

II. The Independence and Neutrality of the Parliamentary Service

1. Introductory Note prepared by Dale' Haji Wan Zahr Sheikh Abdul Rahman, Secretary of Parliament of Malaysia (April 1992)

Introduction

The Secretariats of National Assemblies or legislatures of different political systems have their own administrative establishments and civil services. The civil services of the national assemblies normally belong to closed services and are headed by the Secretaries General or the Clerks of the Houses as they are called in the Westminster tradition. The civil services provide secretarial and administrative support systems to the national assemblies in the performance of their respective parliamentary functions.

The Hypotheses

A national assembly with differentiated structure, clear cut division of authority and financial control, and whose Secretary General has independent appointment and autonomous administration, is likely to have civil servants with high level of motivation and performance.

In a closed service like the secretariat of a national assembly the relation between the civil service and members at all levels can either be positive or negative to the support system which will affect civil service motivation and performance.

The objective of the study

The objective of the study is not to make a systemic comparative survey of the civil services of national assemblies of the ASGP countries. What the study

proposes to do is to identify certain critical areas in the Parliamentary institutional and legal provisions which are likely to affect the level of motivation and performance of the civil services as support systems to the national Assemblies and the Parliamentary functions.

The study also proposes to look at the relations between the civil service and the members in their working environment. The relations could either be positive or negative to the performance of the civil service.

Methodology and limitations

Information will be obtained from survey questionnaires. The questionnaires will be framed around the identified critical areas or the common determinants to draw the required information.

The responses would need careful examination of the respective national Constitutions, Acts of Parliaments and Parliamentary regulations pertaining to the civil services of the national assemblies. But as all of us are expected to be familiar with our respective institutional and legal provisions it would not be too difficult to answer the questionnaires which will be made simple and not too numerous.

There are limitations to the study. Looking at multicultural national assemblies with varying levels of political and economic development we are bound to face difficulties with explanation. Our ideological differences make us look at the same institutional structure with a different perception and value judgement. National assemblies with differentiated structure may not experience the problems faced by legislatures with simple institutional structure. However, within these limitations and constraints there are common determinants which can be examined with a certain degrees of objectivity.

The critical areas or common determinants

At the preliminary stage I thought it would be prudent to limit the determinants to the most relevant ones to the objective of the survey. In line with the hypotheses, the scope and objective of the survey, it is hoped that the identified determinants will not only be able to draw information that could help us to classify national assemblies into those with differentiated structures and those with simple ones but how they operate in relation to civil service performance in those critical areas. The first hypothesis may be proven wrong in certain

national assemblies with highly differentiated structures but low motivation and performance. Conversely, national assemblies with simple structures may indicate high motivation and performance. In such cases the causes may be found in other areas.

The following critical areas or determinants have been initially identified:

1. The approving authority of the Parliamentary budget and who is controlling it.
2. The appointing and removal authority of the Presiding Officers.
3. The appointing and removal authority of the Secretary General.
4. The appointing, removal and reemployment (promotion, disciplinary action and appeal) authority of other officers and staff of the civil service of the Parliament.
5. The level of support and co-operation of the members of Parliament.
6. The level of interference (patronization, administrative interference etc) of the members in the civil services.

Some views on the common determinants

I have identified the approving authority of the Parliamentary budget to capture information on whether the national assembly is self-budgetary or it is subject to the approval of the Cabinet of the Executive. Responses to questions in this area will enable us to identify whether the national assembly is financially fully independent or partially independent. In a bicameral Parliament we will be able to know whether the two Houses have separate budgetary allocations. It will also be useful to learn whether the offices of the Presiding Officers have separate budgetary allocations.

The appointing and removal authorities of the Presiding Officers and the Secretaries General of national assemblies in the Westminster tradition would be expected to have some kind of check and balance mechanism in line with the content of the separation of power. Those national assemblies which adhere to the socialist system would be expected to have less independent appointments.

The last two determinants identified relate to the relations between the civil service and the members. As this area concerns two subjects, both can further be divided into three status groups respectively (high, middle and low) to draw more accurate information on relations between the civil service and members.

Summary and conclusion

There are two areas of the study. Both areas concern motivation and performance of civil services in national assemblies in relation to institutional structures, legal provisions and human elements (relation with members).

The institutional and legal provisions relate to the critical areas or determinants concerning parliamentary budget, financial control and legal provisions on appointment, removal etc. of the Presiding Officers, the Secretaries General and other officers and staff of the Parliaments. Responses to questionnaires in these areas can help us to examine and explain the workings of these elements. Information can also be drawn about the degree of independence of Secretaries-General and the level of autonomy of their administration. Knowledge of the workings of these structures which relate to civil service performance would make useful comparative study.

The other area which the study hopes to investigate is the human element. The proximity and close working relations between the civil service and members are bound to affect civil service matters such as discipline, motivation and performance. The positive inputs include various forms of support (including morale support) and cooperation given to the civil services. The negative ones come in the form of interference of all kinds.

In conclusion, I would like to seek the valuable comments and observations of distinguished colleagues on the subject of the topical discussion, the scope and objective of the survey and its theoretical orientation.

2. Topical Discussion: extract from the Minutes of the Yaoundé session (April 1992)

The PRESIDENT recalled that the subject had been included in the agenda for this session at the Santiago session, where it had been proposed by Dato' Wan Zahir. The Executive Committee had understood the subject to concern the relationship between the parliamentary services and the government service. However it was clear that the note which had been submitted dealt with the subject "Relations between the parliamentary service and Members". He proposed therefore that the discussion should take place on this basis. Mr. Lavoie of Canada had agreed to present it on behalf of Dato' Wan Zahir who had sent his apologies.

Mr. LAVOIE (Canada) introduced the topic on the basis of the introductory note submitted by Dato' Wan Zahir.

Mr. SWEETMAN (United Kingdom) noted that in the United Kingdom the basic rule was for neutrality in the parliamentary service. There was a long tradition of independence from the government public service and the Speakers of the Commons had played a major role in maintaining this independence.

Changes in the mechanism for administration of parliament had not altered this balance. The quality of recruitment to the position of Clerk had been maintained via the mechanism of the Civil Service Commission, which allowed for complete independence in the recruitment and nominations. A most important element was to ensure that the career expectations of the parliamentary staff were able to remain comparable with those in the government service. Recent amendments to the employment system for government servants in respect of the introduction of performance related pay had not been applied to parliamentary servants, whose role was frequently to say no to Members of Parliament and who would thus have had to give proof of a negative performance. In respect of budgetary autonomy, which was one of the most important elements, a major budgetary de-centralisation was currently in progress in the House of Commons. This would help motivation strongly. As for the power to appoint and dismiss staff, the parliamentary service has a very high degree of autonomy under the authority of the Speaker, and the role of the Speaker is of great importance in maintaining the independence of the parliamentary service vis-à-vis the government service.

He indicated that there was interest in a further consideration of this subject.

Mr. KLEBES (Council of Europe) supported the position of Mr. Sweetman and insisted on the importance of the principle of neutrality in parliamentary personnel. International organisations sometimes showed a bad example in this respect in that political leanings were sometimes useful for career success.

The question of the method of nomination of the Secretary General or the Clerk was subject to three possibilities: either the Members of Parliament chose the Secretary General; or the Speaker or the Bureau nominated him and he remained in post until his retirement; or he was nominated for a fixed term of office of (say) five years in the same way and without political affiliation, as was the case in the Council of Europe. For the rest of the personnel the question of political affiliation did not enter into the equation and it was to be hoped that it would remain that way.

Mr. FARACHIO (Uruguay) described the situation in the majority of Latin American Parliaments where the Secretaries General were not Members of

Parliament. In Uruguay the Secretaries were elected by each of the Chambers by simple majority of those present. They remained in office for the whole period of the legislature, which lasted five years, and this permitted them to work independently, free from the pressures of party politics, and allowed them a certain neutrality in respect of parliamentary administration.

Uruguay had a strong budgetary independence, with each Chamber, according to Article 108 of the Constitution, having its own budget totally separate from that of the Government. There was thus financial independence, independence for the Secretaries General themselves and independence in the nomination, appointment and promotion of parliamentary staff. In his opinion, as a member of the parliamentary staff for many years, the system worked well and contributed to the development of the role of parliament.

Mr. DAVIES (United Kingdom) noted that he had been for many years familiar with the work of the Society of Commonwealth Clerks. This had considered the situation of the parliamentary staff and many countries had been envious of the situation of the Secretaries General in the United Kingdom who were at a level equivalent to that of Permanent Secretaries in Government Departments. It was important to maintain comparisons between the employment conditions of the parliamentary service and of the government service in order to avoid lags in salaries which could compromise recruitment.

Mr. IDRISSE KAITOUNI (Morocco) reported that in Morocco the Secretary General had previously been recruited and nominated by the Bureau on the proposal of the President. The Secretary General remained in post for the length of the Legislature. When the problem of the organisation of an independent administration for political parties was raised it was decided that the Secretary General would be nominated by the King as a guarantee of the institution. The Secretary General's post therefore escaped the party political pressures .

It was difficult to conceive in a country like Morocco of real budgetary independence given that all the resources came from the State budget. The Secretary General of the Questure in Morocco discussed the budget with the Finance Ministry. The parliamentary budget could in this way be agreed informally and then voted without discussion in the Finance Committee and then in plenary session.

