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BILATERAL RELATIONS BETWEEN  
NATIONAL PARLIAMENTS

## INTER-PARLIAMENTARY UNION

### AIMS

The Inter-Parliamentary Union whose international Statute is outlined in a Headquarters Agreement drawn up with the Swiss federal authorities, is the only world-wide organization of Parliaments.

The aim of the Inter-Parliamentary Union is to promote personal contacts between members of all Parliaments and to unite them in common action to secure and maintain the full participation of their respective States in the firm establishment and development of democratic institutions and in the advancement of the work of international peace and co-operation.

In pursuance of this objective, the Union makes known its views on all international problems suitable for settlement by parliamentary action and puts forward suggestions for the development of parliamentary assemblies so as to improve the working of those institutions and increase their prestige.

### MEMBERSHIP OF THE UNION AS OF 2 SEPTEMBER 1985

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The organs of the Union are:

1. *The Inter-Parliamentary Conference* which, unless otherwise decided, meets once a year.
2. *The Inter-Parliamentary Council*, composed of two members from each affiliated Group. *President*: Mr. H. Stercken (Federal Republic of Germany).
3. *The Executive Commute* composed of eleven members, ten of whom are elected by the Conference, the Council President acting as *ex officio* President. At present, it has the following composition:

*President*: Mr. H. Stercken (Federal Republic of Germany).

*Members*: Mr. S. Bares (Hungary); Mr. R. Bitat (Algeria); Mr. R. Carpio Castillo (Venezuela); Mr. B. Friesen (Canada); Mr. A. Ghalanos (Cyprus); Mr. C. Pepper (United States of America); Mr. B.R. Jakhar (India); Mr. S.E. Oh (Republic of Korea); Sir John Page (United Kingdom); Mr. L.N. Tolkunov (USSR).

*Secretary general*: Mr. Pio-Carlo Terenzio.

### OFFICIAL PUBLICATION

The Union's official organ is the *Inter-Parliamentary Bulletin*, which appears quarterly in both English and French. This publication is indispensable in keeping posted on the activities of the Organization. Subscription can be placed with the Inter-Parliamentary Bureau, Geneva.

**INTER-PARLIAMENTARY UNION**

**CONSTITUTIONAL AND PARLIAMENTARY  
INFORMATION**

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*First Series - Thirty-seventh year*

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**REPORT  
ON BILATERAL RELATIONS BETWEEN  
NATIONAL PARLIAMENTS**

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Secretary General of the  
Assembly of the  
Socialist Federative Republic  
of Yugoslavia

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## INTRODUCTION

Following the decision of the Association of Secretaries General of Parliaments adopted in Geneva in September 1984 a Questionnaire was prepared on bilateral relations between national Parliaments.

The final text of the Questionnaire was agreed to at the Meeting of the Association in Ottawa in September 1985.

The Questionnaire on bilateral relations between national Parliaments was circulated to all the members of the Association.

The Report on bilateral relations between national Parliaments was prepared on the basis of the answers sent by 23 Parliaments. However, as some of these are bicameral Parliaments the number of replies is actually 33.

In those Parliaments which have two Houses the practice of maintaining relations with foreign parliaments is in principle subject to the same general rules. The Houses either organize jointly or cooperate closely their activities to promote relations with the representative bodies of other States.

The Report is based on the answers received by the followed national Parliaments: the Legislative Council of the Republic of Zaire; the National People's Assembly of the PR of Congo; the Parliament of Australia (joint answer of the Senate and House of Representatives); the Israeli Knesset; the Austrian Parliament (joint answer of both Houses); the National Assembly of the Hashemite Kingdom of Jordan (joint answer of both Houses); the Parliament of the Republic of Finland; the Parliament of the Republic of France (separate answers of the National Assembly and the Senate); the Parliament of the United Kingdom (separate answers of the House of Lords and House of Commons); the Cortes of the Kingdom of Spain (separate answers of the House of Representatives and the Senate); the Parliament of the Republic of Portugal; the National Assembly of the German Democratic Republic; the Parliament of the Kingdom of the Netherlands (joint answer of both Houses); the Storting of the Kingdom of Norway; the National Assembly of the Republic of Korea; the Parliament of the Kingdom of Belgium (separate answers of the Senate and House of Representatives); the Parliament of the Republic of Cyprus; the Folketing of the Kingdom of Denmark; the Parliament of Canada (joint answer of both House);, the Riksdagen of the Kingdom of Sweden; the Parliament of the Republic of Greece; the Chamber of Deputies of the Republic of Italy and the Assembly of the SFR of Yugoslavia (joint answer of both Houses); the Diet of Japan (joint answer of both Houses) and the Bundestag of FR of Germany.

Within the framework of the Association of Secretaries General of Parliaments a number of studies have been prepared in the past on the functions of Parliaments in the sphere of foreign policy and international relations: the role of Parliaments in foreign policy; relations between national Parliaments and international parliamentary assemblies; parliamentary friendship groups; organization of foreign documentation departments in Parliaments; parliaments and the treaty-making power.

The Report on bilateral relations between national Parliaments is a continuation of this type of research and its basic goal is to contribute to the comprehensive understanding of the role and functions of Parliaments in the development of international relations and their impact on the formulation of the main direction and orientation of the foreign policies of respective countries.

The existing practice of developing relations between national Parliaments shows that all Parliaments without exception promote active and varied cooperation with representative bodies of foreign countries. It evolves through direct contact between parliamentarians, but also increasingly through indirect forms of communication, such as the exchanges of messages on issues of mutual interest and exchange of parliamentary documentation.

The maintenance of relations with the representative bodies of foreign States is a regular and continuous part of the activities of national Parliaments. Regardless of what legal act represents the basis of the powers of Parliaments to establish relations with representative bodies of other States and which formal and legal sources regulate the practicalities of their achievement, the establishment and development of relations between national Parliaments has become an international practice.

In substance these relations go beyond the question of inter-parliamentary cooperation and the internal activities and functioning of Parliaments. Bearing in mind the wide variety of topics which are the subject of interest and exchange of opinion among parliamentarians, cooperation between Parliaments has evidently become a element of overall relations between States.

The conclusion on the broader significance of parliamentary cooperation among other things stems from the fact that visits of parliamentary delegations are not limited only to meetings and talks among members of Parliament, but rather they are offered an opportunity to meet and hold comprehensive talks on issues which go beyond the framework of protocol, and include the highest representatives of States and Governments of the countries Parliamentarians are visiting.

The experience and knowledge acquired through the development of relations and fostering of contacts with foreign representative bodies contribute, at a time when the process of political decision-making requires the recognition and understanding of an increasing number of facts and trends, to the more effective and efficient conduct of Parliaments in carrying out their constitutional functions on the internal and foreign-political planes.

At the same time national Parliaments, by maintaining relations with the Parliaments of foreign countries, directly take part in the development of bilateral cooperation with foreign States and by their authority, if not by direct action, they influence improvement in relations and the overcoming of possible difficulties which may exist in those relations.

Inter-parliamentary cooperation is all the more important as it is the only form of relations between States which makes possible the most comprehensive exchange of views on a wide range of issues. Parliamentary delegations include the holders of opinions representing the most widely supported views in their country and enjoying the support of significant proportions of the population. This enables them to understand the meaning and substance of international trends in a

country, political decisions which are taken and the behaviour of these countries on the international scene.

Taking account of the interests on one side and the other and establishing the mutual benefits which are the reason for developing relations and cooperation between States is the necessary preparation for establishing practical forms of cooperation.

The active participation of Parliaments in these processes has become unavoidable and indeed beneficial in many ways.

The growing significance of inter-parliamentary cooperation and the frequent and meaningful participation of national Parliaments in the conduct of relations at the international level have not however made of national Parliaments representative bodies in international relations, in the way that heads of state, governments or foreign ministers are.

The activities of Parliaments carried out in the form of cooperation with foreign Parliaments, as well as the conclusions and assessments jointly reached during the talks are essentially deliberative in character.

The scope of parliamentary jurisdiction is confined to the internal affairs of the respective countries, Parliaments only indirectly, by carrying out their powers on internal matters in respect of the bodies which are directly in charge of the country's foreign policy, influence bilateral relations of their states with foreign countries and developments in international relations.

In all Parliaments regular procedures exist for carrying out activities linked to relations with the representatives bodies of other States. These activities are, on the whole, regulated by internal written parliamentary rules, but custom and practice also have a significant part in this matter.

Excluding differences in details, the substantive rules are based on very similar principles, which facilitates communications between Parliaments when making arrangements for joint meetings, establishing topics for talks and in forecasting the outcome of the talks.

The acquisition of more comprehensive information on the practice and rules that apply to the establishment and maintenance of relations with foreign Parliaments and the methods of work of Parliaments in this area (which is actually the purpose of this Report) should contribute to greater use of individual experience to date, with a view to promoting the activities linked to inter-parliamentary cooperation, and making this form of cooperation more effective and efficient.



## I. FORMS OF BILATERAL RELATIONS

The establishment and development of relations among Parliaments constitute part of the regular activities of national Parliaments. The forms vary and include direct personal contacts between the members of national Parliaments carried out through the exchange of official parliamentary delegations, exchange of delegations made up of the members of working bodies or entire working bodies, exchange of visits of prominent parliamentarians or exchange of ad hoc missions. Quite often, international conferences held in one State are taken advantage of for contacts and talks among parliamentarians, members of their country's delegation at that specific conference and the representatives of the host country Parliament. The formation of joint parliamentary bodies entrusted with the task of promoting mutual relations is no longer unusual or rare.

Many Parliaments foster the practice of indirect forms of cooperation. The exchange of messages on topical international issues or issues concerning bilateral relations between States offers an opportunity for getting acquainted with or exchanging views on particular issues promptly. The exchange of documents is another way of following the work and activities of other Parliaments.

The extent to which national parliaments resort to various forms of cooperation with their counterparts—the Parliaments of other states—varies. Some do not develop certain forms of cooperation which are used in other Parliaments. Likewise, the same forms of cooperation are not necessarily carried out in the same way in all Parliaments.

In any case, the current practice of inter-parliamentary cooperation indicates that some representatives bodies have in recent years been enhancing the forms of cooperation with other Parliaments and have created possibilities for the development of new forms.

It is worth mentioning that national Parliaments are expanding the circle of partners with which they maintain relations. Their relations are, generally speaking, no longer limited only to the national Parliaments of other States or international parliamentary organizations, i.e., parliamentary bodies of international organizations or bodies whose members they are. The number of Parliaments which establish and develop relations with international parliamentary organizations and parliamentary bodies of international organizations, whose members they become, is constantly increasing.

a) The most frequent form of bilateral cooperation among national Parliaments is the *exchange of official parliamentary delegations* (at the level of the House or the Parliament).

To some extent, the Senate and the National Assembly of the French Republic are exceptions to this rule since they do not send, either jointly or separately, official parliamentary delegations. Only visits of the Senate or the National Assembly Bureau are considered official visits. The Bureau of a Chamber or Parliament could not be described properly as a "parliamentary delegation" in the sense of two or more parliamentarians sent by the Parliament whose members

they are as its representatives to another Parliament on a mission and the composition of which is determined for each mission separately. The Bureau is a permanent organ of a representative body with a number of powers the visits to foreign representatives bodies being only of one them.

