

**Citizens' Periodic Reports on the Performance of State Institutions**



*Citizens' Report*  
**The Performance of the  
Pakistan Institute for Parliamentary Services**

[WWW.PILDAT.ORG](http://WWW.PILDAT.ORG)

**Citizens' Periodic Reports on the Performance of State Institutions**



*Citizens' Report*

**The Performance of the  
Pakistan Institute for Parliamentary Services**

**PILdAT**  
Pakistan Institute of  
Legislative Development  
And Transparency

PILDAT is an independent, non-partisan and not-for-profit indigenous research and training institution with the mission to strengthen democracy and democratic institutions in Pakistan.

PILDAT is a registered non-profit entity under the Societies Registration Act XXI of 1860, Pakistan.

Copyright © Pakistan Institute of Legislative Development And Transparency - PILDAT

All Rights Reserved

Printed in Pakistan

Published: January 2015

ISBN:978-969-558-465-1

Any part of this publication can be used or cited with a clear reference to PILDAT.

**Supported by**



**Islamabad Office:** P. O. Box 278, F-8, Postal Code: 44220, Islamabad, Pakistan  
**Lahore Office:** P. O. Box 11098, L.C.C.H.S, Postal Code: 54792, Lahore, Pakistan  
E-mail: [info@pildat.org](mailto:info@pildat.org) | Website: [www.pildat.org](http://www.pildat.org)

# CONTENTS

*Abbreviations and Acronyms*  
*Preface*  
*About the Author*  
*Executive Summary*

|                                                                         |    |
|-------------------------------------------------------------------------|----|
| Introduction                                                            | 15 |
| Need for the PIPS                                                       | 15 |
| Functions of the PIPS                                                   | 15 |
| Need for Assessment                                                     | 16 |
| Key Performance Indicators                                              | 16 |
| Performance Analysis                                                    | 16 |
| The Budget Angle                                                        | 18 |
| Systematic Failure                                                      | 19 |
| Recommendations                                                         | 20 |
| Conclusion                                                              | 22 |
| <b>References</b>                                                       | 23 |
| <b>Appendices</b>                                                       |    |
| Appendix A: The Pakistan Institute for Parliamentary Services Act, 2008 | 28 |
| Appendix B: PIPS Organizational Structure                               | 41 |
| <b>List of Tables</b>                                                   |    |
| Table 1: Performance of the PIPS under Various Functions                | 17 |
| Table 2: Receipts (Million Rupees)                                      | 18 |
| Table 3: Expenditures and Surrendered Amount (Million Rupees)           | 18 |



## Abbreviations and Acronyms

|        |                                                                  |
|--------|------------------------------------------------------------------|
| AFPAK  | Afghanistan Pakistan                                             |
| CGA    | Controller General of Account                                    |
| EU     | European Union                                                   |
| FAO    | Food and Agricultural Organization                               |
| FATA   | Federally Administered Tribal Areas                              |
| FPSC   | Federal Public Service Commission                                |
| ICP    | International Comparison Programme                               |
| IDP    | Internally Displaced Person                                      |
| ILO    | International Labour Organization                                |
| IT     | Information Technology                                           |
| KP     | Khyber Pakhtunkhwa                                               |
| MDG    | Millennium Development Goal                                      |
| MNA    | Member of National Assembly                                      |
| NA     | National Assembly                                                |
| NADRA  | National Database and Registration Authority                     |
| NWFP   | North-West Frontier Province                                     |
| PIA    | Pakistan International Airlines                                  |
| PILDAT | Pakistan Institute of Legislative Development & Transparency     |
| PIPS   | Pakistan Institute for Parliamentary Services                    |
| PLSP   | Pakistan Legislative Strengthening Project                       |
| PML-N  | Pakistan Muslim League - Nawaz                                   |
| PML-Q  | Pakistan Muslim League – Quaid-e-Azam                            |
| PNSC   | Pakistan National Shipping Corporation                           |
| PPP    | Pakistan Peoples Party                                           |
| QAU    | Quaid-i-Azam University                                          |
| SAARC  | South Asian Association for Regional Cooperation                 |
| SC     | Supreme Court                                                    |
| SECP   | Securities and Exchange Commission of Pakistan                   |
| UK     | United Kingdom                                                   |
| UN     | United Nations                                                   |
| UNDP   | United Nations Development Programme                             |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| USA    | United States of America                                         |
| USAID  | United States Agency for International Development               |
| WPC    | Women's Parliamentary Caucus                                     |



## PREFACE

The Pakistan Institute for Parliamentary Services (PIPS) was established through an act of Parliament called the Pakistan Institute for Parliamentary Services Act, 2008 assented to by the President of Pakistan on December 06, 2008. The institute was created to promote research, provide training and to provide facility of information to the parliamentarians in performance of their duties.

PILDAT as part of its project *Citizens Periodic Reports on the Performance of State Institutions* has undertaken an assessment of the performance of the PIPS. The purpose of the **Citizens' Report on the Performance of the Pakistan Institute for Parliamentary Services** is not to criticize; rather help the citizens in making an informed judgment about the performance of the institutions run on taxpayers' money. It is meant to both highlight areas of strength, while identifying potential areas requiring improvement. We hope that the assessment will also be useful to the PIPS in further improving its performance.

This assessment report has been authored by **Mr. Iftikhar Ullah Babar**, former Secretary of the Senate of Pakistan, at the invitation of PILDAT, which also defined the scope of the assessment. We hope that the points raised by Mr. Babar about the performance of the PIPS and his recommendations for further improvement will be useful not only for the Board of Governors, Management and beneficiaries of the PIPS but also the people of Pakistan in general who will see the performance of an important state institution through the prism of an independent and objective assessment.

In addition to the in-depth analysis of Mr. Babar, we feel that the following points will also be useful for enhancing the performance, prestige and credibility of the institute:

1. The PIPS should strive for greater transparency of its operations by placing all its Annual Reports submitted to the Parliament on its website. Preparation and submission of the Annual Report is a statutory requirement as per the PIPS Act, 2008. (Ref. Section 17 of the Act)
2. Recruitment of the PIPS staff should be undertaken through the Federal Public Service Commission (FPSC) and their promotion should follow the pattern of the Central Superior Services of Pakistan where successful completion of courses at the National School of Public Policy is considered a pre-requisite for promotion at each stage. The Honourable incumbent Speaker of the National Assembly of Pakistan has set a noble precedent by ordering all senior inductions to the National Assembly Secretariat through the FPSC. The quality of human resource, with some noble exceptions, at the secretariats of the Senate, National Assembly, Provincial Assemblies and the Election Commission of Pakistan has suffered a great deal because of the policy of undertaking staff recruitments at the institutional level without involving an independent body such as the FPSC which is created for the very purpose of inducting senior civil servants into the service of Pakistan.
3. The PIPS should develop a progressive vision for itself to not only provide Research, Training and Information services to Pakistani Parliamentarians and staff but to the same segments in the region and especially focusing on the emerging democracies in the Muslim world.
4. The PIPS Board should very seriously take stock of the performance of the PIPS during the past six years and see how this promising institution can do full justice to its charter. A facility so rich in funds and physical infrastructure in the form of a state-of-the-art building should have performed better than is portrayed in the assessment report. For example, during the past four years (2010-2011 to 2013-2014), total budget of the PIPS was Rs. 453.126 Million of which it could manage to spend only Rs. 126.007 Million or only 28 % of the budget. (Ref. Table 2 of the report). The PIPS returned (surrendered) Rs. 320.186 Million back to its funders (Senate and National Assembly) during the past four years because the budgeted amount could not be utilized. (Ref. Table 3 of the Report).
5. The PIPS should urgently and seriously think through its mission especially in the realm of research and see how can it avoid duplication in the presence of Research Branches in each of the National and Provincial Legislatures.
6. In view of the dearth of timely availability of independent and objective analysis of the annual budgets both at the Federal and Provincial levels, the PIPS should seriously consider establishing a **Parliamentary Budget Office** for the purpose. Many countries in the world now have the parliamentary budget offices. The Canadian Parliament has an established parliamentary budget office for the past many years. The next-door Afghanistan Parliament also has its own budget office.
7. There has been some gap in provision of the PIPS services to the Provincial legislators. The PIPS should seriously consider how to bridge this gap especially after the 18<sup>th</sup> amendment when Provincial Assemblies have



- much greater responsibilities but weak capacity.
8. The PIPS, instead of focusing on recruiting full time senior sectoral experts, should consider establishing linkages with universities and independent think tanks to reinforce its research capability.
  9. Establishing a modern digital cum traditional library at the PIPS is justified but having two almost similar libraries in the Senate and National Assembly should be discontinued and only one library should suffice within the parliament building.