In respect of parliamentary officials, Mr. Idrissi Kaitouni recalled that he had asked colleagues in the Association for information relating to the development of new independent structures. Many replies had been received. He would be considering these in respect of the procedures and techniques which allowed the development of an autonomous administration in parliaments.

Mr. LAVOIE (Canada) on behalf of Dato' Wan Zahir thanked the speakers for their contributions and indicated that he would report to Dato' Wan Zahir the clear wish of the members to proceed to a questionnaire on the subject.

The PRESIDENT thanked Mr. Lavoie for his contributions and repeated that the subject would proceed under the title of "Relations between the Parliamentary Service and Members".¹

Mr. KLEBES (Council of Europe) submitted the following paper in writing:

" 1. The introductory note submitted by Dato' Wan Zahir on Parliament and the Public Service gives rise to a number of comments, which put in relief the differences which exist in certain critical elements between national parliamentary assemblies and international parliamentary assemblies. Amongst the latter a distinction must be observed between those which are based on an international agreement and those which are the organs of international organisations and which base themselves on an inter-governmental agreement, often called a Charter or Statute.

2. The Parliamentary Assembly of the Council of Europe counts itself amongst the second category of inter-parliamentary organs. Under the terms of Article 10 of its Statute the Council of Europe - with whose aim and composition we are not concerned here - consists of two organs, namely the Committee of Ministers and the "Consultative" Assembly. Towards the end of the 1970s this latter changed its name to Parliamentary Assembly. The title "Consultative" should, nevertheless, be borne in mind to the extent that it suggests the limitations of the Assembly's roles. Thus Article 16 of the Statutes states that "The Committee of Ministers has direct control over all matters relating to the organisation and internal arrangements of the Council of Europe. It will establish the appropriate financial and administrative regulations accordingly". Thus the approval of the budget, including the funds allocated to the Assembly and the provisions relating to the officials of the organisation (the secretariat being required to serve at the same time both the Committee of Ministers and the Parliamentary Assembly under the authority of a Secretary General) are the responsibility of the Committee of Ministers.

3. In respect more particularly of the budget of the Assembly, in accordance with Resolution (53)38 of the budgetary regime of the Assembly, the Assembly is required to submit an opinion on the expenditure relating to its

¹ Subsequently further changed to "The Independence and Neutrality of the Parliamentary Service".

operations. Furthermore in accordance with the financial regulations the draft budget reflects the opinion given by the parliamentary assembly in accordance with the resolution. Under a procedure agreed in 1973 between the Assembly and the Secretary General, and brought to the attention of the Committee of Ministers, the proposals of the Assembly included in its advice are taken into account in the draft budget prepared by the Secretary-General. Where the Secretary General cannot agree with one of the proposals he informs the Committee of Ministers, having consulted the President of the Assembly.

4. The Ministers' representatives, following a request from the Assembly, have recognised that the budget of the Assembly comprises three distinct headings: (a) personnel costs; (b) expenditure by the political groups; (c) other expenditure relating to the operation of the Assembly.

5. The Committee of Ministers has accepted that this third heading is to be approved under the form of a global provision which will nevertheless continue to be broken down by Articles. However, if, subsequently, the Assembly wishes to alter the amounts of different elements under this heading for some budgetary reason, the change is made by the Secretary General on the request of the Assembly.

6. The Assembly frequently gives consideration to the question of its competence in budgetary matters, a competence which it has considered to be totally inadequate relative to the role which it is called upon to play. Appendix 1 to this note is the text of Recommendation 1155 (1991) adopted by the Assembly in this regard.

7. Still as respects the budget, the control of the execution of the budget is undertaken internally by an official of the Secretariat General, the Financial Controller, and externally by an Audit Committee.

8. Officials of the Parliamentary Assembly, excepting its Clerk to whom we return later, form part of the secretariat general of the organisation. Their attachment to the staff of the Clerk of the Assembly as well as their promotion and any disciplinary action taken against them depend directly on the Secretary General. At the same time the current Secretary General in November 1990 reaffirmed the undertaking given by one of her predecessors in 1962 to consult closely with the Clerk before filling vacant posts in grades A1 to A5 amongst the staff of the Clerk of the Assembly.

9. The three highest posts in the Secretariat General (those of the Secretary General and the two posts below that at the same level, namely the Deputy Secretary General and the Clerk of the Assembly) are filled by a vote of the Assembly in a secret ballot. Appendix 2 to this note contains the regulation

Constitutional and Parliamentary Information

50

relating to the nomination of the Secretary General, the Deputy Secretary General and the Clerk of the Assembly and this regulation describes in close detail the complex procedure leading to a nomination by the Assembly of one of the three top posts. It should be noted that no provision is made for the dismissal of these officials.

10. The President and Vice Presidents are elected at the beginning of each session for one year. The mandate of the President is renewable three times. It should be noted that the rules of the Assembly (Article 58) place the Clerk of the Assembly "under the authority of the Secretary General" but at the same time provide that he shall "be accountable to the President" in respect of organisation of the Assembly's work.

11. The Parliamentary Assembly involves itself, through the sub-committee on the European civil service of the Committee on the Budget and the Intergovernmental Work Programme, in the rules and problems relating to the officials of the organisation. The Assembly has agreed several declarations which constitute its policy in this respect. Its principal complaint is that there is no real right of negotiation provided for the officials of the organisation, even though such a right is provided for in the social charter which is one of the best known achievements of the Council of Europe. A recent Directive No. 476 on the European civil service provides an example of the Assembly's interest in this subject as well as of its views (see Appendix 3).

12. It is worth noting also the partial influence of the Assembly on the nomination of certain officials in the staff of the Clerk of the Assembly. Article 25 of the rules on nominations (Annex to the terms of employment of staff) provides "in respect of a post in the staff of the Clerk of the Consultative Assembly, the Secretary General will inform the Bureau of the Assembly on his intentions in the course of an informal exchange of views". This Article refers to the procedure for nomination for grades A7 and A6 (respectively Deputy Clerk and Head of Service).

13. In respect of other officials, members of the Assembly do not in principle involve themselves at all in their career. An internal provision forbids all staff in the Secretariat General from seeking support amongst persons outside the secretariat, whether these be diplomats, members of the Assembly or anyone else.

14. Thus it is worth stressing that, despite the qualifications described above, the Assembly exercises a certain power of autonomy, particularly in respect of its internal regulations, establishment of committees, its agenda etc. Finally the agreement of the Committee of Ministers is necessary for the Assembly to hold a session outside the seat of the Council of Europe."

3. Report on the Independence and Neutrality of the Parliamentary Service, prepared by Dato' wan Zahr, Clerk of the Parliament of Malaysia (adopted at the Canberra session, September 1993)

Contents

Introduction

The Office of the Secretary General

- Appointment and Dismissal
- Appointment by the Sovereign
- The National Assembly
- The Bureau of the Assembly
- The President of the Republic
- The President (Speaker) of the House
- Other approving authorities

Political Affiliation of Secretary General

- Without Political Affiliation
- Political Affiliation is not a Disqualification
- No Restriction in Joining Political Parties

Autonomy of the Parliamentary Administration

- Constitutional and statutory provisions
- Separate statute for Parliamentary Service
- Authority for Appointment of other Officers and Staff
- Procedure for Recruitment into the Service
- Status of Parliamentary Service
- Retirement and Social Security Provisions

Parliamentary Service: Relations with Members

- The Secretariats and Staff of Members and Political Groups
- Interference (Intervention) of Members in the Administration
- Rules and Regulations governing Conduct and Relations

APPENDICES

- Appendix I: Summary of Replies to Part II
- Appendix II: Summary of Replies to Part III

Introduction

1.1 The Questionnaire on the Independence and Neutrality of the Parliamentary Service was approved as amended in Stockholm, September 1992. The subject has lead to much interest and responses have been received from the following 32 parliaments, representing 40 Chambers:

- Australia (Senate, House of Representatives)
- Belgium (Senate, House of Representatives)
- Canada (House of Commons) •
- Cameroon
- Cyprus
- Denmark
- Egypt
- European Parliament
- Finland
- France (Senate, National Assembly)
- Germany (Bundestag, Bundesrat)
- Greece
- Indonesia
- Israel
- Italy (Senate, Chamber of Deputies)
- Japan (House of Representatives, House of Councillors)
- Jordan
- Korea
- Malaysia
- Mali
- Netherlands (Second Chamber)
- New Zealand
- Norway
- Poland
- Portugal
- Spain
- Surinam
- Sweden
- Switzerland (National Council, Council of States)
- United Kingdom (House of Lords, House of Commons)
- United States (Senate)
- Zambia

Additional specific information was received on the position of the Secretary General from Nepal, Tanzania, Nigeria, Ireland, Philippines, India, Sri Lanka, Luxembourg and Senegal during the discussion on the report at the Canberra session of the Association. This is indicated in footnotes at the appropriate points in the report.

1.2 The questionnaire aims at acquiring information on three areas of interest to the parliamentary service, namely, the independence and neutrality of the office of the Secretary General, the autonomy of the parliamentary administration, and the relations between the parliamentary administration (officers and staff) and the Members of Parliament. The last area which was generally regarded to be less important due to its sensitivity was equally well received by most of the countries which had given their replies to the questionnaire.

1.3 The replies given to the questionnaire indicate that varied and complex governmental practice is found in each country. In New Zealand the functions of the "Secretary General" are performed by two officials, the Clerk of the House of Representatives and the General Manager of the Parliamentary Service. The latter is appointed by the Head of State on the recommendation of a Committee chaired by the Speaker and is responsible for the Parliamentary Service. Despite the diversity in the governmental practices there are many areas of similarity that the countries share with each other that could be a useful source of comparative study about the parliamentary service as well as learning from the experiences of other countries.