Parliaments that have one House only, naturally, do not deal with the matter of establishing joint delegations. The following countries have uni-cameral Parliaments: Congo, Israel, Finland, Portugal, Democratic Republic of Germany, Zaire, Cyprus, Denmark, Sweden and Greece.

The large majority or bicameral Parliaments form joint delegations, although in practice there are certain variations.

Some of the Parliaments always have joint delegations: Australia; Italy (if the visits are organized by the friendship groups of the Italian Inter-Parliamentary Group, as these bodies are composed of the members of both Houses.)

The group of Parliaments which, as a rule, have joint delegations, also provides for the possibility of having separate delegations of either of the houses: Belgium, Austria, Yugoslavia, Canada, Spain. Whether the delegations will be composed of members of only one or both Houses depends on the purpose of the visit (Yugoslavia, Spain), topics to be considered and, in line with this, the competence of the House (Yugoslavia: the competences of the Houses in the SFRY Assembly are strictly separated), on the contents of the invitation, namely, on the fact whether the invitation was extended to only one or both Houses (Canada, Yugoslavia).

A small number of Parliaments, although they recognize and provide for this form for incoming delegation, rarely set up joint outgoing delegations of the two Houses (United Kingdom).

Previously the Spanish Cortes sent on visits to foreign Parliaments parliamentary delegations composed of the members of both Houses. Recently, however, it has become a practice to form joint delegations of both Houses only for representation in international organizations. In other cases there is a tendency to send separate delegations of each of the Houses.

In some bicameral Parliaments joint delegations of the two Houses are formed only under explicitly determined circumstances. Such is the case with the Jordanian Parliament which sends joint delegations only to the sessions of the Inter-Parliamentary Union.

Some Parliaments never send joint delegations of the two Houses. Such is the case with the French Parliament.

b) A significant form of maintaining inter-parliamentary relations is the exchange of delegations of the standing committees. However, contrary to the official parliamentary delegations where the practice is more uniform, in this field there is a greater diversity in the exchange of delegations of the working bodies.

In practice the diversity in this area ranges from the complete lack of this form of co-operation in the case of a significant number of Parliaments (Australia, Israel, Austria, Republic of Korea, Belgium: the Senat and House of Representatives (though the House of Representatives indicated that formally this form is not excluded); Denmark, Cyprus: its rare practice (Congo, United Kingdom—both Houses), to cases where this form of cooperation is subject to previously determined rules (Canada—standing or special committees of one or both Houses

may with the approval of the Houses send study missions abroad, usually on a unilateral basis; Sweden—in the course of their three-year term each of the standing committees may visit the Parliament of a foreign state, however these visits are not official in character, even though the host Parliament may consider them as such; likewise, during these visits the committees cannot extend invitations for return visits since this is within the sole competence of the President of the Riksdagen).

By contrast with those Parliaments which do not accept this form of inter-parliamentary cooperation, there are those parliaments where this is a regular form of promoting cooperation with other Parliaments (Jordan, France: the Senate and the National Assembly, Finland, Spain—both Houses, GDR, Norway, Zaire, Italy, Yugoslavia, Greece).

In the case of Parliaments which maintain cooperation through the exchange of delegations of the working bodies, the majority of those working bodies are foreign policy committees (commissions) which maintain continual cooperation with their respective counterparts in the Parliaments of other States. However, other working bodies also take part in this form of cooperation, especially when dealing with specific issues of bilateral cooperation (Finance Committees, Committees for Foreign Economic Relations, Defence Committees, Legislation Committees, Transportation Committees, etc.).

There are likewise cases when joint delegations of two or more working bodies are set up. The delegations have the character of delegations of the working bodies and not official parliamentary delegations at the level of the House or Parliament itself (Yugoslavia).

As a rule the visits of delegations of the working bodies are treated as working and not as official visits.

c) Some Parliaments develop inter-parliamentary relations through the holding of *regular working meetings* with the representatives of foreign parliaments in the form of conferences (Congo, Zaire, Netherlands) or else through periodic meetings of friendship groups: United Kingdom, France, Jordan, Cyprus, Canada.

d) Only a small number of Parliaments have standing committees for studying particular questions related to bilateral relations between their own country and other States.

The Australian Parliament has a Joint Committee for Foreign and Defence Affairs, consisting of 21 members of Parliament from both Houses. This Committee studies and reviews certain questions in the area of bilateral relations between Australia and other countries.

The Assembly of the SFR of Yugoslavia has a Joint Working Group of the Foreign Policy Committee of the Federal Chamber and of the Foreign Economic Relations Committee of the Chamber of the Republics and Provinces involved in reviewing cooperation between Yugoslavia and the regional organizations of Europe (EEC, OECD, EFTA, the Council of Europe), and a Joint Working Group of the same Committees for reviewing cooperation with the neighbouring countries (Groups are made up exclusively of the delegates of the Assembly of the SFR of Yugoslavia).

Groups for reviewing specific issues may be set up in the Parliament of Cyprus.

This form of cooperation also exists in the Spanish Cortes (delegations for cooperation with Portugal and Mexico), the Parliaments of Portugal, and the Netherlands—Committee for the Union of the Netherlands (the Parliament of the Netherlands and the Flemish Council), the National Assembly of France—Joint French—Canadian, Quebec Committee.

e) The majority of Parliaments resort to unilateral ad hoc missions with a view to getting acquainted with or exchanging views on particular issues. Such visits are usually not official in character. Previously some Parliaments have used this form of cooperation to a greater degree but as of late they have become less frequent (for example the Knesset).

This form of cooperation is not practiced by the Parliaments of the GDR, Portugal, Jordan, Yugoslavia and Cyprus.

f) *Visits of prominent parliamentarians*—a relatively widespread form of cooperation which does not have the character of official visits, except in cases of individual visits of parliamentarians discharging a particular function in their Parliament—President or member of the Parliament Bureau, President of the Chamber, President of the Working body, or representative of their own parliamentary group (FR Germany, Bundestag).

Exceptions in this respect are the Parliaments of Austria, Denmark and Yugoslavia which do not send individual parliamentarians for visits to the Parliaments of other States. As far as Yugoslavia is concerned, it does receive visits of prominent parliamentarians from other States, but those visits are not considered official visits. The Norwegian Storting rarely sends its members on individual visits. In the Italian Chamber of Deputies only the President may make individual visits to the Parliaments of other countries.

g) *Exchange of messages* on topical international issues or issues concerning bilateral relations between States is a very frequent form of cooperation among national Parliaments.

Messages of such content are sent by the Parliaments of the GDR, Cyprus, Greece, Japan, Yugoslavia and the Republic of Korea.

A very small number of Parliaments resorts to this form of bilateral communication for protocol purposes (felicitations, condolences, etc.). As an example in this respect one can mention the Parliaments of Finland, the United Kingdom and Canada.

The procedures concerning messages differ from one group of Parliaments to another.

Some Parliaments do not foresee a special procedure for these cases. Others follows customary rules of procedure. Still others have written rules of procedure concerning in-coming messages from foreign Parliaments.

The majority of Parliaments does not formally review the messages. They are only distributed for information to the members of Parliament individually (the Netherlands and FR of Germany), or political parliamentary groups (Portugal, Australia, Finland, Cyprus) or to some of the working bodies (for example to the Joint Foreign Policy and Defence Committee of the Australian Parliament).

In the Jordanian and Cypriot Parliaments, the Belgian Senate, Norwegian Storting, Swedish Riksdagen and the Italian Chamber of Deputies the message received is reviewed by the Foreign Policy Committee or some other competent Committee, depending on its subject matter.

In the Danish Folketing the message is reviewed in accordance with the Vienna Convention on Diplomatic Relations.

The Australian Parliament informs the Prime Minister and the Minister of Foreign Affairs about the contents of the message.

With respect to replies to written messages, in some of the Parliaments replies are signed by the person the in-coming message was addressed to (Finland, Netherlands), of the President of the Parliament, i.e., the Presidents of the Houses, either jointly or separately.

In the Jordanian Assembly and the Assembly of the SFR of Yugoslavia replies to messages are prepared by the Foreign Policy Committee. In Jordan, however, the prepared reply is subject to approval by the House.

In the Parliament of Zaire the message is reviewed by the Bureau, which decides on the further procedure.

h) *Exchange of documentation* is a very frequent form of bilateral cooperation between Parliaments and in most Parliaments this form of cooperation is customary.

Some Parliaments send their documentation only upon the request of the Parliament of another State (Finland, Netherlands).

The House of Lords of the UK Parliament exchanges documentation mainly with the European Parliament, while the French Senate, the Norwegian Storting and the Assembly of the Republic of Korea do not exchange their documentation.

i) *Participation in plenary proceedings* of other Parliaments in the majority of cases constitutes a subsidiary form of cooperation. In principle, a visiting delegation may attend the plenary proceedings of the Houses (Parliament) since the plenaries are, as a rule, open to the public. They may not, however, take part in the debate.

On the other hand the sessions of the Committees are closed to the public, and it is therefore not customary for representatives of other Parliaments to attend these sessions. The House of Commons Foreign Affairs Committee has held both formal and informal meetings with the equivalent committees of other parliaments.

The House of Lords in the UK Parliament is developing a new practice of joint meetings of its own Committees and those of other Parliaments. The Committee for Financial, Economic and Regional Affairs held two joint sessions with the Committee for Economic and Monetary Affairs of the European Parliament.

1.2. It is not customary for members of Parliament, unless they are at the same time members of Government, to take part in the meetings between representatives of Governments of two States.

There are exceptions to this general rule. Parliamentarians of Austria, GDR, Zaire, the Senators of Belgium sometimes attend talks at inter-State level.

Members of the Australian Parliament attend sessions of the UN General Assembly and the South Pacific Conference which are also attended by the members of their Government. Jordanian parliamentarians are sometimes members of the suite of their Sovereign when visiting a foreign State. Portuguese and Finnish Parliamentarians and members of the French National Assembly may be

invited to accompany the President of the Republic on his official State visits to other countries.

In the United Kingdom and Yugoslavia, although Parliamentarians do not participate in the talks at the State level, there is a possibility of a foreign Head of State addressing the Parliamentarians at specially convened sessions. In the United Kingdom this is not a formal parliamentary proceeding, while in the Assembly of the SFR of Yugoslavia such a possibility is envisaged in the Rules of Procedure on the Joint Work of the Chambers of the Assembly.

1.3. As a rule, in no country is there an impediment to establishing contacts with foreign parliamentarians attending international conferences.

Whether such contacts will be made depends mainly on whether the Parliament of the host country is informed about the presence of foreign parliamentarians in its country and whether the foreign parliamentarians have expressed an interest in meeting the parliamentarians of the host country.

In some countries such contacts are more frequently made through the corresponding political parties (Finland).

## II. LEGAL BASIS

The Rules of Procedure of the majority of Parliaments (Houses) stipulate the establishment of cooperation with Parliaments of other States, while individual decisions are made in the majority of cases by the Presidency (Bureau) of the Parliament, or the President of the Parliament, or the President of the House. (Congo, Jordan, Austria, France, GDR, Yugoslavia, Denmark, Sweden, Italy, Greece).

