. |
| 10. | Operational | Parliament staff and MPs' requests for materials investments, foreign trips and ICT support distract them from core project objectives | Medium | Medium | Clear agreement with Parliament/PAs on nature of support provided and key project outputs; development of sustainability plans for cases of such investment; and technical support to Parliament/PAs to secure increased budgetary allocations in state budget, enabling requested investments in infrastructure. |

# Annex 2: Comparative table UNDP-EU parliamentary projects[[36]](#footnote-36)

| **Themes as per UNPD project outputs** | **UNDP Project** | **EU Project** |
| --- | --- | --- |
| **Overall objective** | To assist the *Federal Parliament and the four Provincial Assemblies* of Pakistan to increasingly effectively and proactively support and oversee achievement of the country’s development goals. The project aims to build institutional capacities and mechanisms that promote an inclusive system of governance and consequently, produce stability, equitable growth and benefit the most vulnerable. | *(I don’t have the narrative of the EU project, perhaps CO can get it and fill gap)* |
| **Output 1:** Governance structures of National Assembly and Senate more effectively perform their mandates and successfully conduct strategic institutional development. | 1. Speakers’ Conference 2. NA Council of Chairpersons 3. Former Parliamentarians Forum 4. PIPS Board of Governors: support to PIPS senior management structure on administration of a parliamentary training institution including development of training/ research *policies*, quality assurance mechanisms. No work on design or delivery of training, rather at policy level. | 1. No reference 2. No reference 3. No reference 4. PIPS: no reference to Board of Governors. Work with PIPS specifically on parliamentary outreach programme, and review of PIPS training capacity and development of training of trainers programme. 5. Strategic Planning: review of sections of Strategic Plans of both Houses, related to IP3 programme activities. |
| **Output 2:** Independent and professional Parliamentary Administration support the work of the National Assembly and enhance capacities to provide legislative services to Members & committees. | 1. Legislative drafting: focus on long-term solution through creation of a certification programme by a law faculty in partnership with High Education Commission. Short courses already provided have proven limited impact.[[37]](#footnote-37) 2. Library&Research: work with Library Committees in both Houses and PIPS at policy level building capacities to make informed decisions regarding a sustainable management of such resources and outreach to MPs to use them. Work will also focus on exploring ICT tools to link library services with those in Provincial Assemblies. 3. ICT: work will focus on developing/ implementing an ICT strategic plan. Separate funding, if secured, would support creation of an Electronic Data Mngt System in NA. Upgrading of the NA website is ongoing under SDPD II so new project would follow up as needed. | 1. Legislative drafting: developing legislative drafting and legislative analysis capacity in PIPS and the Secretariats; training and; expertise to support legislative work of Private Member bills. 2. Library&Research: Analysis of the capacity of the Library and Research Division of the National Assembly and the Research Directorate of the Senate and PIPS and identification of key development needs; legislative and research (thematic areas) capacity building programme. 3. ICT: effective communication of Parliamentary business to the wider public and the media: Website content strengthened and regularly updated; broadly disseminated legislative records, parliamentary proceedings broadcasted live, parliamentary engagement with Press Clubs in the provinces. |