1.4 The replies will be presented and discussed in order of the three areas of interest mentioned above appearing in the three parts of the questionnaire.

2. The Office of Secretary General

2.1 Appointment and Dismissal

2.1. Each country has its own procedure in dealing with the appointment and dismissal of the Clerk of the House or the Secretary General of Parliament in accordance with its own constitutional and legal provisions and tradition.

2.1.2 Based on the replies received on the legal provisions and the form of authority used in each country to appoint and dismiss a Secretary General it could be concluded that the Secretaries General of some countries have more independent tenure of office than those of other countries. However, the various safeguards and institutional arrangements that exist in all the countries in the

appointment of their Secretaries General indicate that the impartiality and neutrality of office in every country are ensured if not guaranteed.

2.1.3. The following categories of appointment and dismissal have been recorded from the replies to the questionnaire:-

(i) Appointment by the Sovereign

In the United Kingdom both the Clerk of the Parliaments and the Clerk of the House of Commons are appointed by the Sovereign upon recommendation of the Prime Minister. In the case of the Lords, the recommendation is made by consensus on the advice of the Leader of the House after consultations with leading members of the House and the Staff Committee. The Clerk of the Parliaments may be dismissed by the Sovereign after an address from the House of Lords. For the Clerk of the House of Commons there is no procedure of dismissal as he is appointed for life. In Australia, Canada and New Zealand, they are appointed by the Governor-General as representative of the Crown, on the advice of the Speaker in the case of the Australian House of Representatives, the President of Senate for the Australian Senate, the Speaker for the Clerk of House of Representatives of New Zealand and the Prime Minister in the case of Canada. The Clerk of the House of Representatives and Parliament and the Clerk of the Senate, Malaysia are both appointed by the Yang Di-Pertuan Agong (King) on the advice of the Speaker of the House of Representatives and the President of the Senate respectively. It should be pointed out that with the recent amendment to Article 65 of the Constitution the future Clerk of the House of Representatives and the Clerk of the Senate will still be appointed by the King but drawn from among the senior officers of the government civil service.

(ii) The relevant Assembly

Belgium (Senate, House of Representatives), Finland, Germany (Bundesrat), Rep. of Korea, Netherlands, Norway, Surinam, Sweden and United States (Senate) - in all these countries the authority for appointment is the relevant Assembly: in respect of the Belgian Senate and the House of Representatives by absolute majority votes (articles 11 and 104 of the Rules), at the beginning of the session after every third year general election in the Swedish

¹In Nepal the Secretary General of the Parliament, together with the Secretaries of the two Houses, are appointed by the King, as constitutional monarch, on the advice of the Speakers of the two Houses.

case, by election through adoption of a resolution by majority vote for the United States (Senate). In the case of Korea the appointing authority is the Speaker in consultation with the Floor Leaders and the consent of the National Assembly. In Japan, the Diet Law provides for election in each House, but the appointments are made outside the plenary session, with the consent of the presiding officer and the approval of the Committee on Rules and Administration.¹

(iii) The Bureau of the Assembly

Cameroon, European Parliament, France (Senate, National Assembly), Italy (Senate, Chamber of Deputies - appointment by the Bureau on the nomination of the Speaker/President), Spain - The Bureau of the Assembly forms the authority for the appointment of the Secretary General in all these countries.²

(iv) President of the Republic

The Indonesian Secretary General is appointed by the President of the Republic on the advice of the leadership of the House of Representatives.³

(v) The President (Speaker) of the House

In Denmark, Germany (Bundestag), Greece, Mali and Poland the Secretaries General are appointed by and responsible to the President (Speaker) of the House, and in Israel he or she is appointed by the Speaker and Deputy Speakers. In Greece the President of the House on his own authority appoints the Secretary General, while in Denmark it is done on the advice of the vice-presidents and approval of the Standing Orders Committee, and in Germany (Bundestag) with the consent of the Presidium (Vice-Presidents). In Portugal the President of the Assembly appoints the Secretary General with the assent of the Council of Administration and he may be dismissed in the like manner. In Poland, the

¹ In the Philippines House of Representatives the Secretary General is elected by an absolute majority of the House. Similarly in Luxembourg the Secretary General is elected by the National Assembly.

² The Secretary General is also appointed by the Bureau in Senegal.

³ In Tanzania the Clerk is currently appointed by the President of the Republic on the advice of the Prime Minister. In Nigeria, appointment of the Clerk is by the President, subject to ratification by the Parliament. In Sri Lanka, the Secretary General is appointed by the President after consultation with the Prime Minister and the Speaker.

Secretary General is appointed by the President of the Chamber (Senate) after listening to the opinion of the Praesidium (composed of the President and Deputy Presidents) and the Rules Committee.¹

(vi) Other approving authorities

In Cyprus the Public Service Commission is responsible for the appointment and dismissal of the Secretary General in the same manner as other civil servants. In Switzerland, the government (Federal Council) appoints the Secretary General on the proposition of the Co-ordination Conference (the combined Bureaux of the two Chambers). This situation arises from the fact that the National Constitution lays down that the Federal Chancellery is responsible for the Secretariats of both the Federal Council (the government) and the Parliament.²

2.2 *Political Affiliation of Secretary General*

From the replies to question A2 in respect of the political affiliation of the Clerk or the Secretary General the following experiences are noted³:

(i) Without Political Affiliation

Australia (House of Representatives, Senate), Canada, Cyprus, Denmark, European Parliament, France (Senate), Indonesia, Israel, Japan, Jordan, Poland (Senate), Surinam, Sweden and United Kingdom (House of Lords, House of Commons) - These countries replied that their Secretaries General do not belong to political parties and their professional duties require them to be apolitical. The United Kingdom (both Houses) have the tradition that House

¹ The Secretary General of the Rajya Sabha in India is appointed by the Vice-President of the Republic, who is the presiding officer of the Chamber, after consultation with party leaders.

² In Ireland, the appointment of the Clerk of the Dáil is by the Prime Minister on the nomination of the Speaker and the Minister for Finance; the matter may be put to the House for resolution if there is no agreed nomination, but in practice the system operates by consensus with party leaders.

³ During the discussion in Canberra, it was indicated that in Nepal, Nigeria and Luxembourg the Secretary General was required to be politically neutral and independent and in Senegal, although it was not specifically laid down, he was expected to be neutral and independent. In Tanzania, the Clerk had previously been able to be a member of the ruling party in the one party system, but this was no longer permitted.

staff do not divulge which party (if any) they support; generally they have no political party affiliations. The European Parliament Rules of Procedure (Article 133-1) states that the Secretary General must give a solemn undertaking to the Bureau to perform his duties conscientiously and with absolute neutrality.

(ii) Political Affiliation is not a disqualification

A number of replies, Malaysia, New Zealand, Norway and Spain indicate that they are not legally prevented from belonging to any political party provided they do not involve themselves actively in politics. In the case of New Zealand political affiliation, while not a disqualification for the office, would be however regarded as a disadvantage. Malaysia tends to follow the tradition that the senior officers and staff do not divulge their political affiliation although a few junior officers may support certain political parties. The civil service regulation provides guidelines to Malaysian civil servants regarding their position vis-à-vis joining the political parties.

(iii) No restriction in joining political parties

Replies from Egypt, Finland, Germany, Korea, Netherlands, Switzerland, United States and Zambia indicate that there is no restriction in their joining a political party. In the case of the United States Senate, the principal administrators usually belong to the majority party. However, their appointments require them to be non-partisan. The Swiss experience shows that officers of parliamentary services are allowed to become or stay members of a political party of their choice. Although the Zambian Secretary General can belong to a political party he is supposed to be impartial in the execution of his duties. The same is true for the Swiss and Finnish Secretaries General.

2.2.1 From the nuances of the replies it would be difficult to place each country under a specific category. There may be a few instances of "in between" which replying countries are kindly required to note.

3. Autonomy of the Parliamentary Administration

3.1 Constitutional and Statutory Provisions

3.1.1 Part II (Questions B5-B10) deals with the main area of the study; namely the autonomy of the parliamentary administration. Most countries with the exception of Cyprus, Indonesia, Malaysia, New Zealand, Switzerland and

Constitutional and Parliamentary Information

58

the United States (Senate) have indicated that their parliamentary administration is fully autonomous. In view of their brief replies however they were able to mention only one or two indicators of autonomy. Some of the common indicators pointed out in their replies are the general law governing the principle of the separation of power, the constitutional guarantee of the independence and neutrality of the legislature, the office of the Speaker of the House and the parliamentary services. Subject to this limitation of the answers the following countries have indicated partial autonomy or full autonomy:-

<i>Partially autonomous</i>	<i>Autonomous</i>
Cyprus	Australia
Indonesia	Belgium
Israel	Canada
Malaysia	Cameroon
New Zealand	Denmark
(autonomous in	Egypt
respect of the Office	European Parliament
of Clerk)	Finland
Switzerland (largely	France
autonomous)	Germany
United States (Senate)	Greece
	Italy
	Japan
	Jordan
	Korea
	Netherlands
	Norway
	Poland
	Portugal
	Spain
	Surinam
	Sweden
	United Kindom

(Refer to Appendix 1 - summary of the replies to Part III - Questions B5-B10, page 70)

Note: as the replies were given in brief it would not be possible for each country to provide all the indicators of full autonomy such as Constitutional guarantee and legislative provisions (Internal Rules), independent service, and self-budgetary system, the neutrality and independence of the institution of the Speaker and the office of the Secretary General, civil service tradition of neutrality and impartiality, etc.