In Parliaments which do not cover this matter in their Rules of Procedure, the authorization of a Parliament to develop cooperation with the Parliament of another State emanates directly from the Constitution, i.e., the constitutional position of the Parliament in the given political system. Decisions of the leadership on the establishment of such cooperation are based on customary practices, international treaties and parliamentary practice (Israel, Finland, United Kingdom, Spain, Portugal, the Netherlands, Belgium, Cyprus, Canada).

In their replies the Houses of the UK Parliaments mentioned the Statute of the Commonwealth Parliamentary Association as one of the legal instruments governing the establishment and promotion of parliamentary cooperation among the Commonwealth countries.

Both Houses of the British Parliament, furthermore, gave a very interesting answer by stating that the British Group of the Inter-Parliamentary Union considers the CSCE Final Act of Helsinki as an important document for promoting and encouraging bilateral cooperation among Parliaments.

Jordan mentioned bilateral agreements between the Government of its country and other countries as well as the Charter of the Arab League and the Regulations of its working bodies (organs) as a legal basis for establishing and developing relations with the Parliaments of other countries.

Only a small number of Parliaments has concluded separate agreements with other Parliaments on the objectives, principles and practicalities of bilateral cooperation.

The Jordanian Parliament has concluded such agreements only in the framework of the Arab Inter-Parliamentary Union. There is an agreement between the Austrian Parliament and the European Parliament on the establishment of a Delegation as a contact group for promoting bilateral cooperation.

The Senate of the Spanish Cortes has an Agreement with the Andeans Parliament and the Ibero-American Parliament, while the Houses of Representatives has an Agreement with the Parliaments of Mexico and Portugal on the establishment of a Standing Joint Commission for Cooperation. The Portuguese Parliament has concluded such an Agreement with the House of Representatives of the Spanish Cortes. The French National Assembly referred to the Statute of the Commission for Cooperation between France and Quebec and the French-Canadian Association. The Swedish Riksdag and the parliaments of certain other Nordic countries have established bilateral relations by agreements of this type.

The Parliament of Zaire has also concluded such an Agreement with the House of Representatives of other States.

### **III. REASONS FOR ESTABLISHING AND DEVELOPING BILATERAL RELATIONS BETWEEN NATIONAL PARLIAMENTS**

All the Parliaments that have submitted their replies mentioned as the main reason for establishing bilateral relations between Parliaments the participation in and realization of bilateral cooperation between their country and other States, parliaments need for information in addition to that supplied via existing channels of communication between Government and Parliament and Parliaments power to scrutinize Government policy.

Through cooperation with other Parliaments, some Parliaments discharge their function both internally and internationally: Congo, Australia, Jordan, Finland, GDR, Zaire, Republic of Korea, Cyprus, Italy and Yugoslavia, and to a certain extent the Senate of the Spanish Cortes, both Houses of the UK Parliament. As subsequently explained, the French National Assembly and French Senate require information obtained in this manner for discharging the given function of Parliament.

The most frequent issues of international cooperation and talks are the following:

- exchange of information and experience in the field of parliamentary activity (Congo, Australia, Israel, Jordan, Austria, Norway, Zaire, Belgium, Cyprus, Denmark, Canada, Italy, Greece, Sweden, the French National Assembly—during visits of delegations of the Standing Commissions;

- exchange of information on the internal development of countries and exchange of experience acquired in certain fields (Parliaments of: PR Congo, Australia, Israel, Jordan, Cyprus, Denmark, Greece and Canada for which this is a subject of special interest in the talks; the Parliaments of the Netherlands and France—but only in dealings with standing commissions (Committees). The Parliaments of Finland and Austria—both Houses of the most significant aspects of bilateral cooperation among Parliaments; the House of Representatives of the

Spanish Cortes, and the Parliaments of Portugal, GDR, Zaire, Norway, the Republic of Korea, Yugoslavia and Belgium;

— on the spot information about the political, economic and social systems and their operation in practice (PR of Congo, Australia, Israel and Sweden—emphasizing this question as a matter of primary importance; Jordan, the French Senate—this is a question of major importance and interest for the friendship groups and the promotion of their contacts; Austria, United Kingdom, Portugal, GDR, Norway, Zaire, Cyprus, Denmark, Canada, Italy, Greece and Yugoslavia. The Belgian Senate underscored that this is a matter within the framework of study visits;

— joint reviews of the status of bilateral relations among Parliaments and cooperation between their countries in various fields (PF Congo, Zaire, Israel, Jordan, Austria, both Houses of the UK Parliaments stated this as one of the two most important reasons,—the Parliaments of Portugal, Norway, Yugoslavia, Canada, Sweden, Italy, Greece and GDR) and the Netherlands Parliament which deals with these issues in contacts with the Parliaments of the Federal Republic of Germany and Belgium;

— involvement of Parliaments in addressing conflicting interests, sensitive issues and problems arising between two countries (Israel, Jordan, Austria, the United Kingdom, Zaire, Republic of Korea, GDR, Yugoslavia, Cyprus, Canada, Sweden, Italy and Greece).

Portugal pointed out that this is not a subject of direct Parliamentary activity:

— exchange of views on current international problems (Congo, Australia, Israel, Jordan, Austria, Finland, United Kingdom, Zaire, GDR, Yugoslavia, Cyprus, Belgium, Denmark, Canada, Italy and Greece);

— the opportunities created by Parliamentary cooperation are need in the following countries for consultations on international initiatives and actions of their respective governments: Israel, Jordan, Austria, United Kingdom, Spanish Cortes, the Parliaments of the GDR, Yugoslavia, Zaire, Republic of Korea, Cyprus, Belgium, Canada and Sweden.

The French National Assembly pointed out that the substance of cooperation depended on the particular country as well as on the institutional framework in which the cooperation was conducted.

#### IV. THE RESPONSABILITY FOR MAINTAINING BILATERAL RELATIONS

1. In the large majority of Parliaments the bodies in charge of maintaining international relations are the President and the Bureau (Presidency) of the Parliament or of the Houses. In the Parliament of Congo the President bears the sole responsibility, but he can transfer his powers to the Bureau.

In some Parliaments the bodies carrying out these functions cooperate closely with the political groups in the Parliament (Knesset, the Portuguese Parliament), or with the Foreign Affairs Committee (Jordan, Portugal, Yugoslavia, Cyprus, Italy). In the Netherlands Parliament the administrative work connected with



parliamentary cooperation is carried out by the Secretary for inter-parliamentary relations under the authority of the Bureau, while in the Danish Folketing the Secretary General carries this out in accordance with the decisions of the Bureau.

In the Austrian Parliament the exclusive responsibility for maintaining relations with foreign parliaments rests with the Austrian National IPU Group and its organs, while in the Finnish Parliament and the Yugoslav Assembly the National IPU Groups are responsible only for contacts with their colleagues in the Parliaments of other States. In the Belgian Senate and the Italian Chamber of Deputies, in addition to the President and the Bureau, the IPU Groups are responsible for these activities.

The Foreign Policy Committee of the Finnish Parliament has such powers in its relations with similar bodies in foreign Parliaments. Committees have similar powers in the FR of Germany Bundestag and receive delegations on working visits.

In both Houses of UK Parliament the Clerk of the Overseas Office (a senior official in the Secretary General's Department) is responsible for such activities. In the discharge of their functions these bodies closely cooperate with the British IPU Group and the UK Branch of the Commonwealth Parliament Association (CPA).

In the National Assembly of the Republic of Korea the President is responsible for the overall relations with other Parliaments, while the Chairmen of the friendship groups are responsible for maintaining relations with respective countries.

2. A considerable number of Parliaments have set up parliamentary friendship and cooperation groups: Australia, Israel, France, Finland, United Kingdom, Spain—Senate, Portugal, GDR, Republic of Korea, Zaire, Cyprus, Italy, Greece, FR of Germany.

In addition to these, some Parliaments have set up either subsidiary bodies—standing delegations in the Knesset, Inter-Parliamentary Committee for the Union of the Netherlands language; National Groups for Inter-Parliamentary Organizations in the Parliament of Zaire; sections within the Belgian and Italian Inter-Parliamentary Groups; the Anti-apartheid Group in the Finnish Parliament; parliamentary groups are being set up in the Parliament of Cyprus for studying specific issues of international relations.

Friendship groups are set up at the initiative of interested members of Parliament: Australia, France, Finland, U.K. and GDR. In the Israeli Knesset the composition of friendship groups is established by the President of the Knesset, taking into account that all political parties have equal and proportional representation in the friendship groups and the standing delegations. At the same time the President establishes the objectives, functions and powers of these bodies. In Zaire, the friendship group membership is decided by the President, and the members of the groups for parliamentary organizations join some of them according to their own free choice. Each of these groups has its own internal regulations. In the Cypriot Parliament political groups determine the members of the friendship groups and bodies for studying specific questions, and the main task of these groups is to stimulate interest in specific questions.

In the French Senate, the Bureau, at the proposal of the members setting up the group, approves its establishment. Only after that can the group be considered as constituted. The Bureau may decide to dissolve a friendship group if it has not been active during the four year term of office.

Bilateral sections in the Italian Inter-parliamentary Group are established and their activities regulated by the Presidential Committee of the Group.

In the Finnish and the U.K. Parliaments, groups themselves decide on their methods of work and objectives. The friendship groups in the UK Parliament have the obligation of submitting a report on their activities to the British IPU Group and the U.K. Branch of the Commonwealth Parliament Association.

Friendship and cooperation groups in the Portuguese Parliament and the Spanish House of Representatives are set up in line with an Agreement between two Parliaments on bilateral cooperation.

In the Australian Parliament the friendship and cooperation groups operate under the auspices of the national IPU group and the Executive Council of the national IPU group establishes the method of operation of these groups, their objectives and tasks by a special rule. In the National Assembly of the Republic of Korea they are established pursuant to the decision of the Council for Diplomatic Activities, and their powers and functions are stipulated in the Rules adopted by the Council.

The Inter-Parliamentary Committee in the Netherlands Parliament consist of 7 members and substitute members determined by the President of the House. It operates on the basis of the Treaty and Rules of Procedure.

In the Belgian Parliament sections are set up at the proposal of the members of Parliament and they are made up of representatives of both Houses. The Bureau of the Belgian Group of the Inter-Parliamentary Union establishes their objectives, competences and functions.

3. The fundamental role of practically all national IPU groups is to participate in and assist the development of cooperation between their Parliaments and the Parliaments of other States, and to this end, they maintain contacts with other national IPU groups through exchanges of visits or participation in the IPU sessions.

In some Parliaments the overall cooperation with foreign Parliaments evolves under the auspices of the national IPU groups. This is true in particular in the case of Austria, where the national group plays a decisive role in developing cooperation with Parliaments of other countries. In the Australian Parliament, the overall cooperation with foreign Parliaments evolves under the auspices of the national IPU groups.

## **V. POWERS OF PARLIAMENTARY RELATIONS IN BILATERAL RELATIONS WITH OTHER PARLIAMENTS**

1. In the majority of cases the President of the Parliament, the Bureau or the President of the Chamber, establishes, as a rule, the powers of the delegation visiting a foreign Parliament.

