

**SECOND EXPERT ROUNDTABLE OF IPU**  
**ON THE COMMON PRINCIPLES FOR SUPPORT TO PARLIAMENTS**  
**PROACTIVE PARLIAMENTS:**  
**BOLSTERING SELF-DEVELOPMENT**

*HOW PARLIAMENTS GOVERN THEIR OWN DEVELOPMENT:*  
*GOOD PRACTICES AND LESSONS LEARNED*

***Pakistan Senate as a Special Case Study***

Presented by:  
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IPU Headquarters Geneva, March 29,2018

# **Senate of Pakistan: Evolution of Self-Governed Strategic Planning and Reforms**

- Pakistan Senate provides an interesting case study of change, pivoted on a newly-developed and progressive reformation model that is self-governed, self-conceived and highly productive
- Senate was earlier one of the parliaments whose development was externally conceived, and implemented which was never fully operationalized or utilized with partial / occasional success
- This approach provided temporary solutions for lacking ownership and not factoring in the core needs and a realistic assessment of gaps, goals and priorities. Critically missing element “ownership”

# **2013 Strategic Plan: Internalizing Reforms**

- **The Strategic Outlook and Work Plan of the Senate of Pakistan Administration 2013-15 was the first step towards SELF- development**
- **It was a roadmap internally conceived by the Secretariat Administration with input from all stakeholders / Branches**
- **Although not as scientific or professional as donor drafted strategic plans, it documented systematic solutions with a measurable set of targets/ annual progress reviews.**

# **POLITICAL OWNERSHIP POST 2015-17**

- In 2015, the new political leadership for the first time gave complete ownership and patronage to self-development
- This brought forth a multilayered parliamentary governance and development matrix that had a collaborative synergy between political leadership and secretariat administration towards taking complete ownership of developmental efforts – House and Committee business-wise, administratively, financially and procedurally. Self accountability, public outreach , innovation etc.

# **PARADIGM SHIFT**

- Ownership and full involvement of political leadership and secretariat administration brought paradigm shift by :
  - revisiting and rejuvenating internal governance and decision-making forums,
  - proactive and futuristic strategic planning and implementation,
  - re-defining donor-parliament equation from being donor-driven to self-driven
- This cemented the foundations of a progressive self-development model.

# **PAKISTAN SENATE'S NEW GOVERNANCE AND DEVELOPMENT MODEL**

- The self-development model developed by Pakistan Senate is three dimensional structures / sub-structures:
  - the House Business Advisory Committee,
  - Finance Committee and
  - Council of Committee Chairmen.
  - Some additional internal structures like the Committee of Whole House were created besides new practice of holding joint meetings of governance forums / sub structures

# PAKISTAN SENATE'S SELF-DEVELOPMENT MODEL



# **HOUSE BUSINESS ADVISORY COMMITTEE**

- The House Business Advisory Committee was already there but traditionally to assist the House in allocating time for taking up discussion of various legislative and other Businesses.
- In Past, the House Business Advisory Committee only met for a limited time at the beginning of each session, and played a very limited role.
- In March 2015, a conscious decision was taken to empower the House Business Advisory Committee, to address the overall working and developmental initiatives of the House, Committees and its Secretariat.



## Contd..

- Detailed Agenda and Working Papers were developed for meaningful deliberations and decision making.
- The duration and frequency of the meetings were also increased as per requirements
- House Business Advisory Committee has been made more effective as the core decision-making and governing forum of Pakistan Senate so as to plan, oversee and undertake developmental projects and internal reformation efforts



**CHAIRMAN SENATE, MIAN RAZA RABBANI, PRESIDING OVER A SENATE HOUSE BUSINESS ADVISORY COMMITTEE MEETING AT PARLIAMENT HOUSE, ISLAMABAD ON JANUARY 22, 2018.**