3.2 *Separate Regulations or Statute for Parliamentary Services*

3.2.1 With regard to question B6 - which aims to find out whether the parliamentary service has separate regulations or statutes from the civil service to govern service matters such as recruitment, promotion, discipline, etc. the replies reveal the following mixture of experiences:-

<i>With Separate Statute</i>	<i>Without separate statute</i>	<i>Mixture of both regulations</i>
Cameroon	Cyprus	Australia (Senate, House of Representatives)
Canada	European Parlt.	Belgium (Senate, House of Representatives)
Finland	Indonesia	Denmark
France (Senate, National Assembly)	Jordan	Egypt
Greece	New Zealand (Parliamentary Service)	Germany (Bundesrat, Bundestag)
Italy (Senate, Chamber of Deputies)	Surinam	Israel
Japan	Switzerland	Malaysia
Korea (Rep.)	United States (Senate)	Norway
New Zealand (Office of the Clerk)		Poland
Spain		Portugal
United Kingdom (House of Lords, Commons)		Sweden
Zambia		

3.2.2 From the above finding it is noted that only fifteen chambers stated that their parliaments have separate statutes to govern service matters while the rest replied either in the negative or indicated having a mixture of both regulations applicable to the parliamentary and civil service. This finding seems to suggest that as a general rule there is a concurrence of view between the legislative and the executive to have some form of parity in the separate rules and regulations dealing with service matters of the two services.

3.3 *Authority for Appointment of other officers and Staff*

3.3.1 The replies to Question B7 regarding the power to appoint and dismiss different categories of offices and staff of the parliamentary service reflect the varied and complex governmental practice in each country. The classification of authority given below does not include the appointment of the Clerk or Secretary General, already dealt with separately:-

Constitutional and Parliamentary Information

60

Classification of Authority for Appointment and Dismissal

<i>President/Speaker</i>	<i>Secretary General</i>	<i>Other authority</i>
Australia (Senate, House of Representatives)	Cameroon (junior officers)	Belgium (Senate) (by the Bureau)
Belgium (House of Representatives)	Germany (Bundesrat) (other staff)	Cameroon (senior officers) (by the Bureau)
Cameroon (middle ranking)	Italy	Cyprus (Public Service Commission)
Canada (senior at executive level)	Japan (other staff)	Finland (all ordinary staff) (by the Office Commission)
Germany (Bundestag)	Korea(Rep.) (middle ranking, junior)	Germany (Bundesrat) (senior staff) (by the Bundesrat)
Greece	Netherlands (middle ranking, junior - by or on behalf of Clerk)	Israel (Committee elected by Speaker)
Japan (senior staff)	Netherlands (senior staff)	Jordan (Joint decision: Speaker in consultation with Secretary General)
Korea(Rep.) (senior officers)	New Zealand (for office of Clerk except Deputy Clerk)	New Zealand (officers of parliamentary service other than the Deputy Manager)(by the General Manager)
Malaysia (by joint decision of Presidents)	Poland	Norway (senior staff)(by Presidium, see Appendix 1)
Netherlands (senior officers)	Portugal (middle ranking, junior)	Switzerland (senior staff) (by the Federal Council)
Portugal	Switzerland (middle ranking, junior)	United States (see Appendix 1)
Zambia (except for the Clerk who is appointed by the President of the Republic subject to ratification by Parlt.)	United Kingdom (House of Lords) (middle ranking)	United Kingdom (House of Commons) (senior officers, except the Clerk, Clerk Assistant and Serjeant at Arms) (by the Commission)

(For details refer to Appendix 1, page 70)

3.4 Procedure of Recruitment into the Service

3.4.1 In respect of the recruitment of officers and staff to the parliamentary service, replies to Question B8 show that there is a mixture of procedures used as provided by statutory or other provisions of the parliamentary service in each country. The majority of replying countries recruit their officers and staff directly through the process of advertising vacancies internally and externally, competition, short-listing, interview and final selection. It is noted that most of the recruitment is done by the parliaments concerned. The United Kingdom (both Houses) recruits the Clerks through a series of tests and interviews done by the Civil Service Commission. The Clerks of both Houses, however have the right to select from amongst the candidates recommended by the Commission.

3.4.2 The majority of the replies also mentioned secondment as a procedure of recruitment but the practice is not usual and the number of officers and staff seconded to the parliamentary service is small. More than half of the number of countries that replied mentioned having a few cases of secondments from the civil service. The countries are as follows:-

Countries that replied having a few secondments

Australia	Italy (Ch. Deputies)	Spain
Cameroon	Japan	Surinam
Canada	Jordan	United Kingdom (both Houses)
Cyprus	Malaysia	
Egypt	New Zealand	
Germany (Bundesrat)	Poland	
Israel	Portugal	

3.4.3 Australia, Canada, Egypt, Israel, Jordan and Malaysia mentioned of employing both avenues in the recruitment of the staff into the parliamentary service. Surinam made the distinction of direct recruitment of qualified persons for the senior posts and seconding the junior staff.

3.5 Status of Parliamentary Service

3.5.1 Replies to Question B9 regarding the status of the parliamentary service compared to the civil service in terms of the ranking of officers, remuneration and promotional prospects conveyed an impression of mixed feelings from a number of respondents. Most countries, however, replied they are either the same or similar. A few countries had pointed out in the answers that it would be difficult to make a comparison. They mentioned the plus and

Constitutional and Parliamentary Information

62

minus points of each service which could work out to an even result. The favourable terms noted in the parliamentary service are the remuneration and the allowances. Although practically all the countries that make the comparison mentioned of less favourable prospects of promotion or moving to higher posts Belgium (Senate) indicate that the Senate Staff could benefit from a system of more rapid promotion and higher payment scales. Other less favourable terms mentioned are the irregular and longer hours of work, the absence of or less mobility of staff, the small size of the parliamentary service and less promotional opportunities mentioned earlier. In this regard, Australia mentioned their parliamentary staff having mobility throughout the Australian Public Service, subject to a merit selection exercise.

3.5.2 According to the scale given in Question 9 and the replies on the status of parliamentary service compared to the civil service the former has been viewed to be slightly favourable:-

Status of Parliamentary Service compared to Civil Service

<i>Respondents' own scales:</i>				
<i>(a) Higher</i>	<i>(b) Same</i>	<i>(c) Lower</i>	<i>(d) Similar</i>	<i>(e) Mixed</i>
Egypt	Australia	New Zealand	Cyprus	Belgium
Italy	Cameroon	(Parliamentary	Norway	Denmark
(Senate,	Canada	service)	Sweden	Spain
Chamber of	Finland			Zambia
Deputies)	France			
Mali	Germany			
Surinam	Greece			
	Indonesia			
	Israel			
	Japan			
	Jordan			
	Korea (Rep)			
	Malaysia			
	Netherlands			
	New Zealand (Office of Clerk)			
	Poland			
	Portugal			
	Switzerland			
	United			
	Kingdom (both Houses)			
	USA (Senate)			

(Refer to Appendix I, page 70, for details)

3.6 *Retirement and Social Security Provisions*

3.6.1 In response to Question BIO which is related to the Retirement and Social Security provisions, a majority of the replies indicate that the parliamentary service and the civil service have the same or similar social security or pension scheme. Most countries described the scheme as contributory in nature where the employer and the employee contributed a certain percentage to the funds as stipulated by the pension enactments. In New Zealand the staff of the office of the Clerk and the Parliamentary Service are presently without a social security scheme as the public services' general superannuation scheme has been closed to new members since June 1992.

3.6.2 There are however a number of countries namely, Cameroon, France, Italy and Zambia which replied that they have autonomous social security provisions for their parliamentary service. In the case of France (National Assembly) the social security scheme is funded principally by staff contribution. The Italian security scheme which is distinct from the rest of the civil service is presently undergoing fundamental changes. In respect of Zambia their parliamentary service has an independent pension and gratuity scheme while members also contribute to the Zambia National Provident Fund.

3.6.3 With the exception of the United States (Senate) whose reply indicated that the parliamentary service has a similar pension scheme to that of the civil system the remaining countries replied that they have the same pension scheme as the civil service.

4. **Parliamentary Service: Relations with members**

4.1 Questions C11 - C15 of the questionnaire were aimed at finding out about the relations between the parliamentary administration (officers and staff) and the members. Specifically, two areas of interest are involved, namely the position of secretariats and staff of Members and political groups in the parliaments and the level of interference (involvement or intervention) by Members in the management and administration of the parliamentary service (questions C13 - C14). Related to this we also wanted to know from the experiences of other countries whether there exist internal rules and regulations or codes of conduct to cope with such problems, if any, (question C15). It is imperative that the officers and staff have proper and harmonious rela-

tions with the Members to provide them the best professional services with impartiality and respect.

4.2 The Secretaries and Staff of Members and Political Groups

4.2.1 Only seven out of thirty-two countries, or forty Chambers (Australia, Belgium, France, Germany, Italy, Japan, Switzerland and United Kingdom replied in respect of both Houses), which responded, indicated that their Members do not have secretariats and staff of their own in their parliaments. From these seven countries three replied that their Members received secretarial and technical assistance from the parliamentary service.