| **Output 3:** Selected National Assembly and Senate committees empowered to more effectively scrutinize legislation and executive action, and promote public input into their work. | 1. Selected Parliamentary committees:  * Oversight Roles: orientation to chairs on oversight of MDGs&poverty reduction and mngt of committee work and documents. * Research&policy support through directory of experts/academia, UN expertise, set up research fund for specialised briefs. Work through Council of Chairpersons. * Public hearings * Budget oversight: pre-budget policy briefings and orientations for selected committees *only if* other donors are not covering ministerial committees. * Oversight of independent institutions   Design of work plan for selected committees in two phases. | 1. Selected Parliamentary committees:  * Roles and functioning: orientation to chairs on committee practices and mngt of committee work and documents. * Research&policy support through experts/ parliamentary associates and academia. * Public hearings * Budget oversight: orientation on budgetary processes and analyses, assist the Parliament/ PIPS to establish Budget Office * No reference   Design of TA support package for selected committees. |
| As indicated in the project document, both projects will work with “selected committees” thus it will be critical to work in collaboration and ensure similar activities and approaches. This will help Parliament ensure coherence and standardisation in the work and innovative practices by standing committees. | |
| **Output 4:** Increased cross- party co-operation between men and women parliamentarians on issues of concern to the women, and the gender dimension is considered in the work of parliamentary committees. | 1. Women’s Caucus and men sensitisation: continued technical and policy support to prepare and implement development policy – oriented new action plan –with UN Women and, reach out to male parliamentarians. 2. Mainstreaming gender in the work of committees: set up institutional mechanism for committees to start gender analysis of selected legislation. | 1. Women’s Caucus: support to develop vision and work plan and oversight of gender based issues. 2. No reference, instead mention increase participation of women in the parliamentary proceedings (introduction of bills, participation in committee and from the floor debates, outreach to public and civil society); development of legislative agendas for women parliamentarians. |
| **Output 5:** National Assembly engage with the people of Pakistan more transparently and effectively. | 1. Parliamentary Reporters Association: strengthening skills on parliamentary reporting through structured programme. 2. CSOs outreach: strengthening skills and tools for systematic interaction with committees especially through public hearings and policy dialogues. | 1. No reference 2. No reference   Instead assistance to the Parliament/ PIPS media and PR officers on effective and sophisticated engagement with the media. Building relationship between the newly elected parliamentarians and the media – in collaboration with Press Clubs in all provinces. |
| **Output 6:** Provincial Assemblies more effectively oversee progress in achievement of MDGs, gender equality and devolution process; and promote public input into their committee work. | 1. Structured Orientation for new MPAs following up on work started in 3rd Q 2013 2. Parliamentary committees: orientation/support to selected committees on oversight of MDGs and devolution process. 3. Information & Research Services: establish “MDG Resource Centre” in Secretariats 4. Gender and Women’s rights: support for creation and functioning of Women’s Caucuses in each PA and introduce gender analysis of selected legislation by committees. | No information available on expected EU project with Provincial Assemblies in 2014. |
| **Overarching Policy issues** | Development policy: MDGs, poverty reduction, federalism & provincial autonomy, gender equality, UN policy areas. | Human Rights, Election legislation & administration, gender. |

# Annex 3: Project Staffing Table

|  |  |
| --- | --- |
| Component 1: Governance Structures of Parliament  Component 2: Parliamentary Administration  Component 3: Parliamentary Committees | Component 4: Gender and Women Parliamentarians  Component 5: Media and CSOs Outreach  Component 6: Provincial Assemblies |

|  |  |  |  |
| --- | --- | --- | --- |
| **Functional Title** | **Level / grade** | **Main responsibility** | **Location** |
| Senior Technical Advisor | P-5 | Overall technical advice & management responsibility | Islamabad & occasional travel to PAs |
| National Policy Advisor | SB-5/2 | Policy Advise on components 1 & 2 & 3 & 4 & 5 | Islamabad |
| Provincial Policy Advisor | SB-5/2 | Policy Advise on component 6 (PAs) | Islamabad & travel to PAs |
| Operations Manager | SB-5/2 | Management of all components | Islamabad |