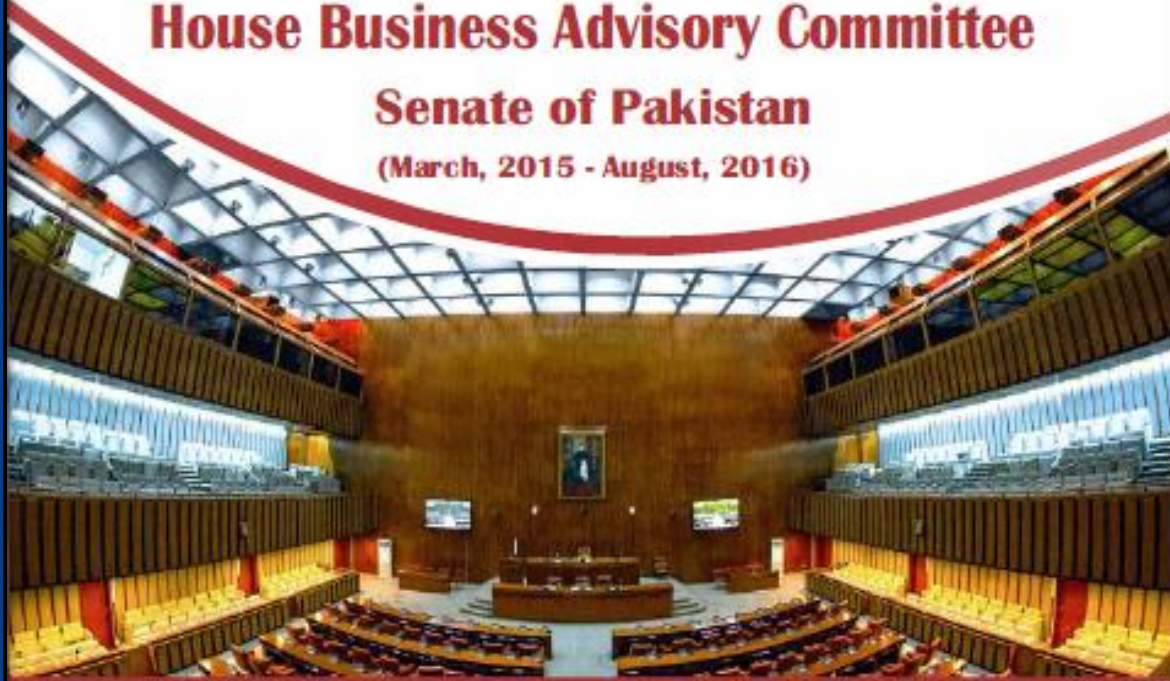
# **HOUSE BUSINESS ADVISORY COMMITTEE**

## **SOME IMPORTANT DECISIONS**

- **Consideration and approval of amendments in the Rules**
- **Budget of the Senate, as approved by the Finance Committee, shall be made public and laid before the House**
- **Debate on the issue of marginalized segments of the society including children, women, handicapped people and transgender**
- **Approval of Code of Conduct for members and operationalization of Committee on Ethics**
- **Drafted a Resolution regarding enhancement of Role and Powers of the Senate which was passed by the House**
- **Live telecasting of the proceedings of the House**
- **Roadmap for inclusion of Members of Senate in the Public Accounts Committee**



**Minutes & Decisions of  
House Business Advisory Committee  
Senate of Pakistan  
(March, 2015 - August, 2016)**



# SAMPLE AGENDA HBAC

## MINUTES OF THE MEETING OF THE HOUSE BUSINESS ADVISORY COMMITTEE HELD ON 5<sup>TH</sup> OCTOBER, 2015

\*\*\*\*\*

A meeting of the House Business Advisory Committee was held on 5<sup>th</sup> October, 2015 in Committee Room No. 4, Parliament House, Islamabad under the Chairmanship of Hon'ble Mian Raza Rabbani, Chairman Senate of Pakistan.