There are very few exceptions to this general rule: in the Austrian Parliament this is done by the President of the national IPU group after the matter had been reviewed by the Executive Committee of the Group. (It is worthwhile noting that the President of the National Council and the Second and Third Presidents of the National Council as well the President of the Federal Council are, pursuant to a long standing tradition, the President of the national IPU group and his Deputies. In the Assembly of the SFR of Yugoslavia the powers of the parliamentary delegations are established by the Foreign Policy committee of the Chamber of the Republics and Provinces, while in the Portuguese Parliament this is done by the Conference of the Chairmen of the political groups in the Parliament. In the FR of Germany's Bundestag Presidium, committees, study commissions; groups of parliamentarians and parliamentary groups that send delegations on visits to foreign Parliaments themselves set the objectives of such visits.

Delegations of the UK, Netherlands, Finnish, Cypriot, Danish and Swedish Parliaments, German Bundestag and the French National Assembly, as a rule have no formal powers. If the delegation is to convey a gift from one House of the UK Parliament to the parliament of newly independent Commonwealth country, the House formally agrees a resolution.

The Head of the delegation of the National Assembly of France has political responsibility for the discharge of the mission.

2. In principle, the majority of Parliaments does not follow the practice of adopting special documents during the preparation of parliamentary visits determining the objectives of the visit and establishing the positions on certain issues.

The exception is the Assembly of the SFR of Yugoslavia and the National Assembly of the Republic of Korea, which prepare a separate document for each parliamentary visit establishing the objectives of the visits and the tasks of the delegation. Also, both of them issue a press release providing the basic information on the objectives of the visit.

In addition to the Assembly of the SFR of Yugoslavia and the National Assembly of the Republic of Korea, some other Parliaments also issue press releases prior to or after the visit: Congo (however, without publishing the objectives of the visit), Israel (the press release contains the goals, positions and objectives of the visit), Austria, Netherlands, Zaire, Finland, Cyprus, Canada (the press release is informative in character), FR of Germany (initial press communiques).

In the past Jordan has also issued press communiques.

Austrian and French Parliamentary delegations are provided with a file on the country of the in-coming or out-going visit.

Upon the completion of the visits, the Heads of the Parliamentary delegations of the Netherlands and the French National Assembly usually issue press releases.

3. The majority of parliamentary delegations are not authorized to perform activities on behalf of their States during visits to foreign countries. Nevertheless, exceptionally this may be the case in: Australia, Italy, Austria—exceptionally the President of the National Council, when heading the parliamentary delegation:

the Government may ask him to convey a message to the Government of the country he is visiting; Finland: it may convey an oral invitation for a visit; Republic of Korea and Cyprus—delegations may convey the message of the Head of State, the initiative of the Government, etc.; the National Assembly of France (interventions in the area of the protection of human rights, preliminary contacts preceding official visits, etc.).

Parliamentary delegations of Israel, Jordan, Zaire, GDR and Yugoslavia may, in principle, discharge certain missions on behalf of their State.

Canadian parliamentary delegations may be entrusted with the role of ambassadors of good will in preparations for international conferences to be hosted by the Canadian Government or Parliament.

4. A very small number of Parliaments authorizes their delegation to agree bilateral documents during their visits.

Nevertheless, here too, there exist certain differences among Parliaments. A parliamentary delegation from Israel may adopt such a document, but only on the basis of a prior approval of the Knesset. Delegations of the Portuguese, Netherlands and Jordanian Parliaments and the delegations of the Belgian Senate may issue joint press communiques, while Jordanian parliamentary delegations may conclude bilateral documents in the framework of the Arab Inter-Parliamentary Union. Cypriot parliamentary delegations may adopt joint, declarations with the representatives of other Parliaments.

Joint communiques adopted by the delegations of the Belgian House of Representatives are not binding on the House of Representatives but only on the signatories.

Joint delegations and communiques adopted by the delegations of the Cypriot Parliament express the official stand of the Parliament on a specific question and are not subject to the subsequent approval of the Parliament.

Delegations of the House of Representatives of the Spanish Cortes and the National Assembly of the Republic of Korea are authorized to conclude bilateral documents but only if they relate to parliamentary cooperation.

Finnish parliamentary delegations very rarely conclude joint documents with the representatives of other Parliaments, but if such be the case, those documents are not subject to subsequent approval by the Parliament.

In the FR of Germany's Bundestag joint declaration, resolutions or communiques are drafted only at the end of bilateral conferences of parliamentarians and are submitted to the Government of each State for consideration.

5. As far as the procedure with the reports of parliamentary delegations in general is concerned, the following procedures can be identified:

- 1) members of Parliament are given the Report for information purposes only;
- 2) members of Parliament are given the report for information purposes, but exceptionally they have a debate on the floor subsequently, and
- 3) reports are discussed and adopted.

The following countries fall into the first category: in the Parliament of the PR of Congo the reports are submitted for information to all the members of Parliament; in the French Senate, as a rule, Reports are published within a given

period of time unless the Bureau decides otherwise; in the Finnish Parliament, reports do not have the character of official documents and they are submitted to the competent commissions and committees (Foreign Affairs Commission and Committee) for information. Delegations of the Italian Chamber of Deputies submit reports to the Presidency of the House, Foreign Affairs Committee and the Presidency of the IPU Group, and in the Netherlands Parliament, the reports are only published.

Delegations of the Belgian Senate and House of Representatives submit their reports to the Bureau. Greek Parliamentary delegations submit the report to the President of the Parliament. The reports are informative in character.

In the House of Representatives of the Cortes the practice has been to submit the reports to the Bureau and in some cases to the Foreign Affairs Committee. Exceptionally conclusions from the Report are published.

The Australian Parliament opted for the second category of procedure with respect to the consideration of the reports. The Head of the delegation, or, his representative submits the report to the Houses of Parliament. As a rule, the Members of Parliament take note of the report, but also have the right to give their documents.

The procedure observed by the Portuguese Parliament also falls into this group. The report on the visit is submitted to the President of the Parliament who then submits it to the political groups in the Parliament. However, there is the possibility of reviewing some of the reports in plenaries.

Members of the Knesset receive written reports from their delegation, while the members of the delegations may also be asked to give oral presentations.

In the National Assembly of the Republic of Korea, the delegations submit their written reports to the President, and oral reports in the plenaries. Reports are also submitted to the competent ministries. The Council for Diplomatic Activities or the competent Committee is in charge of the implementation of the conclusions and recommendations contained in the Report.

In the Parliament of the United Kingdom reports of the IPU Group and the CPA Branches are published. Information gathered by select committees in the course of their inquiries is published when they produce a report on their inquiry. Their reports may also be discussed in the House. In any case the Government is expected to respond to the recommendations of the select committees.

In the Swedish Riksdagen the reports, although public are only meant for internal use. If the Parliament wishes to instruct the Government in respect to certain questions contained in the Report the Parliament adopts a special document on the subject and submits it to the Government.

In the National Diet of Japan reports are prepared and filed with the presiding officers and often printed and distributed.

In the remaining Parliaments except Cyprus the reports are subject to review and adoption.

In the Parliament of Jordan reports are subject to review by the Foreign Affairs Committee, and upon its decision some of them are also reviewed in plenaries. In the latter case the Parliament adopts the Report. By doing so, the Parliament also takes upon itself the obligation concerning the implementation of conclusions.

In the House of Representatives of Australia the case of the reports the same procedure is followed for such reports as for other items on the agenda of the

session. The reports are first reviewed by the competent committee and thoroughly debated. A sub-committee may even be set up to review certain issues in the Report. After the Committee adopts the Report, the Rapporteur summarizes the results of the debate in committee and informs the plenary accordingly.

In the plenary, the House votes on the report and upon the proposal of the competent Committee or other members of Parliament it may also adopt a separate resolution. If the resolution is adopted, the Government must take due account of it, and by putting questions, members can find out whether the Government is proceeding accordingly.

A similar procedure is followed in the Assembly of the SFR of Yugoslavia. Delegations are required to submit their report in writing to the Foreign Policy Committee of the Federal Chamber and to the Foreign Economic Relations Committee of the Chamber of the Republics and Provinces. The two committees review and adopt the Report. The report is subsequently submitted to all the delegates of the Assembly for information.

If the report is submitted by the delegation headed by the President of the Assembly, after reviewing it, the Committees give their support and submit it to the Chamber for adoption. At the joint session of the two Chambers the report is reviewed as a separate agenda item and finally adopted.

The Foreign Policy Committee and Foreign Economic Relations Committee directly implement the conclusions and follow the implementation of the conclusions contained in the Report to the extent to which it relates to the Assembly and in their discharge of political control over the work of the executive-administrative organs. The Assembly also follows the implementation of other conclusions contained in the Report or adopted at the time of the adoption of the Report itself.

In the GDR Parliament the Presidency adopts the Report and submits it to the members of the Parliament for information. In the French National Assembly the Report is adopted by the competent body—the friendship group or commission. The head of the delegation looks after the implementation of conclusions.

Delegations of the Parliament of Zaire admit their Reports to the Bureau which is in charge of forwarding it to the competent committee for adoption. All members of Parliament receive the Report for information. The President of the Parliament entrusts a member of the Bureau or a parliamentarian with the implementation of the proposals in the Report.

Canadian Parliamentary delegations are obliged to submit a Report not later than 10 days upon the completion of the visit. The Report is conveyed, as a separate item of the agenda, to the House. The introductory work is done by the head of the delegation.

Norwegian parliamentary delegations do not have the obligation to submit Reports.

In the FR of Germany's Bundestag no fixed procedure exists for consideration of reports submitted by parliamentary delegations upon their return from visits abroad.

## **VI. PLANNING OF BILATERAL COOPERATION WITH THE PARLIAMENTS OF OTHER STATES AND INDIVIDUAL VISITS BY PARLIAMENTARY DELEGATIONS**

1. A considerable number of Parliaments adopt programmes of cooperation with foreign representative bodies. In the majority of cases these are annual plans of cooperation (Congo, Australia, Austria, Japan, France, GDR, Yugoslavia, Zaire, Belgium—Senate, Cyprus, Denmark, Canada, Sweden, Italy, FR of Germany—the plans relate to the visits of delegations of National IPU Groups and Standing Committees).

The House of Representatives of Belgium and the Greek Parliament do not adopt separate programmes of cooperation. They only adopt annual budgets for this purpose, which is an indirect way of planning the cooperation.

The details of the procedure observed in adopting the plan vary.

In the Australian Parliament the Presidents of the Houses establish the programme and submit it to the Foreign Ministry for information and comments, and after that to the Prime Minister for approval.

In the National Diet of Japan the plan is worked out jointly by the General Affairs Department and Foreign Affairs Department, and is decided at the meeting of directory of the Standing Committee on Rules and Administration which serves as an advisory body for the presiding officer.

In the French National Assembly the annual programme of cooperation is decided by the Bureau. The Bureau sets up a special sub-committee.

In the Norwegian Storting the programme of cooperation is adopted by the President at the proposal of the Secretary General, who, in discharging his duties, cooperates with the Storting International Secretariat.

Presidents of both Houses of the Belgian Parliament adopt a joint programme of hosting foreign delegations, while the planning of visits of Belgian parliamentary delegations is within the competence of the Bureau of each House.

In the Zaire Parliament, planning cooperation with foreign parliamentary bodies is within the competence of the Bureau; in the National Assembly of the Republic of Korea the annual programme of cooperation is adopted by the Council for Diplomatic Activities at the proposal of the Assembly Secretariat. In establishing the proposal it takes due account of the programmes of cooperation of the friendship groups.

In the Austrian Parliament the draft programme of visits is prepared by the Secretariat of the national IPU group, after which the Secretary General submits the proposal to the Group's Executive Council which decides on the plan.