| National Project Officer Parliamentary Dev. | SB-4 | Project implementation support on components 1 to 5 | Islamabad |
| Project Officer Provincial Assembly Baloch. | SB-4 | Project implementation at PA Balochistan | Quetta |
| Project Officer Provincial Assembly Sindh | SB-4 | Project implementation at PA Sindh | Karachi |
| Project Officer Provincial Assembly Punjab | SB-4 | Project implementation at PA Punjab | Lahore |
| Project Officer Provincial Assembly KPK | SB-4 | Project implementation at PA KPK | Peshawar |
| Monitoring & Evaluation Officer | SB-4 | M&E project; reporting; review of M&E framework | Islamabad & occasional travel to PAs |
| Communications Officer | SB-4 | Communications of the Project, and Component 5 | Islamabad |
| Finance & Admin Officer | SB-4 | Overall management of finances and administration | Islamabad |
| Administration Assistant | SB-3 | Administration assistance | Islamabad |
| ICT & Office assistant | SB-3 | ICT & office assistance | Islamabad |
| Driver | SB-1 | Transport services | Islamabad |
| Total number of staff: |  | 1 International staff; 14 National staff | |

1. The political system is made up of a bicameral federal legislature, with a President as head of State and a Prime Minister who is head of Government and appointed by the President from among the members of the NA. [↑](#footnote-ref-1)
2. This Amendment is considered a turning point in the history of Pakistan as it was also passed by *consensus* from nearly all parties. In the National Assembly out of 18 parties, (8-single legislator), 12 supported the 18th Amendment. In the Senate all the nine parties supported the 18th Amendment. [↑](#footnote-ref-2)
3. Economic Survey of Pakistan 2010-2011 [↑](#footnote-ref-3)
4. Strategy adopted since 2003 [↑](#footnote-ref-4)
5. Final Country Programme Document for Pakistan, United Nations, 30 July 2012 [↑](#footnote-ref-5)
6. Filled by proportional representation among the political parties with more than 5% of the vote. [↑](#footnote-ref-6)
7. PML-N, PPP, PTI, MQM, JUI (F), PML (F), PkMAP, JL, NPP, PML-Q, and some independent Members. [↑](#footnote-ref-7)
8. PPP, PML-N, ANP, MQM, JUI (F), PML-Q, BNP (A), NP, PML (F), and some independent Members. [↑](#footnote-ref-8)
9. PILDAT, Citizens Report: 5 Years of the 13th National Assembly of Pakistan, March 2013 [↑](#footnote-ref-9)
10. The Senate Standing Committees on Cabinet Secretariat and Interprovincial Coordination met most frequently (39 meetings each) followed by the Standing Committee on health (30 meetings) and Senate Committee on Finance, Revenue, Economic Affairs, Statistics, Planning and Development (29 meetings). [↑](#footnote-ref-10)
11. Committees are generally grouped in such categories as ministerial committees –there is one standing committee for every government department-, finance and audit committees and other committees of standing nature excluding select or special committees. The NA has 6 Non-Ministerial committees which include Government Assurance; Rules of Procedure and Privileges; Business Advisory; House and Library; Public Accounts and Finance Committee of NA secretariat. Seven Parliamentary Committees include representation from the Senate and the NA. [↑](#footnote-ref-11)
12. Despite the redefinition of the legislative jurisdiction of the NA in the 18th Amendment, the rules governing the Committee system have not yet adequately factored in changes in the scope of Committees mandate in alignment with the constitutional requirement of federal responsibilities. [↑](#footnote-ref-12)
13. The women are appointed by the respective parties – despite demands for direct election. [↑](#footnote-ref-13)
14. Norwegian Peace Building Resource Center, Expert Analysis, May 2013 [↑](#footnote-ref-14)
15. IDEA, Quotas for women for legislative seats at the local level in Pakistan, 2002 [↑](#footnote-ref-15)
16. FAFEN, 2012 [↑](#footnote-ref-16)
17. A private members bill was introduced in January 2012 in the NA by members of the Women’s Parliamentary Caucus proposing amendments in the Political Parties Order to make it obligatory for parties to nominate a minimum of 10 percent women candidates on general seats; the bill was not adopted though. [↑](#footnote-ref-17)
18. AURAT Foundation, Democracy Reporting International, 2013 [↑](#footnote-ref-18)