The PIPS is an institution that holds a great potential and promise. However its performance during the past six years has not matched its resources and potential. We hope that this report will inform Parliamentarians, PIPS governors and managers, and citizens about the strengths and weaknesses of the PIPS and serve as a guide to improve its performance in supporting parliamentarians.

#### **Acknowledgements**

PILDAT gratefully acknowledges the support, the advice, and invaluable contributions of leading expert, **Mr. Iftikhar Ullah Babar**, former Secretary, Senate of Pakistan, as the author of this report.

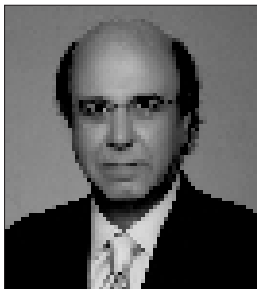
PILDAT acknowledges with thanks the financial assistance received from the Danish International Development Agency (DANIDA), Government of Denmark, for publishing this report.

#### **Disclaimer**

This report has been prepared using the information and data from public sources. PILDAT team has made every effort to ensure accuracy of data and content in this report and any omission or error is, therefore, not deliberate. The views expressed in the report do not necessarily represent the views of DANIDA, the Government of Denmark, and the Royal Danish Embassy, Islamabad.

Islamabad  
January 2015

## ABOUT THE AUTHOR



**Mr. Iftikhar Ullah Babar** has 22 years professional experience in parliamentary-related work, extensive experience in institutional strengthening and strategies as well as institutional capacity building. Mr. Babar has worked with the Pakistan Institute for Parliamentary Services (PIPS) as a trainer. He has experience as Deputy Secretary of various Standing Committees of the Senate. He holds in-depth experience of national Secretariat thanks to his work as Additional Secretary and Joint Secretary for over 6 years. He can leverage on excellent experience in project management, including in the design, budget preparation, implementation, and monitoring of projects and programmes in parliamentary settings as a Secretary Senate of Pakistan. He has supervision experience of Standing Committees on Defence, Defence Production, Committee on Foreign Affairs, Kashmir Affairs and Gilgit - Baltistan. He also has experience as head of the Senate Secretariat and Secretary of the Parliamentary Committee, Secretary Parliamentary Committee on Judges' Appointment, and Secretary of National Security Committee of Parliament.



## EXECUTIVE SUMMARY

This report evaluates the performance of the Pakistan Institute for Parliamentary Services (PIPS), which was formally established in pursuance of the PIPS Act on December 06, 2008. It is a premier research and training Institute tasked to enhance capacities of members of the Parliament so that they can perform their constitutional role in a befitting manner. The staff of the Parliamentary Secretariat, which assists the Members in their parliamentary functions, is also supposed to be trained by the PIPS.

This assessment of the PIPS follows the standard evaluation methodology. It seeks to assess in sequential order if:

1. Are we doing the right thing; and,
2. Are we doing things right

The answers to these questions give substance to the recommendations that emanate. The main purpose of the exercise is to provide lesson learning; but in the process insights are also obtained on the accountability aspects.

To answer the first question one looks at the rationale and functions of the PIPS. As stated above, the rationale for the setting up of the Institute was to provide research, training and access to information to the parliamentarians in the performance of their duties. The setting up of the Institute certainly justifies that this was and is the right thing to do.

Looking into the Act of Parliament under which this Institute was set up provides further insight into this question.

The functions of the PIPS are clearly stated in the Act as follows:

- a. to maintain the national, provincial and international data, information and statistics to provide to the parliamentarians for the efficient performance of their duties;
- b. to undertake the research in respect of the Federal and Provincial laws and also to have a study of international laws to help the parliamentarians in the law making process;
- c. to provide technical assistance to parliamentarians in performance of their duties;
- d. to provide training to the parliamentarians in performance of their duties;
- e. to arrange seminars, workshops or conferences;
- f. to take measures for the development of law making;
- g. to maintain a record of all the existing Acts, Ordinances and other enactments in force in Pakistan and in each Province;
- h. to assist parliamentarians and legislative bodies in their efforts to ensure the public's understanding of working of Parliament;
- i. to arrange legislative drafting courses with special emphasis on parliamentary practices;
- j. manage the internship programs for the Parliament and the Provincial Assemblies;
- k. to establish and maintain resource centres for parliamentarians;
- l. to support the parliamentary committees in the performance of their functions; and
- m. any other function as may be assigned to it by the Parliament or the Board.

These functions provide further justification for the rationale of setting up the Institute and indicate that doing so was indeed the right thing to do. The functions also provide a detailed framework to assess the second question: Are we doing things right?

The answers to this question for each function help us to assess and evaluate the ongoing performance of the PIPS so that deficient areas are identified and suitable course correction is recommended. In line with this methodology, this report asks the following five key sub-questions to evaluate the performance of the PIPS and to draw out the conclusions and recommendations. These questions are:

- i. Whether the PIPS functions as stated in the Act are focused and un-equivocal in achieving the desired objectives.
- ii. To establish that the Strategic Plan or any other plan prepared by the Institute was within the scope of the Institute's objectives and focused on achieving those objectives.
- iii. Was the quality of the delivery system standardized to the needs of the stakeholders;
- iv. Is the incumbent PIPS Staff geared to achieving the objectives of the institute? And;

- v. Was the budgetary allocation adequate to support the operations activity of the PIPS?

The following conclusions emerged:

It is argued that a large number of functions stated in the Act have diluted the focus of PIPS. When functions are numerous and not properly delineated, the management and staff lose sight of the targeted goals and the desired performance level is not achieved.

It is also observed that the PIPS management did not prepare a mid-term five-year strategic plan but was content with yearly plans. Moreover, the first annual plan was prepared by the Management and approved by the Board for the year 2012-2013. The analysis further demonstrates that the PIPS performance in the first three years after its establishment from 2009-2012 was better as compared to 2012-2013. During this year the 2012-2013, the 13<sup>th</sup> National Assembly (2008-2013), completed its life and the break of more than ninety days till the election and oath taking of the new Assembly slowed the activity of the PIPS. Its performance again improved in 2013-2014 due mainly to the formation of the new House.

The overall performance of the PIPS was generally satisfactory given the skeleton staff, the inadequate monitoring by the Board and the teething problems in the initial three years of the nascent Institute. This modest performance was due mainly to the initiative of Pakistan Legislative Strengthening Project (PLSP) initiated and financed by the USAID, which also provided generous grant for the construction of the PIPS Building.

During the entire period the Institute focused on four functions namely, training, research, research in law and holding of seminars, workshops and conferences.

However progress on the remaining eight functions mentioned in the PIPS Act had not been noticeable. A very important function, "to take measures for the development of law making and to arrange legislative drafting courses had still not been initiated." The Institute could not commence and manage an internship programme for the assistance of parliamentarians both at the Federal and Provincial level. It also could not provide meaningful support to Parliamentary Committees in their functions, except for an odd course for the parliamentary staff on minutes writing. A course for Committee Chairs and Members on the essence of Committee Rules could have been helpful in familiarizing the Members with Rules pertaining to Committees so that Members performance could improve.

This neglect or inability to start work on these other functions should have alerted the Board and the Executive Director to alter course and activate the Institute.

It is interesting to note that of the eight board meetings that were held from 2011-2012 to 2013-2014, only two meetings (one in January 2012 and the other in October 2012) discussed the work plan of the PIPS and set targets of training and research. However the Board did not dwell on the other eight important functions, which was very essential to provide proper direction to the Institute, especially when some Members of the Board had visited Thailand to observe the functioning of the King Prajadhipok's Institute, which has a similar mandate as the PIPS.

There is no systematic process in place to document the impact of the training sessions on the Parliamentarians. However, feedback from a random few revealed that these sessions were useful and should have been widely attended.