4.2.2 The replies to Question C11 revealed a variety of practices. Australia offers Ministers, certain officeholders and Members the opportunities to employ consultants and staff under the Members of Parliament (Staff) Act 1984. In Denmark, using a grant by the Folketing Administration to the party groups, on the average two Members share a secretary to assist their parliamentary work. In Greece Members can recruit one assistant and in addition can apply for two government civil servants to be seconded to his secretariat. A senator from the Polish Parliament can recruit a secretarial assistant from the Secretary General's budget on an individual job agreement basis. Members of Parliament from Portugal are encouraged to form parliamentary groups in order to get financial assistance for their secretariats. Eligibility for office and size of staff depend on the number in the party groups. The Spanish experience tells us that only the members of the Bureau (Presidents, 4 Vice Presidents and 4 Secretaries) are entitled to private secretariats with a minimum of two persons to an office (refer Appendix II — Summary of Replies to Part II - Questions C11 - C12 for further details, page 89).

4.2.3 In regard to political party groups only two countries answered in the negative, that is, they do not have secretariats and staff, while the rest replied positively. In the case of Germany, while the Bundestag has parliamentary groups formed from political parties, the Bundesrat does not have any political party groups. However, three party groups which do not have staff received their technical and administrative assistance from their parliamentary administration. Practically all the countries which replied that their Members and political party groups have secretariats and staff of their own finance them with either full financial assistance from their respective parliaments or with partial subsidy or annual allowance given to them. All countries have their own basis of calculating the amount of financial subsidy or size of the secretarial staff to be allotted to the Members and the party groups and the mode of payments. For example, European

Parliament provides funds to the Members to appoint their own staff and share the secretarial expenses of the political groups. The French Senate grants monthly allowance to Members to employ two assistants. The United Kingdom House of Commons makes direct payments to the staff of the Members and political groups and the United States Senate's financial assistance is determined by the population of the State the Senator is representing. Party groups in the Belgian Senate receive a grant proportionate to the size of the political party. However, the leaders of the main party groups also receive an allocation earmarked for administrative staff with the amount depending on size of groups.

4.2.4 In regard to the status of the staff of the Members and the party groups a number of countries did not reply to this part of the question. It would therefore be difficult to make a comparative table out of the replies received. However, it is possible to indicate from the answers that the staff of the Members and political groups generally do have a formal status. From the replies Australia, Belgium, Cyprus, Greece, Netherlands and the United States state that staff of the political groups are governed by separate statutes of their own. The rest of the replies show that they either have no statute or are employed on individual contractual agreement basis.

4.2.5 On the subject of the management and payment of the staff the replies reveal that with the exception of a few cases which are handled by the parliamentary administration a large majority is privately done, including recruitment and setting terms and conditions of employment (unless specified by legal requirements) by the Members and the political groups or on a job contractual agreement basis.

4.3 *Interference (Intervention) of Members in the Administration*

4.3.1 The replies given to questions C13 - C14 indicate that most of the respondents do not consider that there is any interference by Members in the administration of the parliamentary service as such. Many quoted the possibility of such "interference", which they regard as normal intervention, coming from the fact that Members in their official capacity are represented on Management of Staff Councils or other Parliamentary bodies dealing with recruitment, promotion, discipline and other service matters.

4.3.2 From the replies on the level of "interference" only 1 (High) is recorded, 6 (Middle), 9 (Low) and the rest either "no" or "not applicable". However, those who replied no or not applicable regard "interference" as normal intervention by members who are directly involved in the management of the parliamentary service and administration.

4.3.3 Practically all countries which replied that Members intervened in the parliamentary administration mentioned only low level of "interference". The German Bundesrat, which indicated low levels of interference, mentioned criticism or proposals on administrative matters being addressed to the President and the Secretary General. The United Kingdom (House of Commons) notes that Members sometimes ask parliamentary questions on aspects of management of the House service and statistical information about the educational achievements of the staff. Spain mentions occasional difficulties arising from the rapid pace of work, competing requests or simultaneous holding of sessions of different organs of the House. New Zealand refers to high involvement rather than interference in the parliamentary service. Members will try to get existing service changed, service extended or new service introduced. In Sweden "interference" from Members of the governing authorities is considered quite natural. The House of Lords (United Kingdom) replies that beyond the general supervision of the House's Committees (particularly on expenditure) there is no interference. Norway records low level of interference in only exceptional cases. The Zambian House Committee is responsible for the welfare of Members through which they channel their complaints, if any. The administration implements the decisions of the Committee. Finland indicated that members were able to make appeals to the Office Commission.

4.3.4 Senators of the United States Senate make suggestions about the administration of services but to effect changes a Senator would have to seek the concurrence of the Senate Committee on Rules and Administration or the Senate Majority Leader. The French Senate refers to matters reserved by the governing statute for the Bureau or the President or the questeurs (principally relating to the overall organisation of different offices of services and the creation of new posts) that could draw members' interference at a low level. Senators of the Italian Senate may occasionally try to intervene in the management of staff matters but the consistent policy of the President and the Secretary General is to resist all such attempts. Members of the Bureau of the Italian Chamber of Deputies who are present at the deliberation of recruitment, etc. might exclusively in their institutional capacity have the power of intervention in the management of staff. The Swiss Administrative Committee composed of three members from each Chamber oversees the management of the staff employed in the parliamentary service. In Portugal the establishment of competitions and the appointments of staff, requirement for secondments and pay are decided on the internal rules governing the management of administration. The European Parliament notes the occasional activities of intervention on staff matters.

4.4 *Rules and Regulations governing conduct and the relations of parliamentary officers and staff with the Members*

4.4.1 Replies to question C15 (on whether any rules or code of conduct governed relations with Members) were received in the negative in respect of the following countries:-

- Australia (Senate, House of Representatives)
- Belgium (Senate, House of Representatives)
- Canada (House of Commons)
- Cyprus
- Denmark
- France (Senate)
- Germany (Bundesrat, Bundestag)
- Greece
- Indonesia
- Israel
- Japan
- Malaysia
- Norway
- Poland (Senate)
- Surinam
- Sweden
- United States (Senate)
- Zambia

4.4.2 Countries which replied that there are no rules or written code of conduct as such but mentioned that the staff - particularly the, senior officials - are expected by tradition, statutory obligations and unwritten conventions to carry out their duties with complete neutrality and impartiality, irrespective of their personal political views are as follows:-

- Australia (Senate, House of Representatives)
- Cameroon
- Canada (House of Commons)
- Egypt
- France (National Assembly)
- Germany (Bundesrat, Bundestag)
- Italy (Senate, Chamber of Deputies)
- Spain
- Switzerland
- United Kingdom (House of Lords)

4.4.3 Other replies which expressed their experiences are Belgium (House of Representatives), where the personnel regulations state officials "must conduct themselves with the highest courtesy and not engage in argument with Members of the House"; Korea (Rep. of) mentions supervision by the Speaker or the Secretary General; New Zealand (House of Representatives) handles the problem extensively in training courses and constant monitoring by heads of branches; and Spain refers to the resolution of friction by the Secretary General and the President of the Bureau. The staff manual of the United Kingdom (House of Commons) includes a provision that staff "should not attempt to bring political influence or influence of bodies outside the House, to support their own personal claims as members of staff.

5. Conclusions

5.1 The overwhelming interest in the subject can be seen from the response of 32 parliaments representing 40 Chambers and from the additional specific information received from 9 other countries during the discussion of the report at the Canberra session. The brevity of the replies to the questionnaire does not prevent much complex and useful information being revealed in the three areas of investigation.

5.2 For the office of Secretary General, the replies clearly indicated that the Secretaries General of some countries have more independent tenure of office than those of other countries. In most countries various safeguards and institutional arrangements exist to ensure the independence and neutrality of the office of Secretary General.

5.3 In regard to the autonomy of the parliamentary administration, subject to the limitation of the brief replies, about three-quarters of the chambers indicated that their administration was fully autonomous while the others regard their status as partially or non-autonomous.

5.4 With the exception of the questions on status of the parliamentary service and on pension/social insurance provisions, the replies show that the parliamentary service is quite distinct from the government civil service. The study finds that most countries have separate regulations and statutes, separate authority of appointment of officers and staff, and different procedures and requirements for recruitment into the service. In respect of the status of the parliamentary service, a large majority of the countries replied that it is either the same or similar to that of the government civil service. As for pension/social insurance provisions, only about 10% of replies indicated that they had auto-

mous pension schemes, the rest indicating that they were the same as for the government service.

5.5 The third dimension of the study involved two areas of interest, namely the position of the secretariats and staff of Members and political groups, and the level of interference or intervention by Members in the parliamentary administration. The findings were that Members do not have their own staff (or a secretariat provided for them by the parliamentary service) in fewer than 10% of the chambers who replied. The replies also indicated that most of the Members' secretariats do not have a formal status and are not institutionalised into the parliamentary service.

5.6 The replies to the second area of interest indicated that such interference or intervention can occur. It existed in various forms and is regarded as normal intervention when coming from Members in their capacity as representatives on staff councils or other parliamentary bodies. In regard to the existence of rules and regulations governing conduct of officers and staff and their relations with Members, most countries responded in the negative. However many countries gave their own varied and interesting experiences. The New Zealand experience and practice in coping with the problem in their training programmes is worth looking into as a solution to such problems.