19. Pakistan has four provinces: Punjab, Sindh, Balochistan, and Khyber Pakhtunkhwa (KP). In addition to these provinces, Pakistani territory includes Gilgit-Baltistan (formerly the Federally Administered Northern Areas, or FANA), Azad Kashmir, Islamabad Capital Territory, and the Federally Administered Tribal Areas (FATA). [↑](#footnote-ref-19)
20. Mudassar Nazir and Hafiz M. Yasin, Economic growth and regional convergence: the case of Pakistan. [↑](#footnote-ref-20)
21. Article: Increasing levels of poverty in Pakistan, Nov 2012 at <http://www.humanrights.asia/news/ahrc-news/AHRC-ART-125-2012> [↑](#footnote-ref-21)
22. The PA has faced radical political changes from religious based parties (2002) to the secular ANP/PPP coalition (2008) and the newly elected PTI party. PTI had no representation in the previous assembly and in 2013 elections has elected 55 MPAs including 10 women. [↑](#footnote-ref-22)
23. Generally under this arrangement the costs for the project only involve travel and accommodation since expertise comes from active parliamentary staff whose salary is sponsored by the relevant parliament. [↑](#footnote-ref-23)
24. It is understood that instead the EU-sponsored project IP3 is planning to support the Parliament to develop their research services through training, hiring of researchers, etc. [↑](#footnote-ref-24)
25. The EU-IP3 project intends to assist PIPS in establishing a Budget Office as well as to provide budget oversight briefings to selected committees. [↑](#footnote-ref-25)
26. National Finance Commission Report; Principles of Policy Report, Implementation Report of the Award of the National Finance Commission; Auditor General Report; Council of Islamic Ideology Report; Council of Common Interests Report; and National Economic Council Report. [↑](#footnote-ref-26)
27. The Caucus Secretary and Treasurer (MPs) are assisted by a Coordinator, Deputy Coordinator and Assistant Coordinator. The previous SDPD project provided valuable input for developing a Strategic Plan for the caucus, logistical support for the office, and technical support for activities and other programmes. [↑](#footnote-ref-27)
28. Many of the women parliamentarians who had a strong track record of being part of the women's rights movement in Pakistan were unable to come back as MNAs due to the radically different ratios of seats won by the major political parties in the present parliament. [↑](#footnote-ref-28)
29. At the request of the WPC initial orientations will be delivered during the last quarter of 2013 under the SDPD project. [↑](#footnote-ref-29)
30. This may be done through a review of the staffing and organizational structure. The project will provide relevant training to the selected officer(s). [↑](#footnote-ref-30)
31. The project formulation mission did not have access to the new EU project document with PAs, the mission was told the document was being finalized. The project is expected to start sometime in 2014. [↑](#footnote-ref-31)
32. The Plan may include Briefings and advocacy on themes in the national development agenda particularly related to achievement of MDGs, poverty reduction, among others. This could be done in partnership with NCSW. [↑](#footnote-ref-32)
33. Since this activity is planned with the Federal Parliament as well, coordination would be relevant and, same experts may be invited to conduct the sessions with each of the provinces including 1-2 committee chairs from Federal Parliament. [↑](#footnote-ref-33)
34. The Plan may include Briefings and advocacy on themes in the national development agenda particularly related to achievement of MDGs, poverty reduction, among others. This could be done in partnership with NCSW. [↑](#footnote-ref-34)
35. Following agreement reached between the Government of Pakistan and UNDP, the previous PCOM modality will no longer apply to new projects. [↑](#footnote-ref-35)
36. The matrix shows common areas and different approaches and/or different areas between the **EU-IP3 PROJECT – UNDP**. This analysis is based on the UNDP draft project document, the EU-sponsored IP3 project Revised Work plan Period 2 Onwards and Revised Logical Framework IP3 and information provided during interviews. [↑](#footnote-ref-36)
37. EU training seem to address short-term needs while UNDP could assist with a longer-term, sustainable solution. The need for a certification programme has been raised by nearly all stakeholders as it would assist Provincial Assemblies and Government as well in filling skill gaps. [↑](#footnote-ref-37)