Concerted efforts required to launch the Institute, after the completion of the building, were required to be taken with earnest zeal. This did not happen. The initial years, which saw the construction of the PIPS building and the brainstorming sessions to set the course and direction of the PIPS, were due mainly to the initiative of a USAID project. After the conclusion of the project, progress of the PIPS slowed down. The recent improvement in activities, which include a six weeks course for parliamentary staff from all Assemblies, had been encouraging.

The impact of finances was also analysed in this assessment to see whether the availability of funds or otherwise had any restraining effect on the PIPS performance. The analysis reveals that the PIPS was generously funded. The Senate provided one-third while the National Assembly contributed two-thirds of the budget. In pursuance of the Board's

decision every Provincial Assembly paid Rs. 7 million to the PIPS each year. The funds of the Senate and National Assembly are maintained in a lapsable account while those of the Provincial Assemblies in a non-lapsable account and any saving in the latter's contribution was carried forward. The following year the respective Assembly contributes the balance amount of Rs. 7 million. The unutilized funds of Senate and National Assembly were surrendered to the two Secretariats proportionate to their contributions. The PIPS surrendered Rs. 50.700 million in 2010-2011, Rs. 85.700 million in 2011-2012, Rs. 83.136 million in 2012-2013 and Rs. 100.650 million in 2013-2014 to the Senate and the National Assembly Secretariats in the proportion of 1:2.

The PIPS, therefore, did not face any financial crunch nor was financing a restraining factor.

It was observed that in the year 2010-2011, the total expenditure of Rs.9.365 million was quite low compared to the approved budget of Rs. 60 million for that year. With employees-related expenses at Rs. 7.800 million, operating expenses at Rs. 1.185 million and purchase of physical assets at Rs.1.500 million, the institute was in a comfortable position financially. The huge gap between total available budget and total expenditure could be attributed to low count of employees and low operational activity, which could be overlooked during the initial years of an organization.

It was noted that as more and more employees were recruited the employee related expenditure nearly doubled in every succeeding year, as was the case with operating expenses. It may be pertinent to add that the PIPS has constituted a selection committee comprising of Executive Director PIPS, Secretary Senate and Secretary National Assembly for recruiting Officer Grade employees. Initially the FPSC was contacted for carrying out recruitment but the proposal could not materialize as the FPSC reportedly required a few months to complete the process, required a high fee for the same and wanted complete autonomy in selection. These conditions were not acceptable to the PIPS Board.

There appears a surge in purchase of physical assets in the year 2011-2012 as compared to the previous year when expenditure on purchase of physical assets jumped from Rs.1.50 million in 2010-2011 to Rs.5.004 million in 2011-2012. This could be attributed to recruitment of new staff and increased operational activity.

In the case of the PIPS, the limited performance on these remaining eight functions was not due to financial inadequacies. These could be attributed to start up related management issues and the lack of a more proactive approach by the Board. The lack of an aggressive oversight by the Board to the delays on the operation side of the institute in the initial years after establishment generally resulted in the slow takeoff. The main focus during the initial years seemed to be on the construction of the building.

The slow pace of induction of required staff, for example, was one reason for the low-key performance. However, the main weakness is the lack of a well laid out mid-term strategic plan and fully articulated annual plans, which could provide a clear direction or focus to the PIPS activities. Without such clear road maps, the induction of new staff was delayed. New human resource recruitment generally emanates once the operational activities are fully identified, giving the management a clear vision of the number of professional staff required on a permanent or part time basis.

Now that the PIPS has identified some of its activities and acquired the services of a few professional, it will hopefully better realize its potential.

Systemic factors, which caused the hiccup in the growth of the PIPS, were also identified during this analysis. At one time the USAID and the UNDP projects were running simultaneously resulting in problems of absorption and duplication. It is, therefore, important that in such circumstances, better coordination and harmonization between the donor organizations is ensured keeping in view the institutional capacity of the recipient organization.

The second most important factor that came to light was the lack of intense ownership of Parliamentary Chairs and Members of the Board especially in the formative years of the institute. Mostly such apathy was due to the heavy workload of the Parliamentary Chairs. It needs to be re-emphasized that monitoring an important institution such as the PIPS is an equally important duty. Lack of interest by Members of Parliament in general is reflective of a lack of interest in their parliamentary functions. Once the members exhibit interest in their work they will demand the training and research, which the institute provides. Lack of proactive political leadership by the Board and the senior management of

Parliamentary Secretariats regarding oversight of the PIPS and in devising mechanisms to monitor the progress of the adolescent institute on periodic basis seemed to be the missing element. Active leadership and oversight would remove any financial, administrative or conceptual bottlenecks on the road to strengthening the Institute. It is important that the PIPS should grow shoulder to shoulder with the Parliament rather than follow the Parliament on the path to progress.

In the light of the above analysis twenty-four recommendations under four broad themes have been formulated. The five recommendations relating to the **functions of the PIPS** involve removing any ambiguity and making these more focused. Implementing these would require an amendment in the PIPS Act by the Parliament.

The second theme comprising three recommendations focus on **strengthening the oversight functions** of the Board and adding another tier of Senior Management in the form of a Committee for Planning and Monitoring.

The third set of ten recommendations provides **guidelines for training and research**.

Finally a set of recommendations on miscellaneous subjects deals with how best to enhance the **outreach** of the PIPS.

It is concluded that the PIPS, which had been in existence for the past four years, has shown mixed results in achieving its objectives. Established to build the capacity of parliamentarians and parliamentary staff, the PIPS had modest achievements in that direction.

Out of the twelve main functions, the PIPS concentrated on only four. It did not take steps and thus fell short on the other eight functions including training courses on legislative drafting and development of law making. It had still not started a parliamentary internship program to provide support to Parliamentary Committees. Moreover, the functions of the PIPS demanded clarity and focus.

## Introduction

The role of parliamentarians in modern democracies has become multifaceted. They are members of the legislature and its committees. They are delegates to regional and international conferences besides representing their constituencies in different national forums. The parliamentary staff, on the other hand, assists the parliamentarians in their constitutional role. In doing so they have to be highly skilled to provide the much needed support. A weak or inadequate support will leave the parliamentarians handicapped and restrain them from playing their due role in Parliament.

The capacity building of members also ensures that the Parliament becomes more than a debating chamber. It should also become the forum for minimizing unconstructive inter-party conflicts, including the eradication of prejudices in any form, in order to build national consensus and lasting democracy.

The need has, therefore, arisen in all functioning democracies to establish institutes, which would strengthen democracy by building parliamentarians' capacities to perform their role more productively. Resultantly such institutes have been established in India, Thailand, Canada, Australia, Lithuania and the UK. The World Bank Institute also imparts capacity building courses for parliamentarians and Parliamentary staff.

### Need for the PIPS

The idea for a training institute in Pakistan was first floated in the Speakers' Conference held in 2004-2005. In pursuance thereof a Legislative Development Steering Committee was constituted under the Chairmanship of Deputy Speaker National Assembly and comprising Senators, MNAs and the senior management of the Senate and the National Assembly. After in-depth deliberations, this Committee gave practical shape to this idea and was instrumental in taking this concept through to maturity. The Pakistan Institute for Parliamentary Services started functioning in an interim facility in April 2006, with the support of Pakistan Legislative Strengthening Project (PLSP), initiated and financed by the USAID.

The PIPS was formally established under the PIPS Act, which was passed on December 06, 2008. It boasts of being the premier and first of its kind premier institute in the country, established to provide quality research and capacity building services to the Federal and Provincial legislatures and their staff.