In the Finnish Parliament, the Adviser to the President prepares the draft programme of cooperation for each term of office, and submits the draft to the President, his two Deputies as well as to four staff in the Committee office, the President of the Foreign Policy Committee and the President of the IPU Group.

In the Parliament of the DR of Germany the Director of the Parliament Secretariat prepares the draft annual programme in cooperation with the Service for Parliamentary Cooperation and both in line with the instructions of the President of the Parliament and prior consultations with the Foreign Ministry.

The draft is subject to the support of the Foreign Policy Committee and final decision by the Presidency of the Parliament.

In the Assembly of the SFR of Yugoslavia the draft programme of cooperation with foreign parliaments is established by the Foreign Policy Committee of the Federal Chamber and the Foreign Economic Affairs Committee of the Chamber of the Republics and Provinces on the basis of prior consultations with the Federal Secretariat for Foreign Affairs. Both Houses of the Assembly adopt the Programme of cooperation for the following year.

In the FR of Germany's Bundestag the annual plan of official visits by delegations at the invitation of the Bundestag President is put forward by the Bundestag administration.

In the French Senate, friendship groups involved in cooperation with foreign Parliaments must submit their detailed proposals for visits they would like to host, as well as to pay in the following year. Proposals are submitted to the Questor not later than 5 December of the preceeding year. On the basis of the proposal submitted, the Questor decides the visits to be conducted in the following period.

As far as delegations of the standing or specialized committees of the Senate are concerned, committees submit their requests for setting up delegations to examine the matters within their competence. The Bureau considers the financial aspects of the visit and, if it decides in favour the request for setting up of a delegation is discussed at the session of the Senate.

In a Spanish Senate the programme of co-operation with foreign parliaments is worked out for the following year in general terms subject to changes which may arise as a result of invitations or initiatives coming from other parliaments.

In the Parliament of Cyprus the draft annual programme for co-operation is produced following consultations between the President of the Parliament, the political groups and the Foreign Affairs Committee.

In the Netherlands Parliament, the Secretariat for Foreign Relations does the detailed work on a draft programme, which is subject to final approval by the Speakers of the two Chambers. The Speaker of the Swedish Riksdag assisted by the Secretary General and the International Secretariat arrange an annual programme of official visits, usually including two or three official delegations a year led by the Speaker. The practice is for a similar number of incoming visits to be received.

The permanent committees work out their own plans on a similar basis for a three-year period (which is the length of parliamentary term) with each committee expecting to undertake one visit during this period. Exceptionnally, visits to other Nordic countries can be more frequent.

In the Italian Chamber of Deputies the annual programme for co-operation is agreed by the President of the Chamber and the President of the Italian Group of the IPU. In the Danish Folketing, committees make requests for the financial means to carry out such visits, and the President of Parliament makes the final decision.

Other parliaments do not work out specific and detailed plans for parliamentary co-operation, but decide each case as it comes along according to standard criteria and the possibilities which arise (Jordan, Israel, Portugal and the Netherlands). The two Chambers of the UK Parliament do not have formal co-operation



plans, but the Friendship Groups operating under the auspices of the National Group of the IPU and the UK branch of the Commonwealth Parliamentary Association plan for months or even years in advance the visits which will be carried out.

The House of Representatives of the Cortes gave the explanation that the operation of parliamentary delegations is in line with the foreign political activities of the State, established in cooperation with the House.

In establishing the programmes of cooperation a number of principles and criteria stand out as the most important in reaching decisions on initiatives to exchange delegations.

The most frequently-mentioned criteria are: foreign political reasons (Australia, Austria, Canada, GDER, the House of Representative of the Cortes and Assembly of the SFR of Yugoslavia). Next is the criteria of the frequency of parliamentary exchange (Australia, Netherlands, Republic of Korea, Norway, French National Assembly and Finland), there is an intention to exchange visits every 2 to 5 years with Parliaments with which relations are maintained; Yugoslavia—there is an intention to exchange visits every two years; Cyprus, Canada and in line with the available funds (Australia, Austria, Finland, Yugoslavia, Netherlands, France, National Assembly, Belgium, Sweden).

The Australian Parliament gives due consideration to the time-table of international conferences attended by its country's representatives. The same holds true in the case of the Yugoslav Assembly.

The Austrian Parliament also takes into account the programme of work in the Houses, while the Finnish Parliament, in addition to observing other criteria makes efforts to achieve balanced cooperation with countries with different social and political systems. The National Assembly of the Republic of Korea, the Assembly of the SFRY, Canada also take into account the state of bilateral relations.

The annual plans of cooperation of the Italian Chamber of Deputies are established on the basis of principles agreed upon by the political groups and objectives of the activities of Standing Commissions.

2. When visiting foreign countries, as a rule parliamentarians do not meet only with members of Parliament of the host country.

Only the French Senate fosters the practice of using these visits to the most part only for talks and contacts with the Senate members. However, exceptions to this rule are possible.

In other countries it is a regular practice for parliamentarians to meet and have talks with the representatives of the executive authorities of the host country (Prime Minister, Foreign Minister or other Cabinet members). As a rule the hosts are ready to arrange all the meetings the guests express an interest in. In some countries foreign parliamentarians may meet the Head of State (Portugal, Finland, GDR, Yugoslavia, Cyprus).

In Yugoslavia the President of the Presidency of the SFR of Yugoslavia always receives foreign parliamentary delegations headed by the President of the Parliament.

Visits of foreign Parliamentary delegations in all countries are considered as an opportunity for getting the members of the visiting delegation acquainted with the

developments of the host country. In selecting what is to be shown the hosts take into account the interests and wishes of their guests. Sometimes the opinion of the executive bodies is asked for in this respect (Australia), or the choice depends on the nature of the visit (Jordan) and the level of relations between particular countries (Jordan).

3. Some Parliaments set up special official delegations for talks with foreign parliamentary delegations (Congo, Israel, Jordan, Senate of the Spanish Cortes, Portugal, Yugoslavia, Zaire, Republic of Korea, Norway, Canada, Italy).

In the Australian and Finnish Parliaments members of the Executive Committee of the national IPU groups, members of the Foreign Policy Committees of both Houses of Parliament and those parliamentarians who have visited the respective country as members of the Australian delegation are invited to take part in the talks with foreign parliamentary delegations. Other interested persons may request an invitation to participate and their request may be granted.

In the French Senate talks are conducted with the members of the friendship groups with the country of the visiting delegation. The National Assembly appoints one or more members to attend only those talks the visiting delegation has in the Assembly.

In both Houses of the U.K. Parliament, for IPU organized visits an ad hoc welcoming committee is set up, comprised of volunteer Members who have expressed an interest in the visit. For visits organized by the CPA in its own Executive Committee and members of the relevant national group form the welcoming party. In cases when the CPA Branch is the host, a welcoming committee is set up of the members of the CPA Branch Executive Committee and members of the friendship groups.

In the House of Representatives of the Cortes, foreign parliamentary delegations meet with the President of the House and members of those Committees are responsible for the issues on which views are to be exchanged. Foreign delegations visiting the Parliament of Cyprus hold talks with members of the Foreign Affairs Committee, but the talks are open to other parliamentarians who show an interest in them.

In the Parliament of the German Democratic Republic the Presidium, parliamentary groups and committees decide who will participate in the talks.

In some Parliaments, regardless whether or not official delegations for talks are set up, meetings are open to other parliamentarians as well (Australia, France—Senate, Finland—except during meals, United Kingdom, Spain—the Senate, Portugal, the Netherlands, Belgium, Norway, Cyprus, Denmark, Canada, Greece, Sweden).

It is customary in the Parliaments of Austria, Jordan, Portugal, Zaire, Belgium, the Netherlands, GDR and Greece that foreign delegations have meetings with the parliamentary committee responsible for the issues being examined during the visit.

In the British Parliament such meetings are arranged if the visiting delegation is actually the relevant committee of the other Parliament. The same practice exists in the Swedish Riksdagen.

On the occasion of visits to the Knesset, the Finnish Parliament, Italian Chamber of Deputies and the Folketing such meetings may be organized at the

request of the guest delegation. (In its reply the Finnish Parliament pointed out that this happens exceptionally rarely). However such a possibility does exist in the Parliament of Canada.

If a foreign delegations visiting the Danish Folketing expresses an interest in questions linked to the European Economic Community the hosts arrange talks with the Committee for Market Affairs.

In other parliaments it is the practice that the visiting delegation meets only those members of the committee concerned with the particular subject of the visit (Austria, Spain, Yugoslavia) and, in the French Senate, the delegation may meet, at its request, just the chairman of the relevant committee.

As a general rule, government officials do not attend such meetings with members of parliaments, except in GDR, Zaire, Australia and Canada (where they normally do attend). Occasionally but very rarely, government officials do attend such meetings in the Spanish Senate, the Assembly of Yugoslavia, the Norwegian Storting and the National Assembly of the Republic of Korea.

More often ambassadors or embassy officials from the delegation's own country attend such meetings (Jordan, Austria, Finland, Yugoslavia, Netherlands, Belgium, Canada, Sweden, Italy, Cyprus).

## VII. COMPOSITION OF OFFICIAL PARLIAMENTARY DELEGATIONS

The composition of parliamentary delegations is determined in a number of ways, but in most Parliaments the President of Parliament or the Bureau determine the final composition of delegations.

In the Parliament of Congo, the House of Representatives of the Cortes, the Folketing and the Belgian Parliament the composition of delegations is established by the Bureau, or the President of Parliament in the case of Zaire and Greece. In the Knesset this is under the competence of the President who undertakes prior consultations with the political parties, but makes the final decision by himself. In the Parliament of the Netherlands, at the request of the President, all larger political groups in the Parliament choose one member of the delegation, while smaller groups also choose one member but take their turn. In the Parliament of the GDR the Presidium decides after considering the proposals of the political groups. In the Spanish Senate, the Bureau decides on the number of delegation members and the criteria for their selection while political groups choose specific persons.

In the Storting the Presidency appoints the head of the delegation and determines the number of its members. In the Riksdag the members of delegations are determined by the political groups, while the final membership is confirmed by the Speaker's Conference (the Speaker, the Deputy Speaker and the Chairmen of the Standing Committees).

In the Netherlands Parliament the final membership of delegations headed by the President of the House is determined by the President himself. However, if a delegation to represent the Canadian Parliament in one of the eight international parliamentary bodies of which it is a member is in question, the composition of the delegation is established according to the rules of the constituent documents of

these bodies. In this case the choice of the delegation members is done by the Selection Committee composed of representatives of the Executive Committee of the body in question and representatives of political parties.

In the Australian Parliament, the Presidents of the Houses and the Prime Minister establish the number of members of delegations. This number is determined so as to ensure equitable representation of the government and the opposition parties, and in some cases representatives of minority parties and the independents are also members of the delegations, and their number is commensurate to their number in the Parliament. Political groups decide on the members of the delegation under their own procedures.

In the National Assembly of the Republic of Korea the President distributes the places in the delegations among the political groups in line with the purpose of the visit and the size of the delegation. Each political group appoints its members of a delegation, and the President confirms the final composition of the delegation.

In the Portuguese and Cypriot Parliaments political groups determine the composition of parliamentary delegations.