Summary of Replies to Part II - Questions D5-10

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Australia	<p><i>Senate</i> Yes. Provisions of the Public Service Act provide the authority for the Senate Dept.</p> <p><i>House of Representatives</i> Officers employed under separate provision of the Public Service Act 1992. Staff governed by the Guidelines for</p>	<p>Public Service Act and Public Service (parliamentary officers) regulations apply to staff (Statutory Rule 1991 No. 370).</p> <p>There are Regulations and Determinations governing specific conditions for parliamentary staff separating</p>	<p>Through competitive selection process based on merit Selection Panel recommendations are submitted to the Clerk and President for final approval. Dismissal governed by Public Service Act.</p> <p>Based on merit; recruited through selection panel made to the Clerk for final decision by the speaker. Dismissal by the</p>	<p>Recruited directly with many coming from civil service. A small number seconded from other services for a specific period.</p> <p>Both avenues of entries used. All vacancies are advertised. Recruitment through competitive merit-based</p>	<p>Same status.</p> <p>Staff enjoy same status as officers in the public service with same remuneration. Parliamentary staff have mobility</p>	<p>No separate scheme. The Commonwealth Superannuation Scheme contributing 2-10% of salary. Retirees receive lump sum.</p> <p>There are two schemes: mainly Commonwealth Superannuation Scheme (no longer available to</p>

	Official Conduct of Commonwealth Public Servants.	the staff from the executive.	Speaker acting on advice of the Clerk.	selection. Staff may also be seconded from civil service.	throughout the Australian Public Service, subject to merit selection exercises.	new entrants) and Public Sector Superannuation Scheme introduced in 1990. Both are contributory schemes with lump sum payments on retirement.
Belgium	<i>Senate</i> Article 46 of the constitution enshrines the principle of autonomy which states "Each House shall determine by its own rules the manner in which it shall exercise its functions".	Recruitment is by competition. The staff regulations are <i>sui generis</i> . Reflecting both civil service and the Senate's own peculiar needs. All service matters are handled by the Senate and Administration.	Apart from the Secretary General all staff are appointed and dismissed by the Bureau on recommendation of the College of Questeurs.	All staff are recruited by competition organised by the Senate.	Some elements are more favourable while others are less favourable than the government civil service. The Senate benefits from a system of more rapid promotion and higher payment scales. Recruitment examinations are more efficient.	Same pension regime as the public service.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Belgium <i>(contd)</i>	<p><i>House of Representatives</i> On the basis of principle of separation of power Article 46 of the Constitution empowers the House to organise its own services. All service matters are under the authority of the Bureau of the House.</p>	<p>Separate provisions but in general terms similar to those of the public service.</p>	<p>All staff except the Secretary General are appointed by the President (Speaker), vice-presidents, Secretaries and Questeurs (Article 109 of the rules).</p>	<p>All staff are recruited by competition organised by the House.</p>	<p>The status is no less favourable. While the pay is higher and the leave entitlement is better, the hours of work are irregular and legal protection (recourse to administrative tribunal) non-existent.</p>	<p>Same as for the rest of the public service. The amount depends on the number of years of service and not on contribution over the length of the career.</p>
Cameroon	<p><i>National Assembly</i> National Assembly has autonomy in areas of finance and staff administration.</p>	<p>The legal basis is that the parliamentary service is distinct from that of the Executive.</p>	<ul style="list-style-type: none"> • Higher categories: The Bureau. • Middle categories: The President. • Lower categories: The Secretary General. 	<p>Most officials and staff are recruited directly, a few seconded from the Executive</p>	<p>The provisions governing service and other matters are practically identical to those of the Executive Higher in respect of remuneration and allowances but less promotional posts as it is smaller than the Executive</p>	<p>Pension regime for parliamentary staff is distinct.</p>

Canada	Yes. The parliamentary administration is a non-political body and independent of the Executive. Employees are governed by Parliamentary Employment and Staff Relations Act.	The Parliamentary Employment and Staff Relations Act and Public Service Employment Act and Regulations.	The Managers responsible for all appointments and dismissals are identified in the delegation of staffing authority schedule. All Senior staff appointments at executive level to be approved by Executive Committee chaired by the Speaker.	By competition direct into the parliamentary service. Also by secondments from the Public Service.	Same.	The Public Service Superannuation pension plan which includes all public service.
Cyprus	Autonomous to some extent. The Secretary General and staff are appointed by a central body, the Public Service Commission.	No.	Public Service Commission.	Most officials are recruited directly, a few seconded from the civil service.	Similar.	Not separate from that of the civil service.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Denmark	Autonomous as the administration of the Folketing is self governing within the framework set up by the Presidium.	The Folketing employs its own staff but the rules which apply to the central government administration in so far as it is possible are followed.	The civil servants of the Folketing are appointed and dismissed by the President after consultation with vice-presidents. The employment of senior staff is subject to approval of a standing committee.	Recruitment from experienced staff, in most cases from the central government administration.	Generally remuneration is slightly better than staff of the central government administration with the extra allowance. Limited mobility and opportunities for higher posts.	The Pension Scheme is the same as for the public labour market. It is based on either a civil servant's pension or contributory scheme from both employee and employer.
Egypt	The Speaker represents the Assembly which is a legislative body separate from the executive. Appointment and other service matters rest with the authority of the Bureau.	Recruitment etc. subject to staff rules that have the power of law. Where no relevant provisions, the law No 47 of 1978 pertaining to civil servants applies to the staff.	<ul style="list-style-type: none"> • Service staff: The Assembly Bureau. • Middle ranking and junior staff: The Speaker. 	Both avenues are used.	Higher.	The parliamentary service has a similar social security scheme as the civil service. Law No 79 of 1975 applies to both services.
European Parliament	The European Parliament is autonomous as	The recruitment and other staff matters are sub-	Through a selection board and competition the	The officials and staff are generally directly re-	Same as the civil servants of other Community	The same retirement provisions as for

	neither national nor community institutions can influence or intervene its functions and decisions.	ject to the Community Staff Regulations.	<p>candidates are appointed accordingly:</p> <ul style="list-style-type: none"> • The two highest ranks by the Bureau of Parliament. • The senior executive staff. The Speaker. • Junior staff (ushers, drivers, etc.). The Secretary General 	cruted by competition but not through secondment by government.	institutions.	other officials and staff of the Communities. An official who has completed at least ten years service or is above sixty years of age irrespective of length of service is entitled to a retirement pension.
Finland	Parliament is administratively and economically autonomous.	The Parliament Act establishes the Office Commission with power to run the parliamentary service.	The Office Commission of the Parliament.	Direct recruitment by the Parliament.	Same or a little bit higher.	Same as for civil service.
France	<i>Senate</i> Employment status is different from government service and provides fundamental guarantee of autonomy.	Separate in respect to details but broad principles are the same: competition for entry, promotion scale, etc.	<ul style="list-style-type: none"> • Senior staff: The Bureau. • Middle ranking and junior staff: The Questeurs (members of parliament who sit on the Bureau). 	There is total autonomy in the recruitment for the Senate.	Same.	Based on the principle of general law, there is an autonomous pension and social security scheme.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
France (contd)	<i>National Assembly</i> Autonomous, arising from separate statute and recruitment procedures.	Separate statute and recruitment procedures.	<ul style="list-style-type: none"> Senior officers: The Bureau. Middle ranking and junior officers: The President and the Questeurs. 	Direct recruitment by parliamentary administration.	Favourable in terms of remuneration, however, less favourable in respect of size of establishment and career prospects.	Separate pension and social security regime funded principally by staff contribution.
Germany	<i>Bundestag</i> Not part of the Executive. It is placed under the authority of the President. <i>Bundesrat</i> Independent from other branches of Administration.	The Bundestag Administration has a special position within the public service. Only for Senior Staff-others subject to general provisions.	All are formally appointed and dismissed by the President. Senior staff by Bundesrat while others by Secretary General.	From both avenues through formal process of recruitment. Mostly direct recruitment with some seconded for limited period.	The conditions and status are the same as for the rest of the public service. The same. Sometimes slightly higher.	The same social security scheme for all other highest federal authorities. No special provisions. The general provisions are applicable.
Greece	As promised by the constitution.	The rules of the House (Part 2, Personnel) provide for separate provisions.	All staff are appointed and dismissed by the President.	Senior and other officials are recruited by the President.	Same.	The same scheme as for the public service.