The nascent democratic system of Pakistan, interrupted by frequent unconstitutional means, could not evolve into a mature system through learning by doing. The PIPS was, therefore, envisaged to provide the much-needed support to parliamentarians and to train the parliamentary staff. The Act of the Institute states clearly that:

*"Whereas it is expedient to provide for establishment of the Pakistan Institute for Parliamentary Services in order to promote research, provide training and to provide facility of information to the Parliamentarians in performance of their duties and for matters connected therewith and ancillary thereto."*

### Functions of the PIPS

The functions of the institute as detailed in the PIPS Act are as follows:

- a. to maintain the national, provincial and international data, information and statistics to provide to the parliamentarians for the efficient performance of their duties;
- b. to undertake the research in respect of the Federal and Provincial laws and also to have a study of international laws to help the parliamentarians in the law making process;
- c. to provide technical assistance to parliamentarians in performance of their duties;
- d. to provide training to the parliamentarians in performance of their duties;
- e. to arrange seminars, workshops or conferences;
- f. to take measures for the development of law making;
- g. to maintain a record of all the existing Acts, Ordinances and other enactments in force in Pakistan and in each Province;
- h. to assist parliamentarians and legislative bodies in their efforts to ensure the public's understanding of working of Parliament;
- i. to arrange legislative drafting courses with special emphasis on parliamentary practices;
- j. manage the internship programs for the Parliament and the Provincial Assemblies;
- k. to establish and maintain resource centres for parliamentarians;
- l. to support the parliamentary committees in the performance of their functions; and
- m. any other function as may be assigned to it by the Parliament or the Board.



## Need for Assessment

Given the above functions it is imperative to assess and evaluate the PIPS performance so that deficient areas could be identified and suitable course correction is recommended. Through organizational assessment, commonly known as evaluation, the effectiveness of an organization is measured in terms of its functioning, problems and achievements as far as its objectives are concerned. This exercise can be helpful in identifying, whether or not the objectives and goals originally established are being achieved, as well as their expected effects and impact. It also identifies areas, which need to be improved, modified or strengthened and resultantly adopt different modes to fulfil the needs of stakeholders. Evaluation assessment helps in future planning, provides data for further increasing the resources of the organization and helps keep key activities on the right track or suggest alteration.

## Key Performance Indicators

The following key performance indicators of the PIPS shall be discussed in the ensuing paragraphs:

- i. Whether the PIPS functions as stated in the Act are focused and un-equivocal in achieving the desired objectives.
- ii. To establish that the Strategic Plan or any other plan prepared by the Institute was within the scope of the Institute's objectives and focused on achieving those objectives.
- iii. Was the quality of the delivery system standardized to the needs of the stakeholders;
- iv. Is the incumbent PIPS Staff geared to achieving the objectives of the institute? And;
- v. Was the budgetary allocation adequate to support the yearly plan?

A cursory look at the functions of the PIPS Board as provided in its Act clearly shows that these have been delineated in twelve functions, which clearly dilute the focus of the Institute. It may be recalled that the objective of the PIPS was to promote research, provide training and to provide facility of information to the parliamentarians in the performance of their duties. When functions are not properly identified or vaguely stated the organization loses focus and the management and staff are not confident to steer the organization in well-defined manner. For example, the function at (a) states that the institute should maintain international, national and provincial data while function at (g) states that the institute should maintain record of all existing acts and ordinances. Basically, the aim of these two

functions suggest that the institute should maintain a state of the art library which would perform these functions and it would also lay emphasis on setting up and maintaining a library. Similarly function at (c) is too vague where it states that the Institute should provide technical assistance to parliamentarians. If it means assistance in the form of research or drafting of Bills then function (d) takes care of research activity and function (f) (h) and (i) do bound PIPS to provide training in legislative drafting and assistance in Bills drafting. Therefore function (c) can be eliminated. Furthermore function at (d) provides for training to parliamentarians and function at (e) assigns the task of arranging seminars, workshops and conferences. Training as we know is imparted through lectures, workshops and seminars so these two functions could be clubbed and stated more explicitly without duplicating the narrative of the functions.

## Performance Analysis

Before we discuss the performance of the institute it is pertinent to explain the roles of the Executive Director and the Board. It is the responsibility of the Executive Director to formulate and implement training and research plans and to arrange for conferences, seminars, workshops and orientation and refresher courses. He is also responsible for preparation of an annual report of the institute for submission to the Board. The Board of Governors on the other hand exercises general control over the affairs of the institute and approves overall plans, policies and programs of the institute. It also approves annual and long term business plan along with the annual budget of the institute. It reviews and approves training and research projects proposed by the Executive Director. Given the above clear role of the Executive Director and the superintendence of the Board of Governors we now analyse the performance of the institute.

The PIPS has not prepared any medium term strategic plan but sets goals and targets of performance through annual plans. The first annual plan was prepared for the year 2012-13 and implemented after the institute shifted to its new state of the art building in the later half of 2012. An attempt to judge the performance of the PIPS against its stated objectives will identify strength and weaknesses of the plan.

**Table 1: Performance of the PIPS by**

**Various Functions**

| S.No | Functions                                       | 2009-12 | 2012-13 | 2013-14 |
|------|-------------------------------------------------|---------|---------|---------|
| 1.   | Research Papers Produced(Number)                | 62      | 35      | 61      |
| 2.   | Research in Law (Number of topics)              | 20      | 1       | 5       |
| 3.   | Number of Trainings for Parliamentarians+ Staff | 6+22    | 5+12    | 12+7    |
| 4.   | Seminars, Workshops & Conferences (Number)      | 11      | 4       | 2       |

PIPS Progress of Activities 2012-2013, 2013 (A document produced by the PIPS)

As can be seen from Table 1, the institute has concentrated mainly on four functions since its inception in 2009-10 to 2013-14. These activities have focused mainly in providing research support to parliamentarians on demand including some research in respect of Federal and Provincial laws. The institute staff prepared sixty-two research papers on demand in the first three years of its existence and the pace continued with thirty-five papers in 2012-13 and sixty-one in 2013-14. The comparatively low figure in 2012-13 can be attributed to the election year 2013 when the Assembly stood dissolved for a few months and there was no demand from parliamentarians. Furthermore, eleven workshops or seminars were held in the three years period from 2009-12 and four in the year 2012-13.

The initial period of three years 2009-12 witnessed low training activity for both parliamentarians and parliamentary staff of which there were twenty-eight sessions. Research demand in the 2013 National Assembly appears quite modest while the training activity, which is the initiative of the PIPS, appears quite low with five training sessions for parliamentarians and twelve for parliamentary staff after the new Members were sworn in. During this period, 4 books were also published. The books are a must read for both parliamentarians and parliamentary staff.

For the year 2013-14 there were nineteen training sessions, twelve for parliamentarians and seven for staff. During this period the institute produced sixty-one research papers as against a target of thirty-six, set

by the Board. Training sessions are conducted by specialists in the field and intended to help in understanding the parliamentary concepts, the Constitution and the Rules of Procedure. Moreover two national workshops were organized in 2013-14. This seems quite commendable compared to the Board's expectations. A national conference on MDGs, which was attended by 300 participants including 100 parliamentarians, helped to sensitize the parliamentarians with the concepts and objectives of MDGs. It is clear from Table 1 that the performance of the institute was satisfactory keeping in view the skeleton staff, the inadequate monitoring by the Board, and the teething years of the institute. The overall picture, as far as the 4 functions are concerned therefore does not paint a bleak picture of the institute's performance.

However the institute could not make any progress in performing the remaining eight functions mentioned in the PIPS Act. A very important function namely, to take measures for the development of law making and arranging of legislative drafting courses had still not been initiated. The institute also could not commence and manage an internship program to assist parliamentarians. It also could not provide meaningful support to Parliamentary Committees in their functions, except for an odd course for parliamentary staff on minutes writing. Committees need research support, which could be provided by interns attached to each Committee. A course for Committee Chairs and Members on the essence of Committee Rules could be held to familiarize the Members with Rules pertaining to Committees so that working of these bodies could improve. The PIPS is also supposed to conduct similar courses for the Staff of Provincial Assemblies.

It could therefore be stated without any fear of contradiction that the neglect of the other functions should have alerted the Board and the Executive Director to alter course and activate the institute. It is also not clear as to what impact the training sessions had on the parliamentarians but feedback from a random few revealed that these sessions were useful. Concerted efforts required to launch the institute, after the completion of the building, was not under taken with earnest zeal. If that trend continues it is feared that the institute may fail to take off. The initial years which saw the construction of the PIPS building and the brain storming sessions to set the course and direction of the PIPS was mainly due to the initiative of the Pakistan Legislative Strengthening Project (PLSP) financed by the USAID. After the conclusion of the project further progress of the PIPS slowed down but the recent surge

in activities is encouraging. It is interesting to note that of the eight Board meetings that were held from 2011-12 to 2013-14, only two meetings (one in January 2012 and the other in October 2012) discussed the work plan of the PIPS and set targets pertaining to training and research. However the Board did not dwell on the other eight important functions, which was very essential to provide proper direction to the institute especially when some Members of the Board had visited Thailand to observe the functioning of the King Prajadhipok's Institute, which was established in 1995 and has a mandate similar to that of the PIPS.