In the Jordanian Parliament this is under the competence of the President and the members of the national IPU group, while in the Austrian Parliament it is the Executive Committee of the IPU Group which decides on the number of delegation members and its distribution among the political parties in the Parliament.

In the Finnish Parliament delegations are headed by the President of the Parliament or one of the Vice-Presidents, and each of the larger parties has one place in the delegation, while smaller parties, having from 1 to 11 seats in the Parliament share one place in the delegation. Within the framework of its budget the IPU group is independent in determining the composition of the delegations.

In the French Senate the composition of the delegations sent from Committees is established by the Committee itself and that of the friendship groups by the Group Bureau. In the National Assembly the body sending the delegation determines its composition.

In the British Parliament, interested Parliamentarians are invited to register their names for a place on the delegation of the IPU Group and the CPA Branch, and the decision on the composition of the delegations is made by Committee of the CPA or IPU branch chaired by the Speaker.

As far as study visits by Committees are concerned, only permanent members of the Committee may take part.

In the Yugoslav Assembly the composition of delegations is established by the Foreign Policy Committee of the Federal Chamber and the Foreign Economic Relations Committee of the Chamber of the Republic and Provinces.

The members of an official delegation of the FR of Germany's Bundestag visiting a foreign Parliament are appointed by the delegation leader, i.e. by the President of the Bundestag or a deputy. Prior to making a decision, the latter reaches agreement with the executive of the parliamentary group which the Bundestag Member of Parliament wishing to take part in the visit belongs to.

The most frequently observed criterion in deciding on the composition of delegations is the criterion of proportional representation of members of the

different political parties in the Parliament (Australia, Israel, Austria, France, Finland, UK, GDR, both Houses of the Cortes, Belgium, Parliaments of the Netherlands, Republic of Korea, Norway, Greece, Sweden, Italy and FR of Germany).

Many Parliaments also take into account the Members' knowledge of the subject matter on the agenda of the talks (Israel, the Netherlands, Jordan, Austria, Republic of Korea, Zaire, UK, Portugal, GDR, Yugoslavia, Belgium, Canada, Italy, the Spanish Senate and FR of Germany).

In countries with a federal structure or with certain regions with specific features efforts are made to achieve an equitable representation of members from different regions in parliamentary delegations (Jordan, UK, Belgium, GDR, Yugoslavia, Canada, the Spanish Senate).

Some Parliaments also take into account the social and professional affiliation of the members of the delegation: Austria, Jordan, UK, Portugal, GDR, Yugoslavia, Greece and the Spanish Senate.

In the Parliament of Zaire a member of a delegation is required to be a people's commissioner or official in the Parliament.

The Swedish Riksdag takes steps to ensure a high level of delegation members, so that their composition includes the presidents of political groups, senior party members or even party leaders.

In most Parliaments there are no special rules on the number of members of parliamentary delegations sent on visits, as well as of delegations which are received.

However, one can note the tendency to limit the number of delegation members to a reasonable level in line with efficiency requirements and economic spending practices.

The Parliaments of Australia, Portugal, the Republic of Korea, Israel, Canada and the UK (their delegations usually number 5-6 members) establish the number of members of their delegations in agreement with the host Parliaments.

In recent years Austrian parliamentary delegations usually had 7 members in addition to the head of the delegation. However, the delegation may also be a smaller one. Finnish parliamentary delegations usually have 5-8 members. This is decided on a case by case basis. The Netherlands and Norwegian parliamentary delegations averagely number 6 members, the maximum being 8. Belgian delegations usually have 7-9 members, Danish 5 (visits of the Presidium), and Swedish 7 (the President and 6 members). The FR of Germany's Bundestag delegation going on official visits or study tours aboard generally comprise 5-7 members.

The FR of Germany's Bundestag delegation going on official visits or study tours aboard generally comprise 5 to 7 members.

The size of Jordanian parliamentary delegations depends on whether the visit enjoys official or unofficial treatment.

The number of members of Cypriot and Italian delegations depends on the number of political groups in the Parliaments, for as a rule each is entitled to one place in the delegation.

In the delegations of the Standing Commissions of the French Senate the number of members is one tenth of the total number of members of the Committee while delegations of friendship groups also have at least one tenth of the

total membership. However, in the latter case there is a limitation, i.e. the number of delegation members may not exceed 7. The average number of National Assembly delegations members is 7, but Bureau delegations may have over 7 members.

As a rule, delegations of the Assembly of the SFR of Yugoslavia, in addition to the head of the delegation and the Secretary to the delegation may have a maximum of 4 delegates.

As for the size of foreign delegations, Parliaments observe the criterion of mutual agreement and reciprocity (Australia, Portugal, the UK, the French National Assembly, Belgium, Zaire, the Republic of Korea, Norway, Canada, and FR of Germany).

The Knesset does not pose limitations with respect to foreign delegations, but sometimes gives it suggestions. The Austrian Parliament observes the principle of reciprocity and so does the Assembly of Yugoslavia, except in cases of unofficial visits of foreign parliamentary delegations who pay their own expenses.

The Parliaments of Greece and Canada do not limit in advance the number of members of foreign delegations that visit them. This is also the case with the Riksdag, where it is considered that the maximum number of members of foreign delegations should not exceed 14, including assistant staff.

It is interesting to note that the UK CPA Branch extends an invitation to 50 parliamentarians from the countries of the Commonwealth, (1-2 from each country), to attend two annual meetings because it finds such meetings more economical than the usual return visits.

Parliamentary delegations always include one or more staff assistants.

Delegations usually have a secretary: Australia (appropriate clerk in the Parliament); Austria, Israel, France, House of Representatives of the Cortes, GDR, Yugoslavia (Secretary of the Foreign Policy Committee or Committee official, or the foreign policy adviser to the President if the delegation is headed by the President), the Netherlands (secretary or assistant secretary of one of the Houses), Norway, Belgium, Zaire, Canada (usually a member of the Secretariat for International Relations), Italy.

Delegations also include other associates from parliamentary foreign policy services or experts on specific issues (Congo, Australia, Jordan, Republic of Korea, Zaire, Austria, Finland, Cyprus—the Secretary of the Parliament in charge of international affairs always accompanies the President of the Parliament and can be the interpreter at the same time; Committee delegations include the Committee secretary and another staff member, while IPU Group delegations include the Group Secretary; United Kingdom—members of the professional committee staff, advisers to the delegation or senior staff members of the Parliament; GDR, Yugoslavia and the Spanish Senate; Belgium—House of Representatives (usually a staff member from legislative or administrative services), Canada (advisers for complex subjects on the agenda of the talks), Sweden, Italy, Greece.

The delegations are sometimes accompanied by the personal assistants of the head of the delegation (Austria—the total number of assistants never exceeds 3 persons; the Spanish Senate, Portugal, Yugoslavia, the National Assembly of France, the Republic of Korea, Denmark, Canada).

The number of persons accompanying official parliamentary delegations of the FR of Germany's Bundestag is mutually agreed in advance and ranges from 3 to 5 (secretary, interpreter, personal assistant, protocol and security officer).

Sometimes secretaries-general accompany parliamentary delegations: Jordan, Cyprus, Sweden and Finland, or secretaries of the Houses in the case of the Belgian Parliament.

Although not frequently, delegations may include interpreters: GDR, Yugoslavia, the Spanish Senate, Norway, Finland, Belgium (House of Representatives), Canada, Italy.

Delegations headed by the President of the Knesset include security officers, as is the case with delegations of the Spanish Senate, the Zaire Parliament and the GDR and the SFRY Assembly, when headed by the President. Protocol officers accompany delegations at presidential level: the Spanish Senate, Parliament of the GDR, the Republic of Korea, Zaire, Italy: Chamber of Deputies and rarely the Assembly of the SFR of Yugoslavia.

Representatives of the mass media never accompany parliamentary delegations of Australia, Israel (this practice was abandoned), France (Senate), Spain (both Houses), Portugal, Belgium, Cyprus, Canada, Sweden and Italy.

Representatives of the mass media very rarely accompany delegations of the French National Assembly, the Austrian Parliament (and previous approval from the host is sought; journalists make their own travel arrangements and pay their expenses); the National Assembly of Jordan (only to neighbouring countries, and the Government makes their travel arrangements), the Parliament of Finland (in most cases they pay their own expenses), the United Kingdom (they pay their own expenses), Yugoslavia (they pay their own expenses, except when the host country does this on the basis of reciprocity), the Republic of Korea (the costs of their stay, except air travel costs, are borne by the National Assembly), Norway, the Netherlands (they make their own travel arrangements), Denmark (they are included in the delegation), Greece, the FR of Germany's Bundestag (arrangements are made by the Bundestag Press and Information Centre).

Journalists frequently accompany delegations of the GDR Parliament and organize their stay in cooperation with the competent services of the host country or are assisted by the GDR Embassy in the host country. Journalists accompanying Zaire parliamentary delegations make their own arrangements in cooperation with the protocol service of the host country.

### **VIII. THE ROLE AND RESPONSIBILITIES OF GOVERNMENT BODIES AND SERVICES IN THE DEVELOPMENT OF BILATERAL RELATIONS BETWEEN NATIONAL PARLIAMENTS**

In some countries Ministries for Foreign Affairs and diplomatic and consular missions, inter alia, have the task of promoting parliamentary cooperation (Australia, the French National Assembly and Jordan if so requested, Greece, Canada, Italy, and the FR of Germany's Bundestag), or their role in this area consists only of rendering assistance in arranging direct parliamentary contacts (Australia, the French National Assembly, Israel, Japan, Jordan, Austria, Cyprus—render the necessary assistance; Finland, United Kingdom—except if relations with a foreign

Parliament are so close that the services of diplomatic missions are not necessary; Spain, Portugal, GDR, Yugoslavia, the Netherlands, Norway, the Republic of Korea, Belgium—Senate, Zaire.

The French Senate only briefs the Foreign Ministry on the visits, and the Ministry of Congo in no way takes part in developing and implementing parliamentary cooperation.

In addition to Foreign Ministries, in some countries other government agencies also participate in the preparation of visits of parliamentary delegations, mainly by providing members of parliamentary delegations, upon their request, with information on subjects to be discussed during their meetings with parliamentarians from other countries (Australia, Israel, Austria, Finland, Japan, GDR, Yugoslavia, Jordan, Zaire, National Assembly—if necessary, Canada, Sweden, Cyprus, Greece and of FR of Germany).

With respect to delegations of the French Senate, government agencies have no special obligations in preparing their visits, except that sometimes various ministries may take part in preparing the programmes of the stay.

Diplomatic and consular missions in the host country almost always take part in the organization of the visit. They primarily have the task of arranging contacts with foreign Parliaments during the preparation of the visit and programme of stay: Australia, Israel, Austria, France, Finland, UK, Spain, GDR, Yugoslavia, the Netherlands, Norway, Republic of Korea, Belgium, Zaire, Cyprus, Denmark, Canada, Sweden, Italy, Greece, FR of Germany.

The diplomatic and consular missions of some countries brief the members of parliamentary delegations upon arrival on various subjects: Finland, UK, GDR, Yugoslavia, Denmark, Canada, Japan, Sweden, Greece. Some delegations are accompanied, during the talks, by their diplomatic or consular representatives: GDR, Yugoslavia, Cyprus, Sweden, Greece, or they offer other services.