Indonesia	The main duty of the administration is to assist the House of Representatives in technical and administrative fields.	No special statute. All service matters, recruitment, promotion, etc. are done by the Secretariat General.	All staff except the Deputy Secretary General are appointed by the Secretary General. The proposal is submitted by the Bureau of Personnel.	All staff are directly recruited into the parliamentary service.	Same. Most of the staff are civil servants and subject to civil service regulations.	No separate scheme. The public service social security scheme applies.
Israel	Not subject to the rules of the Civil Service Commission but in practice act in consultation with it.	Recruitment is done by public service but promotion and discipline are dealt with by the parliamentary service.	<ul style="list-style-type: none"> • Senior staff: appointed by a committee elected by the Speaker and dismissed by the Speaker. • Middle ranking and junior staff: appointed by Deputy Secretary General and dismissed by Secretary General. 	Recruited from both public services and private companies according to qualification and on a three-month trial basis.	Same.	The same laws, since the parliamentary staff are civil servants.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Italy	<p><i>Senate</i></p> <p>The Administration is run by the Senate's own bodies (the President and President's Committee) and not subject to executive or government directives.</p>	<p>It is governed by internal regulations approved by the Bureau.</p>	<p>Appointments and dismissals are made by the decree of the President.</p>	<p>Higher and most lower officials are recruited directly by the parliamentary administration.</p>	<p>It is considered better than the rest of the public service.</p>	<p>The scheme is distinct from the rest of the civil service. However, from 1993 the social security provision will be undergoing fundamental changes.</p>
	<p><i>Chamber of Deputies</i></p> <p>Article 64 of the Constitution lays down that "each chamber adopts its own rules by absolute majority of members". The Constitutional Court in its decision No. 154 of 1985 ruled that this power was not subject to constitutional review.</p>	<p>As indicated by reply to B5 the status of the staff is governed by a special regulation for services and personnel.</p>	<ul style="list-style-type: none"> • Counsellors - by public competition and the legal basis is similar to that of the public service. • Records, secretaries, etc. - as above. • Manual workers (e.g. drivers, electricians) recruited by contract. 	<p>Most officials are recruited directly, a few seconded from the civil service.</p>	<p>Higher.</p>	<p>Separate pension scheme governed by separate internal regulation.</p>

Japan(both Houses)	Autonomous service: under Art. 58 of the Constitution each House establishes its rules pertaining to proceedings and internal discipline.	Yes: Diet Officials Act and Diet Officials Pay Regulations.	The Secretary General: for senior officers this is with the consent of the presiding officer and the approval of the Committee on Rules and Administration. The Committee may delegate less senior appointments and dismissals to the Secretary General.	Recruited directly through an examination conducted by the Secretariat. A few are seconded from the government civil service.	Same.	Same system as civil service both for retirement allowances and participation in mutual benefit schemes.
Jordan	The statute and internal rules of both Houses guarantee the neutrality of the administration.	No.	<ul style="list-style-type: none"> Senior officials-joint decision by both Speakers in consultation with the Secretary General. 	Both avenues.	Same.	The social security scheme is the same as that applicable to the public service.
Korea (Rep. of)	The National Assembly has autonomy to make its own rules and internal regulations. All parliamentary functions cannot be interfered in by other branches of the government.	Yes.	<ul style="list-style-type: none"> Senior staff - by Speaker. Middle ranking and junior staff-by Secretary General. 	All staff are recruited directly into the service.	Same.	No. Separate scheme for parliamentary staff.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Malaysia	Article 65 of the Constitution and Parliamentary Act 1963 govern the Malaysian parliamentary service. In 1992 these statutes were repealed with the constitutional amendment when Malaysia opted for open service.	See reply B5.	Under previous arrangement all categories of officers are appointed by joint decision of Speakers of the two Houses. For those opting to remain, the old law applies. Others will be governed by civil service regulation.	Both avenues are used, the majority are recruited directly through competitive selection procedures organised by the administration.	Same legal provisions apply. Therefore the status is the same as the civil service.	No separate scheme for Parliamentary Service which is governed by a civil service pension scheme. Staff on contract contribute to the Employees Provident Fund.
Netherlands	The administration is autonomous. The Assembly decides on its own budget.	The ruling "Ambtenarenreglement Staten-Generaal" governs recruitment, promotion, discipline, etc. for the parliamentary service.	<ul style="list-style-type: none"> • Senior staff - by Clerk and Deputy Clerk. • Middle ranking and junior staff - by or on behalf of the Clerk. 	The officers and staff are recruited directly-	Same.	The same as the civil service pension scheme. Officers and staff contribute to the Employees Pension Scheme and premiums for various social security provisions.

New Zealand	<p>For office of Clerk - Autonomous by tradition of impartiality and non-political interference.</p> <p>Parliamentary Service - Subject to Executive influence especially regarding the budgetary process and employment policy and remuneration.</p>	<p>For office of Clerk - The Clerk of the House of Representatives Act 1988 governs.</p> <p>Parliamentary Service - The State Sector Act 1988 empowers Chief Executives to a large degree to decide on service matters.</p>	<p>For office of Clerk - Authority lies with the Clerk (except for Deputy Clerk).</p> <p>Parliamentary Service - The Deputy General Manager may be recruited by the General Manager with the concurrence of the Parliamentary Service Commission. All others are appointed and dismissed by the General Manager.</p>	<p>For office of Clerk - Recruited directly (usually from other parts of government service). Secondments are rare.</p> <p>Parliamentary Service - Recruited directly.</p>	<p>For office of Clerk - Same.</p> <p>Parliamentary Service - Lower.</p>	<p>The public services Superannuation scheme was open to both offices until July 1992. At present no scheme exists for both services. Each State employer will have to make a new scheme for new employees.</p>
Norway	<p>Civil service rules do not normally apply to parliamentary service and administration. Parliament's bodies make internal rules for the administration.</p>	<p>Yes. To some extent.</p>	<ul style="list-style-type: none"> • Senior staff by the Presidium. • Middle ranking and junior staff by the Appointment Council represented from parliament's administration and employees. 	<p>The officers and staff are recruited directly into the service.</p>	<p>Similar.</p>	<p>All employees belong to the Norwegian Public Service Pension Fund which is also the scheme for the civil service.</p>

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Poland	<i>Senate</i> The parliamentary service is autonomous and the administration is apolitical.	The Senate Speaker's (regulations) cover salary and other service matters. Rules of the public service are also applicable.	The Secretary General is empowered to appoint and dismiss the staff of the parliamentary service.	Recruited directly with occasional secondments.	Same.	The parliamentary service is governed by the same social security scheme meant for the civil service.
Portugal	The service is autonomous as it comes under the authority of the President and the Administrative Council. It also has an independent budgetary system. However, Article 114 of the constitution provides for cooperation and interdependence with other institutions.	The legal requirements in force for public service apply to the parliamentary officials. Decrees No. 498/88, 184/89, 427/89 with amendments of 407/91 and 24/84.	<ul style="list-style-type: none"> Senior officers - The President on recommendation of the administrative committee. Middle ranking and junior staff - The Secretary General on recommendation of the administrative committee. Senior officials can be terminated in accordance with public service law. 	Officers and staff are directly recruited. Provisions for secondment are subject to general law relating to public service.	Same.	Retirement law No. 498/72 which also applies to public services.

Spain	The constitution (Article 72) and House rules and resolutions provide the autonomy of the service. The administration is also neutral and impartial in providing all services.	Service matters are governed by the personnel statute of parliament approved by the Bureau of both Houses. The independence of the parliamentary service is guaranteed by Article 72 of the constitution.	<ul style="list-style-type: none"> • Senior staff - appointed by the Bureau of the House on recommendation of the Secretary General. • Middle ranking and junior staff-by the Presidents of both Houses. 	The staff are directly recruited except for special cases where they come from the public service.	With regard to promotion it is the same or lower as the service is small. On the basis of working hours it is less favourable as the civil service has more regular working hours.	The officers and staff have the same social security scheme meant for the rest of the civil service.
Surinam	The administration is autonomous. However when recruiting new personnel the feelings of the members are taken into account.	Parliamentary civil service does not have separate statute or provisions from the rest of the public service.	Chapter 11 Article 12 of the Standing Orders states that the personnel of the office of the Clerk is appointed, suspended and dismissed on the recommendation of the General Assembly.	Suitable qualified persons may be recruited directly. Junior staff however are often seconded from other services.	Higher because the office of the Clerk is linked to the highest State organ.	Retirement and social security provisions are the same as those for the civil service.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Sweden	The Riksdag administration is completely separated from the government.	Only minor differences. Special rules apply to the Secretary General and the parliamentary ombudsmen.	The Administrative Board or its Executive committee appoints senior staff and some middle ranking personnel. The Director appoints all others. Trade unions are involved in matters concerning the staff.	All vacancies have to be advertised publicly. Many senior officers are recruited from the courts, ministries or the civil service.	Same, on average.	The general pension scheme (including old age pension and supplementary pension) and some form of complementary pension apply. Both Riksdag administration and the civil service are governed by the same pension scheme.
Switzerland	Although the Constitution (Art. 105) still provides that the Government is responsible for the administration of the Parliament, on a legal basis, however, Article <i>Snoniis</i> of the "Loi sur les rap-	No. The regulations for the employment of government officials apply also to the parliamentary staff.	<ul style="list-style-type: none"> • Senior officers - The Federal Council on the proposal of and with the confirmation of parliamentary committees. • Middle ranking and junior staff-The Secretary 	They are directly recruited by the parliamentary service.	Same.	The pension scheme is the same as the rest of the public service.

	ports entre les Conseils" provides that "in the exercise of their functions the services of Parliament are independent of the Federal Council and the Federal Chancellery".		General but for the most senior of this group, in consultation with the Administrative Committee.			
United Kingdom	<i>House of Lords</i> The "Parliament Office" operates under the authority of the House and its committees. It is independent from the government and the executive.	The House of Lords is self budgetary, the Vote is not cash limited. The House, however, has an obligation to keep in line with the civil service conditions of service etc. and maintain comparability with the House of Commons.	Table Clerks - Their appointments are governed by the Clerk of the Parliaments Act 1824. The Clerk of the Parliaments appoints other members of the staff. Black Rod is appointed by the Queen after consultation with the House authorities. Middle ranking staff - The Clerk of the Parliaments. Junior staff - The establishments office.	Officers and staff are recruited straight into the parliamentary service although secondment to and from private and public sector exists.	Conditions of service and pay scales are generally similar with the civil service.	The provisions are the same as those in the civil service. The retirement age, however, is 65 in the House and 60 in the civil service.

Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
United Kingdom (contd)	<i>House of Commons</i> The House of Commons service is separate from the civil service and most of the staff are recruited directly from outside the public service.	The House of Commons (Administration) Act 1978 governs the service of the House. The House of Commons commission, established under the Act, is the controlling body for terms and conditions of employment. The Speaker chairs the six member Commission.	Other than the Clerk of the House, the Clerk Assistant and the Sergeant at Arms who are appointed by the Queen on advice, the other appointments are the responsibility of the Commission. The Speaker appoints some senior ones while the Heads of Departments have been delegated to appoint the rest. Dismissals are a matter for Heads of Departments except for the royal appointments.	Most officers and staff are recruited directly and transfers from civil service are unusual. Clerks are recruited by civil service commission. However, the Clerk of the House retains the right to accept or reject the candidates. Short-term appointments for specialists to the select committees exist.	The same. The remuneration and conditions of service of the House staff are kept "broadly in line" with the home civil service.	The scheme is separate from, but runs in the same way as, the Principal Civil Service pension scheme. Staff do not pay directly, except for small (1.5% of salary) contribution towards benefits for widows/widowers.
United States of America	<i>Senate</i> The office to the secretary to the Senate and Sergeant at Arms	No.	<ul style="list-style-type: none"> Senior staff in the office of Secretary or Sergeant at 	Officers and staff are recruited directly into the Senate.	Same.	The retirement system is similar to that of the civil serv-

<p>are partially autonomous. They work day to day autonomously, but the Majority Leader who provides the general guidance can intervene at any time.</p>	<p>Arms - Secretary or Sergeant at Arms.</p> <ul style="list-style-type: none"> • Senior staff of the Senate Committees - The chairman or the Ranking Minority Member. • Senior staff of the Senators' offices - The Senator. • Middle ranking and junior staff in the office of Secretary and the Sergeant at Arms - Appointed by the Heads of Departments with the approval of the Secretary or Sergeant at Arms. 	<p>ice system. Retirees receive immediate annuity on reaching the ages-</p> <ol style="list-style-type: none"> (1) Age 62 with five years of service. (2) Age 60 with 20 years of service. (3) Age 55 with 30 years of service.
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Country	Constitutional legal provisions for autonomy B5	Separate statute for parliamentary service B6	Authority for appointment and dismissal B7	Direct recruitment or secondment etc. B8	Status of parliamentary service B9	Retirement/ social security provisions B10
Zambia	<p><i>National Assembly</i></p> <p>Terms and conditions of the service of the staff come under Act of Parliament separate from the civil. The office also has own budget independent of the Executive.</p>	<p>The National Assembly (Powers and Privileges) Act, Cap. 17 and the National Assembly Staff Act 1991 govern recruitment, promotion and discipline, etc. in the parliamentary service.</p>	<p>Except for the Clerk who is appointed by the President of the Republic, subject to ratification by parliament, the rest of the officers and staff are appointed and dismissed by the Speaker acting on recommendation of the Clerk.</p>	<p>Officers and staff are recruited directly into the parliamentary service.</p>	<ul style="list-style-type: none"> • Higher with regard to ranking and remuneration. • Same with regard to certain conditions of service. • Lower with regard to promotional prospect. 	<p>The retirement scheme is separate from the civil service. The parliamentary service has an independent pension and gratuity scheme while members also contribute to the Zambia National Provident Fund.</p>

APPENDIX II

Summary of Replies to Part HI - Questions CII-12

Country	Members with secretariats	Members without secretariats	Party groups with secretariats staff	No party groups
Australia	<p><i>Senate</i> Consultants and staff employed under Members of Parliament Act 1984 by Ministers, certain officeholders and the Members.</p> <p><i>House of Representatives</i> Members are entitled to employ three electorate staff to assist them in their electorate and parliamentary work. Employed under the Members of Parliament (Staff) Act 1984.</p>		<p><i>Senate</i> Four party groups and three independent Senators. Their staff are employed under Members of Parliament Act 1981.</p> <p><i>House of Representatives</i> Staff of political parties is entirely a private matter and no relevant statutes apply.</p>	
Belgium	<p><i>Senate</i> Senate fixes salary and conditions of employment. Senators may recruit a secretary paid by the Senate.</p> <p><i>House of Representatives</i> Each member is entitled to one assistant paid by the House.</p>	Belgium	<p><i>Senate</i> Receive grant proportionate to size of political party. Those representing committees receive allocation earmarked for administrative staff with amount dependent on size of group.</p> <p><i>House of Representatives</i> They have their own secretariats where staff have own statutes.</p>	
Cameroon		Yes	Drawn from parliamentary staff.	

Country	Members with secretariats	Members without secretariats	Party groups with secretariats staff	No party groups
Canada	Also located in their constituency. Members' staff not governed by Parliamentary Employment & Staff Relations Act.		Party staff e.g. caucus research, etc. not governed by Parliamentary Employment & Staff Relations Act.	
Cyprus	Members receive secretarial allowance for one private secretary.		The staff is not working within the Parliament premises. They have separate statutes.	
Denmark	Typically two members share a secretary financed by a grant obtained by the party group from the Folketing Administration.		Party groups finance the activities of the secretariat. Their grant depends on number of mandates.	
Egypt		Assistance to members drawn from the General Secretariat	Their staff is part of General Secretariat; same rules and statutes for parliamentary staff apply.	
European Parliament	Each member can claim from the parliament funds to appoint own staff or maintain own office. Staff not civil servants.		Political groups have own secretaries. Authority to appoint and dismiss is entirely with political groups. Parliament shares secretariats' expenses.	
Finland			Party groups provide secretariats, with their own staff regulations.	
France	<i>Senate</i> Receive grant and monthly allowance to employ two assistants.		<i>Senate</i> Staff subject to general employment law. Not with status of public servants.	

Country	Members with secretariats	Members without secretariats	Party groups with secretariats staff	No party groups
France (contd)	<i>National Assembly</i> Yes, but frequent recourse to the parliamentary staff in respect of legislative work.		<i>National Assembly</i> Currently five staff governed by private employment law.	
Germany	<i>Bundestag</i> Every member may employ assistants. Expenses up to a maximum paid direct by Bundestag administration.		<i>Bundestag</i> Staff subject to the Federal Republic's collective agreement.	
Greece	Can recruit one assistant. Also can have two government civil servants on secondment.		Staff having own status under the rules of the House.	
Indonesia		Staff come from Secretariat General	Factions' staff come from the Secretariat General.	
Israel	Yes.		No separate statute.	
Italy	<i>Senate</i> Their own staff separate from the parliamentary service. <i>Chamber of Deputies</i> Yes.		<i>Senate</i> Separate from parliamentary staff. <i>Chamber of Deputies</i> Staff are governed by general contract law. Not public servants.	
Japan (both Houses)			Yes, however, they do not have a separate statute.	

Country	Members with secretariats	Members without secretariats	Party groups with secretariats staff	No party groups
Jordan	Yes.		No separate statute.	
Korea	Yes.		Yes.	
Malaysia	Drawn from parliamentary staff.		Employ own staff on contractual basis.	
Mali		Yes.	There are five parliamentary groups with staff. Staff are not governed by statute.	
Netherlands	Each member gets annual allowance for secretarial assistance.		Nine party groups - eight have separate statutes for themselves, one has a statute that is the same as the parliamentary service.	
New Zealand	No. But each party group has access to funding to employ research staff. Employed on contract with the Parliamentary Service Commission or engaged directly as consultants.		Yes for office of Clerk. No for parliamentary service.	
Norway	Yes.		Staff governed by separate statutes.	
Poland	Senator recruits one person from Secretary General's budget on basis of individual job agreement.		Not civil servant. Employed on basis of job agreement.	

Country	Members with secretariats	Members without secretariats	Party groups with secretariats staff	No party groups
Portugal	Members can only get financial assistance for their secretariats when they form parliamentary groups on the basis of size of group. For example 2 members get three staff, 2-10 members get an office with 4 staff and so on.		(See column one) The staff is governed by specific rules different from staff of assembly.	
Spain	Only members of the Bureau have private secretariats (President, 4 Vice Presidents and 4 Secretaries) with a minimum of two persons.		Party groups are indirectly funded. The House provide premises and logistic support to them plus a subsidy. The group appoints and dismisses their own staff.	
Surinam		Yes.		Yes.
Sweden	Receive secretarial assistance calculated on the basis of one assistant per every third member.		Party groups supported financially by the Riksdag based on size of party group.	
Switzerland		Members receive annual allowance of 18,000 SFr. to cover expenses on infrastructure.	Currently nine party groups receiving funding from the State. They employ own staff on the basis of private sector employment contracts. The pay rates are the same as parliamentary staff.	

Country	Members with secretariats	Members without secretariats	Party groups with secretariats staff	No party groups
United Kingdom	<p><i>House of Lords</i> Secretarial expenses can be claimed by Lords up to £29 per day when attending meeting.</p> <p><i>House of Commons</i> Most members have about two staff. Members receive allowance to employ them.</p>		<p><i>House of Lords</i> No separate statute for staff of political parties.</p> <p><i>House of Commons</i> Political groups employ their own staff, but payments are made direct to the staff by the Fees office. All parties not in government receive payments based on the number of seats. No statutes for the staff but payments based on house resolutions.</p>	
United States of America	<p><i>Senate</i> Each have own personal staff. Financial assistance determined by population of state.</p>		<p><i>Senate</i> In separate statutes for party groups.</p>	
Zambia		Parliamentary officials assist members.		Yes.