### The Budget Angle

The evaluation of an organization would be incomplete and invaluable if the financial resources available to it are not taken into consideration. It is very relevant in this context to see whether or not the organization had access to sufficient financial resources required to work full capacity or place the blame elsewhere. The sources of budget of the PIPS are clearly defined in Section 12 of the PIPS Act, which are detailed as follows:

- a. Funds allocated by the Senate from its budget to the institute which shall be one third of the total annual expenses of the institute;
- b. Funds allocated by the National Assembly from its budget to the institute which shall be two third of the total annual expenses of the institute;
- c. The contributions made by each Provincial Assembly;
- d. The contributions made by parliamentarians;
- e. The grants in aid given by any national or international agencies and organization;
- f. The funds granted by the Federal Government or a Provincial Government; and
- g. The funds raised by the institute, through donations, endowments and through its own sources.

Section 13 states that the Executive Director shall

**Table 3: Expenditures and Surrendered Amount (Million Rupees)**

| S.No | Year    | Employee Related Expenses | Operating Expenses | Transfers | Physical Assets | Repair & Maintenance | Total Exp. | Surrender |
|------|---------|---------------------------|--------------------|-----------|-----------------|----------------------|------------|-----------|
| 1.   | 2010-11 | 7.800                     | 1.185              | 0.023     | 1.500           | 0.060                | 9.363      | 50.700    |
| 2.   | 2011-12 | 12.701                    | 4.038              | 0.069     | 5.004           | 0.207                | 22.019     | 85.70     |
| 3.   | 2012-13 | 27.500                    | 9.616              | 0.090     | 0.358           | 0.430                | 37.994     | 83.136    |
| 4.   | 2013-14 | 42.881                    | 11.273             | 0.486     | 1.121           | 0.870                | 56.631     | 100.65    |

PIPS Progress of Activities 2012-2013, 2013

submit for approval of the Board the budget for the next financial year showing the estimated receipts and expenditures of the institute. The Board has the authority to approve the budget with amendments if necessary. Moreover, the Act further states that the accounts of the institute shall be audited by the Auditor General every year and made part of the annual report of the institute. So far the Auditor General has carried

**Table 2: Receipts (Million Rupees)**

| S.No | Year    | Total Receipts | Receipts from Senate | Receipts from National Assembly | Receipts from the Provincial Assemblies |
|------|---------|----------------|----------------------|---------------------------------|-----------------------------------------|
| 1.   | 2010-11 | 60.00          | 20.00                | 40.00                           | Nil                                     |
| 2.   | 2011-12 | 114.12         | 35.907               | 71.815                          | 6.400                                   |
| 3.   | 2012-13 | 121.72         | 35.907               | 71.815                          | 14.000                                  |
| 4.   | 2013-14 | 157.28         | 35.907               | 71.815                          | 49.56                                   |

Senate Secretariat, 2014

out only one Audit. The funds released by the Senate and National Assembly are kept in a lapsable assignment account, which is operated under the revised procedure issued by the Controller General of Accounts (CGA). In accordance with the Board of Governors decision each of the Provincial Assembly contributes Rs.7 million per annum to the PIPS. This contribution is kept in a non-lapsable account and the unspent money if any, is carried forward and adjusted with the annual contribution of succeeding year and the respective assembly has to pay the difference only. The PIPS Financial Management System is based on delegation of financial powers, segregations of functions, principles of authorizations and values of financial propriety as detailed in the PIPS Financial Management Manual/Accounting Procedures 2010.

Table 2 depicts the finances available to the PIPS for the past four years from 2010-11 to 2013-14:

It may be observed from Table 2 that PIPS has been generously funded and has not faced shortage of finances in the years under review. Table 3 below shows the expenditure side of the institute.

\*Provincial Assembly funds are non laps able hence not included in the surrender figures.

It is clear from Table 3 that in the year 2010-11 total expenditure of Rs.9.365 million was quite low compared to the approved budget of Rs. 60 million for that year. With employee related expenses at Rs. 7.800 million, operating expenses at Rs. 1.185 million and purchase of physical assets at Rs.1.500 million, the institute was in a comfortable position financially. The huge gap between total available budget and total expenditure can be attributed to low count of employees and low operational activity which could be overlooked during the initial years of an organization as the main focus was on completing the building and the temporary premises could not house more staff. It may be noted that as more and more employees were recruited the employee related expenditure nearly doubled in every succeeding year, as was the case with operating expenses. It may be pertinent to add that the PIPS has constituted a selection committee comprising of Executive Director PIPS, Secretary Senate and Secretary National Assembly, for recruitment of Officers. In the initial years FPSC was contacted for carrying out recruitment but the proposal could not materialize as FPSC required a few months to complete the process, required a high fee for the same and wanted complete autonomy in selection. There appears a surge in purchase of physical assets in the year 2011-12 as compared to the previous year when expenditure on purchase of physical assets jumped from Rs.1.50 million in 2010-11 to Rs.5.004 million in 2011-12. This can be attributed to new staff and increased operational activity.

It is also pertinent to mention that the institute has saved precious public money by conducting various programs in collaboration with partnering donor agencies resulting in low annual expenditure. Thus the PIPS had to surrender Rs.50.700 million in 2010-11, Rs.85.703 million in 2011-12, Rs.69.728 million in 2012-13 and Rs.100.65 million in 2013-14 to the Senate and National Assembly Secretariats proportionate to their grants.

Limited financial resources or financial unavailability has generally lead to under par performance of organizations, but in the case of the PIPS the zero performance as far as the remaining eight functions were concerned was not due to financial inadequacies,

but a laid back start by the management and the Board. The nonchalant attitude of the Board to the operation side of the institute in the initial years after establishment generally slowed the take off. Slow pace of induction of required staff, for example was one reason for the low-key performance. However, the main culprit could be the lack of a well laid out mid-term strategic plan or annual plan, which could provide a clear direction or focus to the PIPS activities. Without such clear road map, the management delayed the induction of new staff. New human resource could only be recruited once the operational activities were identified, giving the management a clear vision of the number of professional staff required on a permanent basis or part time. Now that the PIPS had identified some of its activities and acquired the services of a few professionals, it will hopefully show its potential.

### Systemic Failure

A few issues, which normally confront organizations like the PIPS, are easily identified. Countries with emerging democracies, such as Pakistan, are attractive destinations for overseas donor organizations interested in strengthening democracy. There had been a beeline of donors like the USAID, the UNDP and the EU interested in Pakistan's Parliament for assistance and capacity building. The state of the art PIPS building, which was constructed with generous grant of the USAID, was a positive outcome of the project. With completion of the USAID project, the UNDP and the EU launched their own projects in quick succession. At one time the USAID and the UNDP projects were running simultaneously resulting in problems of absorption and duplication. It is, therefore, important that in such circumstances, better coordination and harmonization between the donor organizations is ensured keeping in view the institutional capacity of the recipient organization. In most cases the management of such institutions was not consulted.

The second important factor faced by the PIPS was the lack of involved ownership of Parliamentary Chairs and the Board especially during the formative years of the institute. Mostly such apathy is due to workload of Parliamentary Chairs, however, monitoring an important institution is equally an important task. Lack of interest by Members of Parliament in general is due to lack of interest in their parliamentary functions. Once the members exhibit interest in their work they will fall back on the institute for training and research. Due to dysfunctional political ownership by the Parliamentary Chair and the Board, the senior managements of the Parliamentary Secretariats and the



institute skirted their duty of devising a mechanism for monitoring progress of the adolescent institute on periodic basis and remove any financial, administrative or conceptual bottlenecks on the road to foster the Institute. It is important that the PIPS should grow shoulder to shoulder with Parliament.