## **IX. THE STATUS OF OFFICIAL PARLIAMENTARY DELEGATIONS AND MEMBERS OF PARLIAMENT ON VISITS AND PROTOCOL STANDARDS**

The legal treatment of members of parliamentary delegations visiting foreign Parliaments differs considerably. Some countries apply the standards of international law, others special internal law standards, while in a number of countries the members of these delegations enjoy the same status as all foreigners on the territory of the respective country.

Parliamentary delegations visiting the FR of Germany's Bundestag enjoy the same facilities and privileges as are granted to members of the diplomatic corps under international law. This status is accorded through the applications of these international standards by analogy to parliamentary delegations.

1. In Congo, Zaire, Jordan and the GDR, foreign parliamentary delegations enjoy the facilities, privileges and immunities granted under the UN Convention on Special Missions to "Special missions" and "high ranking personalities". Sweden does not explicitly apply the provisions of this Convention to foreign parliamentarians on official visits in its territory. The Belgian House of Repre-



sentatives treats these personalities as "high ranking personalities", but they do not enjoy privileges of a diplomatic nature.

Australia, the Republic of Korea and Portugal are not signatories of this Convention and, therefore, do not apply its provisions.

Other countries, also signatories of the above UN Convention, do not implement its provisions directly with respect to foreign parliamentary delegations, but in all of them members of such delegations enjoy certain facilities, privileges and immunities.

In practically all countries members of foreign parliamentary delegations enjoy facilities with respect to accommodation, transport and unhampered communications for official purposes.

In addition, the inviolability of official correspondence and residence are observed in Finland, Spain, Yugoslavia, France, the Republic of Korea, Canada and Cyprus. Foreign parliamentarians visiting Yugoslavia and France are exempt from police and customs search.

Although it does not directly apply the provisions of the UN Convention on special missions to representatives of foreign Parliaments on visits, Austria does this in a broader sense, according to the principle of analogy, and thus ensures the protection of human rights and freedoms. Analogous to that it also applies other provisions except the ones relating to exemption from justice and taxation.

Portugal has no special rules on this, but in principle it accords the same facilities, privileges and immunities enjoyed by diplomatic representatives, while Belgium and Zaire accord those granted to high ranking personalities.

In Sweden and Greece foreign parliamentarians on visits enjoy those privileges, facilities and immunities in the service of their mission.

The Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons is applied by Australia to the heads of parliamentary delegations (while all the other members are subject to the 1971 Australian Parliamentary Act). Finland applies its provisions to all persons holders of diplomatic passports and the Republic of Korea and Zaire to all members of all parliamentary delegations. In Cyprus, members of foreign parliamentary delegations are not considered internationally protected persons. As a rule, host countries accord broad protection to members of foreign parliamentary delegations, but in principle based on domestic legal standards.

With respect to the status of members of foreign parliamentary delegations, Israel observes the rules of international common law.

Members of parliamentary delegations may be holders of diplomatic passports (Australia—depending on their status in the delegation; Jordan—if the parliamentarian is a former member of Government or a former Minister or has been granted a diplomatic passport due to special reasons; Austria—parliamentary personalities discharging certain functions in their Parliament—the President, Vice-Presidents, Heads of political groups, etc.; Finland—if there exist special reasons; members of the Bureau of the House of Representatives of the Cortes; Portugal, GDR—office-holders in the Parliament; Yugoslavia—all parliamentarians, members of delegations; French National Assembly—former diplomats and members of Government; the Netherlands—only those members of Parliament who are members of the Parliamentary Assembly of the Council of Europe; Republic of Korea—if the delegation is attending an international con-

ference or seminar; Zaire—Bureau members; Belgium—Presidents of the House, state Ministers and former Prime Ministers; Denmark—the President of the Folketing and Foreign Policy Committee, members of the Folketing participating in session of the Parliamentary Assembly of the Council of Europe or members of the Danish delegations at UN General Assembly sessions; Canada—the Presidents of the Houses; Sweden—the President of Parliament and members of the Foreign Policy Committee; Italy—the President and Vice-President of the Chamber of Deputies; Greece—all Parliament members; Japan—all parliamentarians, with a service passport; all members of the FR of Germany's Bundestag are entitled to a diplomatic passport.

Among those who travel as holders of ordinary passports are French senators, members of both Houses of the Spanish Cortes (see exemption above) and Jordanian parliamentarians (see exemption above) and Cypriot parliamentarians.

Members of delegations of the Storting and the Parliaments of the Netherlands and Belgium are holders of special passports giving them protection similar to that enjoyed by diplomatic passport holders.

Members of all other parliamentary delegations are holders of service passports.

2. In a considerable number of countries the protocol standards applied to members of the national Parliament are part of the national protocol: Australia, Israel, Austria, GDR, Yugoslavia, Zaire, Republic of Korea, Norway, the Netherlands, Greece, Italy, Canada, Senate of the Cortes and FR Germany.

There is one group of Parliaments that have their own rules concerning protocol treatment of their members: Finland, Portugal, Cyprus, Sweden, the House of Representatives of the Spanish Parliament, the French National Assembly. The Danish Folketing independently sets its protocol rules—parts referring to table seating arrangements and the issuance of passports by the Ministry for Foreign Affairs.

A separate group is made up of Parliaments which do not observe any special or formal rules: Jordan—observes certain parliamentary traditions; UK.

With respect to the treatment accorded to members of foreign parliamentary delegations some Parliaments observe the rule of granting them such protocol treatment that they enjoy in their respective countries: GDR, Spain (an exceptional criterion is applied analogous to members of the National Parliament), Finland, Australia, Austria, France (National Assembly), Cyprus, Canada, Sweden, Italy.

The French Senate accords equal treatment to foreign parliamentarians as it does to its own, and this is also the case in the Parliaments of Belgium, the Netherlands, the Norwegian Storting, the National Assembly of the Republic of Korea, the Parliament of Zaire, the Danish Folketing, the Greek Parliament and FR of Germany's Bundestag.

3. The list of precedence in most Parliaments is established according to the rank, i.e. the level of the function discharged by the member of Parliament in the Parliament. Thus, the list is headed by the President (Vice-President) of Parliament or President (Vice-President) of the Houses. Bureau members, followed by the Chairmen of the parliamentary committees and political groups and other

members of Parliament (Australia, Austria, Republic of Korea, France—on the list of precedence after the Vice-President of the Senate is the Quaestor, then the Secretary, and other persons; Finland; Portugal; GDR; Yugoslavia; UK; Belgium—the Vice-President is followed by parliamentary secretaries, quaestors, and presidents of political commissions; Cyprus, Denmark, Italy, Greece—after the President of Parliament is the leader of the largest opposition party, the FR of Germany's Bundestag—the holders of important offices have particularly important status (chairman of parliamentary groups, vice-presidents, party leaders, committee chairmen and their deputies).

In addition to this basic criterion, certain Parliaments have additional criteria, such as the length of the parliamentary term of office or the time spent in the performance of a certain function (Australia, Belgium, Austria, United Kingdom, Japan, Finland, Cyprus, Denmark, Canada, Italy, Sweden) or the criterion of discharging other political functions in state organs, political parties or mass organizations (GDR). The Finnish and Cypriot Parliaments apply the additional criterion of the number of seats in the Parliament held by the party of which a parliamentarian is a member. The Finnish Parliament and the Japanese Diet take into account the age of the parliamentarian. The same criterion is observed by the Italian Chamber of Deputies. In the British Parliament one of the additional criteria is membership of the Privy Council.

In the Jordanian Parliament priority on the list of precedence is enjoyed by parliamentarians who previously served as members of Government, Ministers, Under-Secretaries, etc.

The Knesset observes strict rules only with respect to the treatment accorded to the President of the Knesset.

4. The protocol courtesies accorded to foreign parliamentarians include, in almost all countries, official meetings with high state and government officials (in some countries the choice depends on the level of the parliamentary delegation on a visit), official meals, flags—more frequently on cars used by the delegation and less frequently on their residence, laying wreaths on the Tomb of the Unknown Soldier, adequate welcome and farewell ceremonies. The SFRY Assembly sometimes convenes joint sessions of both Chambers when the President of a foreign Parliament is heading the delegation and expresses his desire to address the delegations of the SFRY Assembly.

In all Parliaments, except in the Parliament of the GDR, the Japanese Diet the FR of Germany's Bundestag and the Italian Chamber of Deputies where this is not the custom, members of foreign parliamentary delegations on a visit may attend plenary sessions of the Parliament (House). However, in no Parliament may they take part in debates.

The foreign delegations attending a plenary session are welcomed by the President of the Parliament or of the House. Foreign parliamentary delegations may attend sessions of the Senate Committees in the Cortes but may not take the floor.

All Parliaments, except of course those which have already reduced their protocol ceremonies to the minimum, take steps to reduce them to the necessary and reasonable level and lay emphasis on the working nature of the visit, exchange of views among parliamentarians and with other personalities the foreign dele-

gation meets (Australia, Austria, UK, Spain, Japan, Yugoslavia, GDR, Belgium, France—National Assembly), Italy—Chamber of Deputies.

To this end due account is taken of the rank of the officials the foreign parliamentarians are meeting (Australia); meals frequently are of a working nature (Yugoslavia), and welcome and farewell ceremonies are minimized, of course taking into account the principles of reciprocity (Yugoslavia).

Under the Protocol rules of the FR of Germany's Bundestag official visitors are given V.I.P. treatment. Aside from this, however, ordinary working visits by parliamentary delegations—particularly at Committee level—have become more frequent.

## X. SERVICES FOR BILATERAL RELATIONS WITH THE NATIONAL PARLIAMENTS OF OTHER STATES

Most Parliaments have set up special services for bilateral and multilateral cooperation, according to the internal rules of procedure of the Parliament. In most Parliaments these are special services dealing with inter-parliamentary cooperation issues. In other Parliaments these tasks are entrusted to commission (committees) for foreign affairs, or other Parliament services discharging other tasks as well.

Australia: each of the Houses has special services in charge of all the administrative work related to the maintenance of bilateral relations with the Parliaments of other countries and they render administrative assistance in organizing visits of foreign delegations. They work for the Secretariat of the Australian IPU Group and the Australian CPA Branch, as well as the Secretariat of the South Pacific Region. Each of these services has 4 clerks.

There is also a special service in the framework of the Austrian Parliament and it does all the work for the IPU Group, the Austrian delegation in the Parliamentary Assembly of the Council of Europe, work connected to the participation of Austrian parliamentarians in the work of the EFTA Parliament Committee. This service is directly connected to the Secretary-General and has 7 clerks (three are college graduates).

Finland: these tasks are discharged by the Secretary of the Parliament for International Relations who has three assistants. This body directly works with the President of the Parliament and cooperates with the Secretary-General and other parliamentary services.

UK: the Overseas Office is in charge of work for British delegations in three international parliamentary assemblies and is in charge of relations with the officials of other parliaments. The British IPU Group and CPA Branch have their own Secretariats, which discharge all the work related to their cooperation. A total of eighteen staff perform this work, out of which only 6 are Parliamentary staff.

Spain: both Houses of the Cortes have special services—Directorates, dealing exclusively with issues of international bilateral and multilateral cooperation among Parliaments: organization, preparations and consultations on issues falling under their competence.

In the House of Representatives this service is headed by a director, the lawyer of the House, who is assisted by a number of staff.