### 2. The agenda of the meeting was as under:-

- i. Confirmation of Minutes of meeting dated 14<sup>th</sup> September, 2015.
- ii. Compliance report regarding earlier decisions of the Business Advisory Committee.
- iii. Duration and Business to be transacted during 120<sup>th</sup> Session.
- iv. Consideration of draft amendment to the Rules of Procedure and Conduct of Business in the Senate, 2012.
- v. Initiative of Intra Institutional Dialogue (IID)
- vi. Developing Linkages with Federating Units.
- vii. Publication of HBAC's Minutes on the Senate website
- viii. Any other item with permission of the chair.

### AGENDA ITEM NO. I: CONFIRMATION OF MINUTES OF MEETINGS DATED 23<sup>RD</sup> OCTOBER, 1<sup>ST</sup> NOVEMBER AND 17<sup>TH</sup> NOVEMBER, 2017.

5. The Committee unanimously confirmed the minutes of the meetings of the House Business Advisory Committee held on 23<sup>rd</sup> October, 1<sup>st</sup> November and 17<sup>th</sup> November, 2017.

### AGENDA ITEM NO. II: COMPLIANCE REPORT REGARDING EARLIER DECISIONS OF THE BUSINESS ADVISORY COMMITTEE.

6. The Secretary Senate submitted the Compliance report on the earlier decisions of the Committee upon which the Committee showed satisfaction.

### AGENDA ITEM NO. III: BUSINESS TO BE TRANSACTED DURING THE 271<sup>ST</sup> SESSION.

7. The Committee decided to discuss the issue of unilateral announcement by the US President to shift the US Embassy to Jerusalem and to pass a resolution to reject such an announcement by the United States.

The Committee decided to take up the routine Private Members', Senate and Government Business during the session.

### AGENDA ITEM NO. V: ANY OTHER ITEM WITH PERMISSION OF THE CHAIR.

8. Following issues were also raised in the meeting:-

- i. The Committee decided to hold another meeting of the Committee during the session to seek briefing from the concerned departments regarding the refurbishing of the House.
- ii. The Committee also discussed the issue of strike in PCP due to which the booklets of questions could not be printed within time. The Committee decided to suspend the question hour till the resolving of the issue.

However, the Chairman directed the Minister for Parliamentary Affairs to resolve the issue at the earliest as the Parliamentary business cannot be held in abeyance due to administrative issues of the Executive.

9. The Meeting ended with vote of thanks to and from the Chair.

(Amjed Pevez)  
Secretary Senate

(Mian Raza Rabbani)  
Chairman Senate of Pakistan

# **WORKING PAPERS INDEX**

<b>Sl. No.</b>	<b>Agenda Items</b>	<b>Page No.</b>
(i)	Confirmation of Minutes of meeting dated 11 <sup>th</sup> January, 2016	1
(ii)	Compliance report regarding earlier decisions of the Business Advisory Committee	7
(iii)	Business to be transacted during the 124 <sup>th</sup> Session	9
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(v)	Report of the Committee on Rules of Procedure and Privileges on the matter of codification of privileges	12



# SENATE FINANCE COMMITTEE



**CHAIRMAN SENATE, MIAN RAZA RABBANI PRESIDING OVER A MEETING OF THE SENATE FINANCE COMMITTEE AT PARLIAMENT HOUSE, ISLAMABAD ON MARCH 06, 2018.**



**CHAIRMAN SENATE, MIAN RAZA RABBANI PRESIDING OVER A MEETING OF THE SENATE FINANCE COMMITTEE AT PARLIAMENT HOUSE, ISLAMABAD ON SEPTEMBER 18, 2015.**

# **SENATE FINANCE COMMITTEE**

- The Senate Finance Committee is provided for in Article 88 of the Constitution of Pakistan for financial control of the House.
- The Finance Committee was previously only concerned with regulating the expenditure of the Senate of Pakistan.
- A conscious effort was made to convert the Finance Committee into a forum of developmental planning and make it more vibrant.
- The Finance Committee now also focuses on special parliamentary initiatives such as the highly successful Clerks of the Parliament Program of the Senate, legislative drafting unit, better support services to Members. equipment Library Research



# COUNCIL OF COMMITTEE CHAIRMEN



CHAIRMAN SENATE, MIAN RAZA RABBANI PRESIDING OVER A MEETING OF THE COUNCIL OF CHAIRMEN AT PARLIAMENT HOUSE ISLAMABAD ON OCTOBER 12, 2015.