## Recommendations

In order to stimulate the PIPS to desired level of ranking and efficiency, a number of doable steps or recommendations are suggested. Four sets comprising of twenty-four recommendations have been formulated. The functions related five recommendations remove any ambiguity in the functions of the PIPS, making them more focused. These recommendations would require an amendment in the PIPS Act by Parliament. The second set comprising three recommendations to strengthen the oversight functions of the Board and adds another tier of Senior Management Committee for Planning and Monitoring. The third set of thirteen recommendations provides a guideline for training and research. The fourth, a set of three recommendations on miscellaneous subjects would enhance the outreach of the PIPS.

## Removal of Ambiguities in the List of Functions Assigned to the PIPS

1. Functions mentioned at (a) and (g) in the Act are well within the scope of 'setting up a well-stocked library', therefore, this function should be made more specific as given at recommendation 5 below.
2. Undertaking research at (b) and providing technical assistance mentioned at (c) should explicitly state "to provide research support to parliamentarians including research in respect of the Federal and Provincial Laws and also to have a study of International Laws to help the parliamentarians in the law making process."
3. Function at (e) in the Act, which provides for "to arrange seminars, workshops or conferences" is a tool of training at (d), therefore these need to be merged to read "provide training to parliamentarians through lectures, workshops, seminars and conferences".
4. Function at (f) and (i) in the Act should be clubbed, so as to focus on legislative drafting. The new function would read as follows: "to arrange legislation drafting courses and take measures for the development of law making."

5. Simultaneously the PIPS should establish a well-stocked state of the art library for use of its research staff, parliamentarians and trainees at the institute. The library should be a world-class data bank, linked to all the major parliamentary libraries for easy access to rare documents and data. The Librarian should report to the head of research and work under his guidance.

## Strengthening Oversight of the PIPS

6. The parliamentary leadership or the Board of Governors of the PIPS has to take over desired ownership of the PIPS and work proactively so that the institute may grow at an accelerated pace.
7. A Planning and Monitoring Committee comprising of Executive Director PIPS, Secretary of the Senate and Secretary National Assembly with a few co opted experts, if needed, should be constituted to formulate an institutional mechanism for monitor the progress of the PIPS on periodic basis. It should also seek progress reports on the PIPS activities including its yearly plan at least every three months.
8. The Board of Governors should evaluate the performance of the institute at least in three yearly meetings of the Board to review the four quarterly reports of the Planning and Monitoring Committee.

## Guidelines for Training and Research

9. A small administrative committee headed by head of research and including heads of training, administration and the librarian be constituted so as to monitor the library's progress and recommend and approve books for purchase.
10. The PIPS should prepare a well thought out medium term plan of activities. It should also have a yearly plan of activities prepared by the Management Committee and presented to the Board at the time of approval of the annual budget of the institute.
11. Any donor project initiated to support the PIPS should clearly lay down the objectives and the means to achieve those objectives. This exercise should be carried out in consultation with the Management Committee. Duplication and overlapping in case of more than one such project in the field should be avoided.
12. The PIPS should recruit competent and highly

- educated staff of researchers from all the major disciplines including economics, law, Pakistan studies, International relations, defence studies, Environmental Science, history and finance. Research staff should be full time employees comprising of specialist at the senior and mid level assisted by fresh graduates at the lowest tier.
13. The training side should have a skeleton staff, whose jobs would entail organizing training courses as approved by the Board. Trainers should be hired on need bases for the duration of the course. This would allow the much needed flexibility to the Executive Director to contract the best available professionals in the field and avoid piling of dead wood.
  14. A legislative drafting sub-section should be established in the training section. This section would conduct courses on legislative drafting and also support parliamentarians in drafting private members bills or help in drafting amendments to bills tabled in the Parliament. Legislative drafters should be hired on permanent basis.
  15. The PIPS should arrange orientation courses after every general election of the National Assembly, Provincial Assemblies and the Senate spread over one week to familiarize new members of Parliament with the intricacies of Parliamentary Practices and Procedures. It should also establish a budget cell for providing timely feed back to parliamentarians during the budget session.
  16. To keep the interest of parliamentarians alive, the orientation courses for them should not exceed one or two days of workshops.
  17. Organized round table discussions on important issues facing the country in general and democracy in particular. It should also conduct seminar on topical importance attended by eminent personalities.
  18. Training courses for parliamentary staff should spread over five to six weeks for the junior and mid-level cadres conducted at least twice a year. Writing of research papers on relevant subjects and issues should be one of the main focuses of the course. These courses should be made compulsory for further promotion of the parliamentary staff.
  19. In due course of time, courses for parliamentary staff should be extended to officers of the civil bureaucracy at the Federal and Provincial level for training in parliamentary procedures and the parliamentary work.

20. Arrange familiarization programs for media persons covering parliamentary proceedings.
21. Arrange orientation courses for political parties inside and outside Parliament to sensitize them about their responsibilities to the electorate in particular and the country in general.

### **Miscellaneous Recommendations to Enhance Outreach**

22. The PIPS should establish professional liaison with similar training institutes abroad including the World Bank Institute.
23. The PIPS, which enjoy an observer status at IPU, should endeavour to seek such status at the CPA as well.
24. A quarterly magazine of the institute should be published so as to reach out to stakeholders and keep them abreast of the activities of the institute. This magazine should also include research articles on issues facing the country. Parliamentarians, senate staff, National Assembly staff and PIPS staff should contribute these articles.

## Conclusion

The Pakistan Institute for Parliamentary Services, which has been in existence for the last four years, has shown mixed results in achieving its objectives. Established to build capacities of parliamentarians and parliamentary staff, the institute has endeavoured to gain modest achievements in that direction. Out of the twelve main functions, it concentrated on only four including organizing orientation courses for parliamentarians and parliamentary staff and providing some research support to parliamentarians. It fell short of other functions including training courses on legislative drafting and has not taken any steps for development of law making. It has still not started a parliamentary internship program to provide support to Parliamentary Committees.

The shortcomings and the performance of the institute are attributed to lack of political will and monitoring at the Board level and due to non-existence of evaluation mechanism at the top management level of the PIPS and Parliamentary Secretariats. The institute is generously funded and does not face any financial crunch at the present. Hence, lack of finances is not a bottleneck in the performance of the PIPS.

The road forward is duly detailed in section 9, which if followed will lift the institute to a desirable level and make it visible on the radar at least at the regional level.

## References

1. Babar, I. (1992). Research Support to Parliamentarians—The Inevitable Next Step. *Journal of Rural Development and Administration*, XXVII(2).
2. Federal Budget. (2013). [pdf] Islamabad: Government of Pakistan Finance Division. Available at: [http://www.finance.gov.pk/budget/Budget\\_in\\_Brief\\_2013\\_14.pdf](http://www.finance.gov.pk/budget/Budget_in_Brief_2013_14.pdf).
3. Pakistan Institute for Parliamentary Services Act. (2008). Islamabad: The Gazette of Pakistan.
4. PIPS Progress of Activities 2012-2013. (2013). Pakistan Institute for Parliamentary Services.
5. Senate.gov.pk, (2014). *Federal Budget*. [online] Available at: <http://www.senate.gov.pk/en/content.php?id=1070>





# APPENDICES



**Appendix A**

**Pakistan Institute for Parliamentary  
Services Act, 2008**



**APPENDIX A: The Pakistan Institute for Parliamentary Services Act, 2008**

REGISTERED No. M - 302  
L.-7646



EXTRAORDINARY  
PUBLISHED BY AUTHORITY  
ISLAMABAD, MONDAY, DECEMBER 15, 2008

PART I  
Acts, Ordinances, President's Orders and Regulations  
NATIONAL ASSEMBLY SECRETARIAT  
*Islamabad, the 14th December, 2008*

**No F. 23(70)/2008-Legis.**—The following Acts of Majlis-e-Shoora(Parliament) received the assent of the President on the 6th December, 2008, and are hereby published for general information:—  
ACT No. III Of2008

*An Act to provide for establishment of the Pakistan Institute for  
Parliamentary Services*

WHEREAS it is expedient to provide for establishment of the Pakistan Institute for Parliamentary Services in order to promote research, provide training and to provide facility of information to the Parliamentarians in performance of their duties and for matters connected therewith and ancillary thereto;

It is hereby enacted as follows:—

(473)

*Price: Rs. 40.00*

[3300(08)/Ex. Gaz.]