Portugal: the Service for International Parliamentary Missions is in charge of relations with international parliamentary organizations and has 6 persons working in it. It is directly linked to the Secretary-General. There is also a Service for Public Relations which prepares all visits of foreign parliamentary delegations and is in charge of all activities of a ceremonial nature in the Parliament. This Service numbers 9 persons.

GDR: the Secretariat for Inter-Parliamentary Cooperation carries out these tasks and its staff numbers 5 people.

Yugoslavia: in the SFRY Assembly all tasks related to cooperation with foreign national Parliaments and international parliamentary bodies with which the Assembly maintains relations, are carried out by the Service of the Foreign Policy Committee. The Secretariat of the Yugoslav IPU Group discharges all tasks related to the activity of the Group.

Israel: in the Knesset there is an Assistant for Inter-Parliamentary Cooperation in charge of all issues related to the international cooperation of the Knesset.

Zaire: there is a special service exclusively dealing with bilateral questions and issues related to the multilateral cooperation of the Zaire Parliament. There are also administrative secretariats of national groups and the external service of the Parliament Bureau. Each national group secretariat has one clerk and the Bureau Service a staff of 5 persons.

The Republic of Korea: the Bureau for Inter-Parliamentary Affairs and Protocol are in charge of all activities linked to cooperation with other Parliaments. These services have three sectors: protocol, inter-parliamentary cooperation and cooperation with international parliamentary organizations. These services are directly linked to the Bureau of the Parliament and are headed by a director.

Norway: the Storting has an International Secretariat operating under the Secretary-General, but headed by the Secretary to the Foreign Policy Committee. The Secretariat has one secretary to the delegations, two deputies and two assistants.

Japan: the House of Representatives and the House of Council have their Foreign Affairs Departments divided into three specialized divisions and with a total membership of 58.

The FR of Germany's Bundestag: the Parliamentary Relations Division deals with matters relating to bilateral and multilateral co-operation. It is divided up into the following five sections: protocol, Interparliamentary Relations, International Relations travel, International Exchange Programmes, Language Service. The division has a staff of 56.

The main task of this service is to render assistance to the standing multilateral delegations of the Storting in the Council of Europe, the North Atlantic Assembly and the Inter-Parliamentary Union. It also discharges duties related to bilateral cooperation between the Storting and the Parliaments of other states.

The Netherlands: there is a joint service of the two Houses for Inter-Parliamentary Cooperation, and in addition to the secretary it has four staff members. Its work is supervised by the Joint Commission of members of both Houses.

Cyprus: the Service for International Relation is composed of a head and two clerks in charge of issues related to bilateral and multilateral relations with foreign countries.

Denmark: there is a special service in charge of issues in this field.

Canada: the Parliamentary Secretariat for Relations with Foreign Parliaments and International Parliamentary Associations is, at working level, in charge of implementing programmes of parliamentary cooperation. This service carries out tasks for both Houses. The Secretariat is responsible to the Clerk of the House of Commons. Its work is directly managed by the Secretary General for relations with foreign Parliaments, and in addition to him the Secretariat has a staff numbering 28 persons.

Sweden: the International Secretariat discharges all tasks related to the IPU, the Council of Europe and bilateral relations with foreign Parliaments.

The Secretariat is headed by the Secretary of the Standing Committee for Foreign Affairs, and has a staff of three persons.

The International Secretary is at the same time the Secretary of the Swedish IPU Group and Secretary of the Swedish delegation to the Parliamentary Assembly of the Council of Europe.

Italy: the Service for International and Community Relations carries out tasks related to bilateral parliamentary cooperation and relations with EEC and international parliamentary bodies. This service gives secretaries for delegations to international parliamentary bodies, organizes research and the preparation of documents and standards, issues information bulletins and renders other types of assistance to delegations on visits to foreign countries.

The Service of the Italian IPU Group is part of the Service for International Relations.

France: the Directorate for International Relations is, inter alia, in charge of carrying out tasks in this field.

In other Parliaments (Congo, Jordan) no such special services exist, but the Parliament of Jordan is in the process of setting one up. In the Belgian Parliament these tasks were discharged by the Quaestors of the Houses up to now and when necessary, or the IPU Group Secretariat. However, recently a Bureau for International Relations was set up and will be in charge of policy issues and documents in this field. Protocol services participate, in an appropriate way, in implementing inter-parliamentary cooperation.

## **XI. FINANCIAL MATTERS RELATED TO BILATERAL COOPERATION BETWEEN PARLIAMENTS**

1. All Parliaments except the Parliament of the Netherlands apply the principle of reciprocity with respect to the expenses of foreign parliamentary delegations.

In the British Parliament, the principle of reciprocity applies to the activities of the IPU Group and the CPA Branch. However, unlike the British IPU Group, the UK CPA Branch does not invite Commonwealth parliamentary delegations to pay return visits. Their return visits are undertaken instead by parliamentary

meetings or seminars for Commonwealth countries, organized each year by the UK CPA Branch, to which it invites 1 or 2 delegates from these countries.

By observing the principle of reciprocity almost all Parliaments pay the expenses for foreign, mainly official delegations, from the moment the foreign parliamentary delegations enter to the moment they leave the territory of the host country.

There are certain cases in which Parliaments pay the expenses for their delegations visiting foreign Parliaments. It is difficult to define the cases when this happens in a unified and precise manner.

The Australian Parliament pays the expenses of its delegations in foreign countries when the host does not accord them full guest status. However, in such cases there is no strict reciprocity, and the decision on the observance of this principle depends on the economic circumstances of the particular country.

British select committees on study visits pay their own expenses in foreign countries, except for tokens of hospitality and travel expenses within the host country.

When visiting Israel foreign delegations may cover their own expenses, and vice versa, sometimes Israeli parliamentary delegations pay their own expenses on visits to foreign countries.

Jordan observes the rule that its Parliament pays the expenses of its delegations to foreign countries, if the visit is taking place without an invitation of the host country (i.e. if the Jordanian initiative for the visit has not turned into a formal invitation by the host Parliament). Under the same conditions the expenses of study visits of Austrian, Swedish and Dutch parliamentary delegations are borne by the Parliaments of these countries.

Foreign delegations pay their expenses in Jordan, Sweden, and Greece if they visit these countries at their own initiative and without a formal invitation.

The Japan Diet pays the expenses in Japan only for invited foreigners.

The French Senate and National Assembly, the Swedish Riksdag and the Belgian Parliament pay the visits of delegations of their standing committees. The Greek Parliament also covers the expenses of all its delegations unofficially visiting foreign countries.

The FR of Germany's Bundestag does not bear expenses in the case of working visits, where no official invitation has been extended.

With the exception of the Parliament of the GDR, no other parliament has a fixed list of expenses it defrays as host to foreign delegations. As a general rule these include, *inter alia*, accommodation, meals and transportation in the host country.

Some Parliaments reach an agreement on these matters during the preparation of the visit (Austria, Finland and the Netherlands).

Host Parliaments as a rule pay the expenses for all the members of the delegation of whose arrival they had been notified in advance or specified in the written invitation sent prior to such visit. Thus, Parliaments sending delegations generally pay the expenses for those persons for which they did not notify the host in advance, although there are exceptions to this rule—the Republic of Korea. The British Parliament and the SFRY Assembly explicitly state that they shall not take upon themselves to pay the expenses of the family members of delegation members.

2. Most host Parliaments do not cover the expenses of mass media representatives accompanying foreign parliamentary delegations: Austria, Australia, France (Senate), UK, Spain, Japan, Norway, the Netherlands, Italy.

Other Parliaments defray these expenses but under certain conditions: Zaire, Jordan—if these persons are included in the number of delegation members of which they have been notified in advance; Finland and Yugoslavia—if the mass media representatives are included in the official suite and if they do not number more than two persons; the SFRY Assembly defrays the expenses for such persons in cases when obliged to do so according to the principle of reciprocity; the Republic of Korea, Denmark, Canada, Sweden, Greece, if the journalists are part of the official suite.

Persons accompanying the delegation (staff, experts, interpreters, etc.) enjoy, as a rule, equal financial treatment to the parliamentarians as members of the delegations.

3. The choice of the means of transportation usually depends on the size of the delegations and the distance.

Smaller delegations are usually transported by official cars and larger ones by buses. For greater distances trains and airplanes (regular and charter flights and possibly special flights) as well as ships are used.

4. The amount of resources earmarked for cooperation with the Parliaments of foreign countries is planned by the Bureau in the House of Representatives and the Senate of the Cortes, in the Netherlands Parliament and the Storting, by the President of the National Council in Austria in agreement with the second and third Vice-Presidents, and the President in the Israel Knesset. In the French Senate and the Belgian Parliament this duty is discharged by the Quaestor.

In the Assembly of the SFRY the Foreign Policy Committee proposes the amount of financial resources for parliamentary cooperation, while the Cabinet Commission is in charge of this in the Finnish Parliament.

In the French National Assembly this issues falls under the competence of the Service for Inter-Parliamentary Cooperation and the Protocol, as is also the case in the Parliament of the Republic of Korea.

In the Parliament of Cyprus the budget proposal for these purposes is made by the Secretary-General after consultations with the Service for International Relations. The Directorate for International Relations proposes the amount of resources for these purposes in the Greek Parliament.

In the Danish Folketing, this task is performed by an official of the international relations office.

In the Parliament of Canada the Secretariat of each parliamentary association prepares a proposal which is submitted for approval first to the Advisory Committee and the Speakers of the Houses and then to the Board of Internal Economy, composed of members of all political groups.

In the Parliaments of Portugal, Zaire, Sweden and the GDR this is done by the Financial Service of the Parliament.

The British IPU Group and CPA Branch agree on the amount of resources for their work with the Government.



In the Japanese Diet the amount of financial resources for these purpose is determined by the Sub-Committee on general affairs of the Standing Committee on Rules and Administration.

In the F.R. of Germany's Bundestag the question of funding for interparliamentary co-operation is discussed by the Budget Committee, the final decision being made at a plenary meeting.

## ASSOCIATION OF SECRETARIES GENERAL OF PARLIAMENTS

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The Association of Secretaries General of Parliaments, constituted as a consultative organism of the Inter-Parliamentary Union, seeks to facilitate personal contacts between holders of the office of Secretary General in any Parliamentary Assembly, whether such Assembly is a Member of the Union or not.

It is the task of the Association to study the law, procedure, practice and working methods of different Parliaments and to propose measures for improving those methods and for securing co-operation between the services of different Parliaments.

The Association also assists the Inter-Parliamentary Union, when asked to do so, on subjects within the scope of the Association.

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A new, enlarged, revised and updated edition of the reference compendium "PARLIAMENTS OF THE WORLD" is to be published in English and in French during 1986.

This new edition will provide a comparative survey of the structure, powers and operation of Parliaments in 83 countries, as well as of the working relationship between Parliaments and Governments. The information given is drawn from responses by the Parliaments to a study conducted by the Union and from the Union's large collection of documents on parliamentary and constitutional matters.

The work, in two volumes, can be obtained from the Gower Publishing Company Ltd., Gower House, Croft Road, Aldershot, Hants GU11 3HR, England (Tel. 252-331551) at a price of £70 including postage and packing.

Inter-Parliamentary Groups of the Union will receive a special order form from the Union Secretariat entitling them to a member's discount.