CHAIRMAN SENATE, MIAN RAZA RABBANI PRESIDING OVER A MEETING OF THE COUNCIL OF CHAIRMEN AT PARLIAMENT HOUSE, ISLAMABAD ON JANUARY 16, 2017.

## **COUNCIL OF CHAIRMEN**

- **The Council of Chairmen consists of all the Chairmen of the Standing and Functional Committees, and is headed by the Chairman of the Senate. The Council of Chairman, though existing in the rules, was previously not operational.**
- **The Council began working proficiently. Regular meetings with detailed Agenda, Working papers and compliance Reports . Many issues resolved, new ways of conducting Committee Business by Rules amendment and standing orders. Issues of attendance and compliance by executive addressed partly.**

# FILLING THE GAPS

- In order to ensure smooth and standardised governing of House Business, an important step was adoption of **Standing Orders** passed by the Chairman. These are incremental to Rules of Procedure and Conduct of Business.
- This was the first institutional and formal practice to document the Policy Orders of Chairman Senate pertaining to the House Business, Committees' functioning and Secretariat Administration, not covered under existing Senate rules.

# **DEVELOPING UNDERSTANDING WITH EXTERNAL**

- The Senate administration has also adopted a progressive external outreach model.
- Memorandums of Understanding (MoUs) were signed with development partners as well as, Secretariats of Parliaments around the world.
- These MoUs provide a legal framework for the Senate's demand-driven reformation process.



# IPU and UNDP

- IPU and UNDP are partnering with the Senate and have provided resources on need basis in following areas:
  - Renovation and merger of Library and Research Services by UNDP
  - IPU is working in establishment and training of a dedicated Legislative Drafting unit for Private Members.
- These initiatives were driven by the Senate, in coordination with development partners, and not vice versa.

# **ADOPTING THE SELF-GOVERNING REFORMATION MODEL**

## **◎ MOU with UNDP**

- Assistance in establishing and operationalizing a comprehensive 'parliamentary outreach program'
- Development of linkages between the House of the Federation and the federating units
- Interface with International, Regional and National Legislatures
- Use of information and communication technologies (ICT), to improve representation, law-making and oversight, and increase parliament's openness, accessibility, accountability and effectiveness

## Contd...

### ⦿ MOU with IPU

- Promote cooperation and support between the Senate Secretariat and other legislatures especially in the fields of legislation, legislative drafting, legislative research and other legislative business processing
- Devise a mechanism for capacity building of staffers working in the fields of legislation, legislative drafting, legislative research and other legislative business processing;
- Support in developing Manuals, Guidelines, SoPs and other materials with regard to abovementioned fields

# MOU WITH OTHER PARLIAMENTS

## Memorandum of Understanding

between the Secretariat of the Senate of the Islamic Republic of Pakistan and the Secretariat of the Council of the Republic of the National Assembly of the Republic of Belarus  
for Strengthening of Cooperation on Parliamentary Affairs

The Secretariat of the Senate of the Islamic Republic of Pakistan and the Secretariat of the Council of the Republic of the National Assembly of the Republic of Belarus (hereinafter referred to as the Parties)

Recalling the close and friendly relations existing between the Parliaments, Governments and peoples of the Islamic Republic of Pakistan and the Republic of Belarus;

Recognizing that Parliaments embody the will and aspirations of the people;

Realizing that strengthening Parliamentary interaction in bilateral and multilateral areas help enhance mutual trust and understanding, expand consensus and promote cooperation;

Desirous of further strengthening their friendly relations and cooperation,

Have reached the following understanding:



### Article 3

Exchange of visits shall be done on reciprocal basis. Local hospitality shall be provided by the hosting Party on the principle of reciprocity.