474 THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 [PART 1

**CHAPTER I**

**PRELIMINARY**

1. **Short title, extent and commencement.**(1) This Act may be called the Pakistan Institute for Parliamentary Services Act, 2008.

(2) It extends to the whole of Pakistan

(3) It shall come into force at once.

2. **Definitions.**—In this Act, unless there is anything repugnant in the subject or context,—

(a) "Board" means the Board of Governors constituted under section 6;

(b) "Constitution" means the Constitution of the Islamic Republic of Pakistan;

(c) "Executive Director" means the Executive director of the Institute;

(d) "Federal Government" means the Federal Government of Pakistan;

(e) "Institute" means the Pakistan Institute for Parliamentary Services;

(f) "Member" means a member of the Board;

(g) "National Assembly" means the National Assembly of Pakistan;

(h) "Parliament" means the National Assembly of Pakistan and the Senate of Pakistan as defined in the Constitution;

(i) "Parliamentarian" means a member of the Senate, National Assembly or member of a Provincial Assembly;

(j) "Parliamentary functionaries" mean the employees of the Senate, National Assembly and a Provincial Assembly;

(k) "Prescribed" means prescribed by rules made under this Act;

(l) "President" means the President of the Board;

(m) "Provincial Assembly" means a provincial Assembly of a Province;

**PART II THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 475**

(n) "Rules" means the rules made under this Act; and

(o) "Senate" means the Senate of Pakistan.

**3. Establishment of the Institute.**—(1) There shall *be* established an Institute to be known as the Pakistan Institute for Parliamentary Services.

(2) The Institute shall be a body corporate by the name of the Pakistan Institute for Parliamentary Services having perpetual succession and a common seal, with power subject to the provisions of this Act, to acquire and hold property, and shall by the said name sue and be sued.

(3) The Institute shall be located at Islamabad and may establish its branches in the provinces.

**CHAPTER II**

**THE INSTITUTE AND BOARD OF GOVERNORS**

**4. Functions of the Institute.**—The functions of the Institute shall be,—

(a) to maintain the national, provincial and international data, information and statistics to provide to the Parliamentarians for the efficient performance of their duties;

(b) to undertake the research in respect of the Federal and Provincial laws and also to have a study of international laws to help the Parliamentarians in the law making process;

(c) to provide technical assistance to Parliamentarians in performance of their duties;

(d) to provide training to the Parliamentarians and the parliamentary functionaries for performance of their duties;

(e) to arrange seminars, workshops or conferences;

(f) to take measures for the development of law making;

(g) to maintain a record of all the existing Act, Ordinances and other enactments in force in Pakistan and in each Province;

(h) to assist Parliamentarians and legislative bodies in their efforts to ensure the public's understanding of working of Parliament;



**476 THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 [PART I**

- (i) to arrange legislative drafting courses with special emphasis on parliamentary practices;
- (j) manage the internship programs for the Parliament and the Provincial Assemblies;
- (k) to establish and maintain resource centres for Parliamentarians;
- (l) to support the parliamentary committees in the performance of their functions; and
- (m) any other function as may be assigned to it by the Parliament or the Board.

**5. Board of Governors.**—The over all control, direction and the superintendence of the affairs of the Institute shall vest in the Board of Governors which may exercise all powers, perform all functions and do all acts which may be exercised, performed or done by the institute.

**6. Composition of the Board of Governors.**—(1) The Board of Governors shall consist of following members, namely:—

- (a) Chairman of the Senate or the Speaker of the *President*

National Assembly by rotation for three years.

- (b) Deputy Chairman of the Senate or the Deputy *Vice-President*  
Speaker of the National Assembly by rotation  
for a period of three years. However, the  
President and the Vice-President shall not be  
from the same House at a time.

- (c) Minister for Parliamentary Affairs of *Member*  
Government of Pakistan.

- (d) The Speaker of each Provincial Assembly, *Member*  
and in his absence, Deputy Speaker of the  
Assembly concerned.

- (e) Four members of the Senate to be nominated *Member*  
by the Chairman of the Senate on the basis of  
party representation in consultation with the  
parliamentary party leaders.

**PART I] THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 477**

- |                                                                                                                                                                      |               |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|
| (a) Eight members of the National Assembly to be nominated by the Speaker on the basis of party representation in consultation with the parliamentary party leaders. | <i>Member</i> |
| (b) Secretary Senate of Pakistan.<br><i>Member</i>                                                                                                                   | Ex officio    |
| (c) Secretary National Assembly of Pakistan.<br><i>Member.</i>                                                                                                       | Ex officio    |
| (d) Executive Director of the Institute.<br><i>Member</i>                                                                                                            | Ex officio    |

(2) Executive Director of the Institute shall also act as Secretary of the Board.

**7. Functions and powers of the Board.**—In particular and without prejudice to the generality of the powers conferred by section 5, the Board shall,—

- (a) exercise the general control over the affairs of the Institute;
- (b) approve over all plans, policies and programs of the Institute;
- (c) approve annual and long term business plan of the Institute;
- (d) review and approve training and research projects proposed by the Executive Director;
- (e) approve the annual development and non-development budget of the Institute;
- (f) approve the organizational structure of the Institute and lay down the terms and conditions of service of the employees of the Institute;
- (g) engage such consultants or experts as may be considered necessary for the efficient performance of the functions of the Institute, on such terms and conditions as it deems fit;
- (h) appoint the Executive Director and Other officers of the Institute and approve their terms and conditions of service;
- (i) constitute sub-committees or advisory committees for the efficient discharge of the functions of the Institute;

**478 THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 [PART I**

- (a) ensure the finances for the Institute and exercise oversight thereof;
- (b) approve and submit annual report of the Institute; and
- (c) make rules to carry out the purposes of this Act.

**8. Term of office of members.**—(1) A member shall hold office for a period of three years from the date of his assuming the office and shall be eligible for being nominated for another term of three years only:

Provided that if he ceases to be a Parliamentarian, he shall cease to be a member of the Board.

(2) A person who is an *ex officio* member shall cease to be a member when he ceases to hold that office or appointment.

(3) A member other than an *ex officio* member may at any time resign his membership by writing under his hand addressed to the President of the Board, but shall continue to perform his functions until his resignation is accepted.

(4) A vacancy caused by the resignation or by any other reason shall be filled by nomination by the Chairman or the Speaker, as the case may be, in the manner provided in section 6.

(5) No act or proceeding of the Board shall be invalid on the ground only of the existence of any vacancy in the Board.

**9. Meetings of the Board.**—(1) Save as hereinafter provided, the board shall regulate the procedure for its meetings.

(2) Meetings of the Board shall be called by the President who shall fix the date, time and place of the meeting:

Provided that the Board shall hold at least one meeting every four months in a year.

(3) One-third of the total membership shall constitute the quorum of the meeting of the Board.

(4) Each meeting of the Board shall be presided over by the President and in his absence by the Vice-President of the Board.

(5) The decision in each meeting shall be taken by the majority of the members present in the meeting. In case of equality of votes, the President shall have a casting vote.

**PART I] THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 479**

(6) The minutes of each meeting of the Board shall be recorded and kept by the Secretary of the Board and shall be signed and authenticated by the President.

**10. Executive Director of the Institute.**—(1) The Board of Governors shall appoint the Executive Director of the Institute.

(2) The qualifications of the Executive Director shall be such as may be prescribed by the Board.

(3) The Executive Director shall hold office during the pleasure of the Board.

(4) The salary and remunerations of the Executive Director and the terms and conditions of his service shall be determined by the Board.

**11. Powers and functions of the Executive Director.**—The Executive Director shall be the Chief Executive of the Institute and shall work under the control of the Board and perform the following functions, namely:—

(a) to ensure efficient functioning of the Institute and to run the day to day administrative matters of the Institute;

(b) to carry out the directives and decisions of the board and to formulate the programs for their implementation;

(c) to formulate and implement training and research plans for Parliamentarians and parliamentary functionaries;

(d) to arrange for the conferences, seminars, workshops, orientation and refresher courses for the Parliamentarians and parliamentary functionaries;

(e) to prepare the annual report of the Institute for submission to the Board;

(f) to appoint such officers and employees as determined by the Board on such terms and conditions as may be prescribed;

(g) to prepare and propose budget estimates for approval of the Board;

(h) to ensure the protection of all assets of the Institute;

(i) to maintain the records and seal of the Institute; and

(j) such other functions as may be entrusted to him by the Board.

**480 THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 [PART I**

**CHAPTER III  
FUNDS OF THE INSTITUTE**

**12. The Funds of the Institute.**—The Funds of the Institute shall comprise,—

- (a) the funds allocated by the Senate from its budget to the Institute which shall be one third of the total annual expenses of the Institute;
- (b) the funds allocated by the National Assembly from its budget to the Institute which shall be two third of the total annual expenses of the Institute;
- (c) the contributions made by each Provincial Assembly;
- (d) the contributions made by Parliamentarians;
- (e) the grants in aid given by any national or international agencies and organization;
- (f) the funds granted by the Federal Government or a Provincial Government; and
- (g) the funds raised by the Institute, through donations, endowments and through its own sources.

**13. Annual Budget.**—(1) the Executive Director shall, in respect of each financial year, submit for approval of the Board a statement showing the estimated receipt and expenditure of the Institute for the next financial year in time.

(2) The budget prepared by the Executive Director shall be approved by the board with such amendments as it may deem necessary.

(3) The budget approved by the Board shall be submitted to the Senate and the National Assembly Secretariats in time for the necessary allocation of funds.

**14. Accounts of the Institute.**—(1) The accounts of the Institute shall be maintained in such form and manner as the Board may prescribe.

(2) The accounts of the Institute shall be audited by the Auditor General every year, and made part of the Annual Report of the Institute.

**PART I] THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 481**

**CHAPTER IV  
MISCELLANEOUS**

**15. Appointments of employees.**—(1) The Board shall make rules for recruitment of the employees of the Institute and the Executive Director shall act in accordance with the rules.

(2) The employees may be recruited on permanent or contract basis.

(3) The terms and conditions of service, promotion, reduction, removal, suspension and other service matters of the employees shall be regulated by the service rules of the Institute made by the Board.

**16. Delegation of powers.**—The Board may by general or special order in writing delegate any of its powers to any of its members, the Executive Director or any Officer of the Institute subject to such condition as it may deem fit to impose.

**17. Submission of Annual report.**—The Board shall submit to the Parliament an annual report containing the activities of the Institute during a year. The report shall also highlight the objects of the Act achieved by the Institute and shall also give a picture of the finances and future plans of the Institute.

**18. Directive from the Parliament.**—(1) In performance of its functions, the Institute shall be guided by the directives and instructions, if any, given to it by the Parliament and such directives and instructions shall be binding on the Institute.

(2) The directive and instruction shall be approved by the Senate as well as the National Assembly before its issuance to the Institute.

**19. Declaration of fidelity and secrecy.**—Every officer or other employee of the Institute shall make such declaration of fidelity and secrecy as may be prescribed.

**20. Exemption from taxes.**—Notwithstanding anything contained in the Income Tax Ordinance, 2001 (XLIX of 2001) or any other fiscal law for the time being in force, the Institute shall not be liable to pay any tax on its income, capital profit, wealth or gain.

**21. Ordinance XCI of 2002, not to apply to the Institute.**—Nothing contained in the Industrial Relations Ordinance, 2002 (XCI of 2002) shall apply to or in relation to the Institute or any of the officer, advisor and employee appointed by it.

**482 THE GAZETTE OF PAKISTAN, EXTRA., DEC. 15, 2008 [PART I**

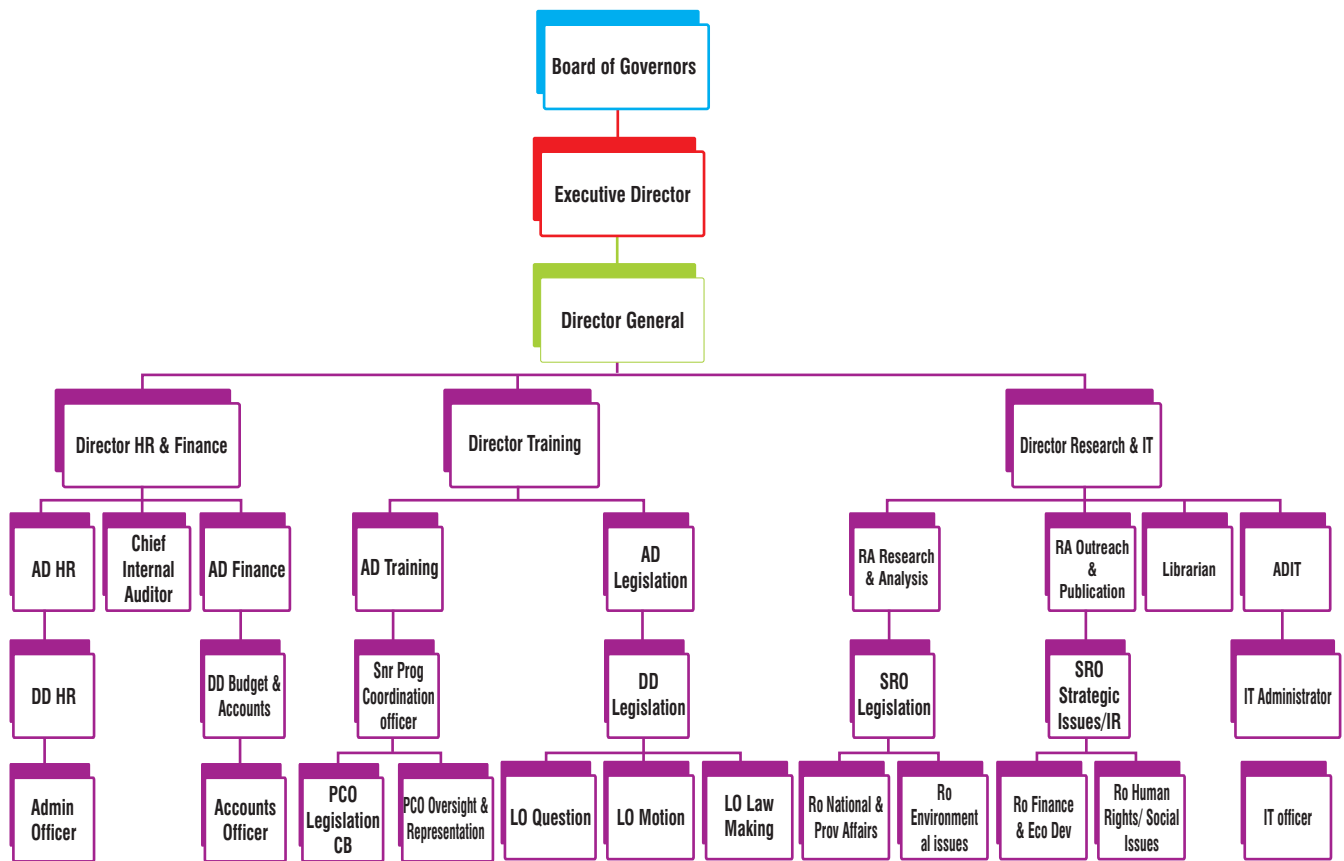
**22. Bar of Jurisdiction.**—No court or tribunal shall have jurisdiction to entertain any proceedings, grant any injunction or make any order in relation to anything done in good faith or purported to have been done in good faith or intended to be done under this Act.

**23. Removal of difficulties.**—If any difficulty arises in giving effect to any provisions of this Act, the President of the Board may make such order not inconsistent with the provisions of this Act as may appear to him to be necessary or expedient for the purpose of removing the difficulty.

**24. Power to Make Rules.**—The Board may by notification in the official Gazette, make rules for carrying out the purposes of this Act.

**Appendix B**  
**PIPS Organizational Structure**







**Islamabad Office:** P. O. Box 278, F-8, Postal Code: 44220, Islamabad, Pakistan  
**Lahore Office:** P. O. Box 11098, L.C.C.H.S, Postal Code: 54792, Lahore, Pakistan  
E-mail: [info@pildat.org](mailto:info@pildat.org) | Website: [www.pildat.org](http://www.pildat.org)