### Article 4

This Memorandum of Understanding may be amended at any time by mutual written consent of the Parties.

### Article 5

This Memorandum of Understanding shall enter into force upon its signatures by both the Parties and shall remain valid for a period of five years. Thereafter, it shall be renewable by mutual written consent of the Parties.

In witness whereof, the undersigned being duly authorized thereto, by their respective Parliaments, have signed this Memorandum of Understanding.

Done in Minsk on this day of 2<sup>nd</sup> February, 2017 in two originals in English and Russian languages.

For the Secretariat  
of the Senate  
of the Islamic Republic of Pakistan



(Mr. Amjed Pervez)  
Secretary,  
Senate of the Islamic Republic of Pakistan

For the Secretariat  
of the Council of the Republic  
of the National Assembly  
of the Republic of Belarus



(Mr. Aleksander Slobodchuk)  
Head of the Secretariat,  
Council of the Republic  
of the National Assembly  
of the Republic of Belarus



**SECRETARY SENATE, MR. AMJED PERVEZ AND SECRETARY GENERAL OF SENATE OF CAMBODIA SIGNING MEMORANDUM OF UNDERSTANDING (MOU) BETWEEN SENATE SECRETARIATS OF THE BOTH COUNTRIES AT PARLIAMENT HOUSE, ISLAMABAD.**





**Secretary Senate of Pakistan, Mr. Amjed Pervez Malik and his counterpart in National Assembly of the People's Power of Cuba, Ms. Miriam Brito Sarroca signing MoU between the two Houses for enhancing inter parliamentary cooperation at Havana, Cuba. Chairman Senate Mian Raza Rabbani and the President of Cuban National Assembly are present on the occasion.**

# **LESSONS AND WAY FORWARD**

- Political will for change and synergy between leadership and secretariat administration are a key to parliamentary reformation process.
- Parliament's ownership, as well as independent control in planning and carrying out developmental projects is integral to modernization, capacity-building and self-development.
- Self-reliance, futuristic planning and judicious use of available resources should be the guiding principles of parliamentary governance.

## Contd...

- The tendency on part of donors to sometimes shoehorn recipient parliaments into one-size-fits all model is an inherently flawed approach. Parliaments must be encouraged to develop indigenously-conceived strategic plans and revive/strengthen internal decision-making forums to make development conducive
- Instead of establishing new or alternate structures such as Steering Committees of Projects and full fledge offices of projects, the constitutionally and legitimately authorised existing governance sub structures of Parliaments be used and the Secretariats of Parliaments be tasked implementation with few Consultants /experts.
- Development must not to be quantified in terms of number or money value of projects. It is a paradigm change towards strengthening internal mechanisms, amending rules of procedure and utilizing internal resources for sustainability.

## Contd...

- .
- **By signing MOU's with Secretariats of Parliaments and developmental partners, Pakistan Senate has formalized its involvement in a more demand-driven Governance and reform process.**
- **This has provided a legal framework against which the Senate of Pakistan can retain control of its development and reform process.**

# **Parliamentary Development and Reforms**

**Internal Work Plan of  
Senate Administration, 2013-15 &  
Donor Interventions viz-à-viz  
Political will & Ownership  
2015 - 2017**

Amjed Pervez Malik

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## **SOME QUESTIONS:PRE- REQUISITES & SUSTAINABILITY**

- Can it happen any time just by change of mind and approach OR some pre-requisites and only at certain times ?
- Individuals vs institutions ?
- Parliamentary self-development in isolation or overall reform and change for sustainability ?

# **Parliamentary Development and Reforms**

**Internal Work Plan of  
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**THANK YOU**